

Towards a Pittsburgh for All:

An Analysis of Mayor Gainey's First Budget Proposal



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December 2022



PITTSBURGH
Budget and Policy Center

This is a pre-release of our annual budget analysis.

An updated version of the report will be released next week and will be available here:
https://krc-pbpc.org/research_publication/towards-a-pittsburgh-for-all-an-analysis-of-mayor-gaineys-first-budget-proposal/

The Pittsburgh Budget and Policy Center was established in 2020 to conduct periodic analysis of the city of Pittsburgh budget that lawmakers and advocates can use to achieve a budget that promotes equity, prosperity, and sustainability. As noted in the acknowledgments, many local residents and budget experts pitched in to help us get our numbers right and also to understand the programs in place in three priority areas—public safety, affordable housing, and workforce development. We hope the analysis in this report can help the city achieve a budget that reflects our shared values, including protecting the economically vulnerable. We look also forward to assimilating the feedback we will receive on this report and providing additional analyses in the future that contributes to achieving shared and sustainable prosperity.

Acknowledgements:

The writing of this analysis was truly a team effort. We depended on our internal team and relied heavily on Pittsburgh's experts in these issue areas to give us the lay of the land, explain the details of the budget and provide us feedback along the way.

Internally, we thank our research team lead Stephen Herzenberg — who contributed significantly to the research used in this report. Stephanie Frank laid out the report, created the cover and the figures. Erica Freeman provided copy editing. Kirstin Snow oversaw our communications and dissemination planning (and will oversee the implementation of that plan).

We thank all the people we spoke to for sharing their knowledge of the Pittsburgh budget and the needs of its residents.

Executive Summary

In his first year in office, Pittsburgh mayor Ed Gainey proposed a \$822 million combined operating and capital budget, a 6% increase from the 2022 budget. This year's budget comes as Pittsburgh is still navigating the effects of the pandemic, the ending of pandemic response policies, and inflation that is still high (although falling). Although President Biden announced that the "pandemic was over" in a *60 Minutes* interview in September, public health officials still express concern over a constantly evolving virus.¹

While life has started to feel like it's back to normal for many Pittsburghers, the pandemic has created lingering impacts on the economy. Like the rest of the United States, the Pittsburgh economy was hit hard by the pandemic—businesses had to close, and people had to stay home to slow the spread of COVID-19. The pandemic also disrupted supply chains, resulting in a short supply of many items, shipping cost increases, and increases in the prices of basic needs (e.g., gas and food) which hit low-income households hard.

Employment in the city decreased sharply at the beginning of the pandemic but has slowly climbed back to near pre-pandemic levels. City revenues decreased by 7% between 2019 and 2020, but with the economic recovery underway, the City expects to end 2022 with an 9% revenue increase from 2021. This is largely due to the federal American Rescue Plan (ARP), passed in March of 2021, which brought \$335 million to the City of Pittsburgh to help replace lost revenue and address other effects of the pandemic.

The outgoing Peduto administration created a plan to spend all \$335 million of the American Rescue Plan funds over four years, despite only being in office during the first year of ARP distribution. City Council has revised and approved this spending plan several times—the latest proposed revision is part of Mayor Gainey's 2023 proposed budget. American Rescue Plan allocations for lost revenue in the operating budget have remained unchanged, but capital budget spending and Urban Redevelopment Authority (URA) programmatic allocations continue to be amended. Mayor Gainey has proposed a significant change in the 2023 proposed ARP spending plan—the creation of a \$3 million food justice initiative to "begin to address food insecurity" and to look for ways we can scale up our existing programs to serve more people.² With this change, the Gainey administration answered calls from community and food justice organizations and individuals who have been organizing for such a fund over the past year to address hunger and food access disparities in the city.

With the American Rescue Plan funds, Pittsburgh has a tremendous opportunity to recover from the pandemic while building a more equitable city. While ARP funds will provide Pittsburgh with much-needed resources over the next few years, revenues are expected to drop by \$31 million or (4.5%) from 2024 to 2026 due to the expiration of ARP funds. Over the next four years, Pittsburgh must find new, reliable, and recurring sources of revenue to address the budget shortfall and to fund critical programs. By ensuring the University of Pittsburgh Medical Center (UPMC) and other major, nonprofit institutions contribute their fair share to city revenues and pursuing a tax on income from wealth like our plan for

¹ Adam Cancryn and Krista Mahr, "Biden declared the pandemic 'over.' His COVID team says its more complicated," *Politico*, September 19, 2022, <https://www.politico.com/news/2022/09/19/biden-pandemic-over-covid-team-response-00057649>.

² "Mayor Ed Gainey's 2023 Budget Address," The City of Pittsburgh, November 14, 2022, <https://pittsburghpa.gov/press-releases/press-releases/5918>.

fair taxation,³ the City can raise money to make up for the loss of ARP funds by 2025 and fund investments in affordable housing, workforce, and other programs that make Pittsburgh more equitable.

Mayor Gainey's First Budget

Mayor Gainey is proposing a \$658 million operating budget (a 7% increase over the 2022 budget) and a \$164 million capital budget (a 3.5% increase from last year). Mayor Gainey, after being sworn into office as Pittsburgh's first Black mayor, asserted that the mission of his administration will be to build "a Pittsburgh for all."⁴ In this analysis, we examine Mayor Gainey's first proposed budget and the ways in which his administration has been working towards this mission as well as identify areas where there is still work to be done. Mayor Gainey made efforts at creating more opportunity for community input prior to the release of his budget and has made some notable changes aimed at aligning the budget with his vision for a more just Pittsburgh. In this analysis we focus on three main areas of funding: law enforcement, housing, and workforce development.

Pittsburgh Bureau of Police

The City of Pittsburgh is continuing the process of re-envisioning public safety. Ed Gainey's mayoral campaign ran on a platform that centered police reform. He discussed reforms such as demilitarizing Pittsburgh's police force, ending the practice of over-policing in Black neighborhoods, and making sure officers "walk the beat" in the communities they patrol. He advocated for a shift in the way the police department operates, moving towards community policing, and discussed the need to build a more diverse police force. In this year's budget, we see some movement on Mayor Gainey's stated priorities as it relates to the police.

Some of this vision is encapsulated in Mayor Gainey's "Plan for Peace," a holistic plan aimed at ending gun violence in Pittsburgh, which has been increasing over the past year or two. The plan addresses public safety issues, including changes in policing, while also addressing the root causes of gun violence. His plan includes six categories: a public health approach, "the right policing" (which will emphasize building community relationships), person-centered supports, community partnership, a healthy economy, and data and evidence. Included in this six-prong plan is: creation of a culture within the Bureau of Police that fosters and emphasizes building community relationships; creation of eight city hubs focused on emergency services and overdose response; expansion of the city's crisis intervention teams; and community investment grants to community organizations working to address community economic problems like lack of employment, affordable housing, and other things that would improve opportunities and stability within low-income neighborhoods.

As part of the 2023 Operating Budget, Mayor Gainey proposes

- a \$118.6 million budget for the Police Bureau. This is a 1.6% decrease in funding (\$1.9 million), making the Police Bureau the only one within the Department of Public Safety seeing a decrease this year.

³ Stephen Herzenberg, Diana Polson, and Nthando Thandiwe, "Fair Taxation for Pittsburgh – A Foundation for a More Just City Beyond American Rescue Plan Dollars," Pittsburgh Budget and Policy Center, April 14, 2022, <https://krc-pbpc.org/wp-content/uploads/Pgh-Fair-Taxation-Brief-4-14-22-Final.pdf>.

⁴ Julian Routh, "A Pittsburgh for All: Ed Gainey sworn in as city's first Black mayor," *Pittsburgh Post-Gazette*, January 4, 2022, <https://www.pressreader.com/usa/pittsburgh-post-gazette/20220104/281513639495822>.

- a decrease in the Police Bureau’s share of the full Operating Budget—down from 19.6% in 2022 to a proposed 18.0% in 2023. As a share of the Operating Budget, this year’s proposed Police Bureau budget is one of the lowest it’s been over the last eight years.
- few noted changes to existing police personnel with 900 uniformed police officers and 53 civilian positions proposed, as was the case last year.

Mayor Gainey has pursued establishing two new classes of police recruits to address “aging out” of the force. (Two hundred and forty of the city’s police officers are eligible for retirement and although 900 are budgeted, the official police officer headcount is currently 836.) Women currently make up only 14% of the police force and African Americans only 11%, despite making up 24% of the city’s population. So, with an eye towards increasing women and African Americans within the force, the mayor’s focus for the first police recruit class is to bring in and train a diverse group of experienced officers. The second class will be training recruits with no previous policing experience. Also, in the interest of producing a more diverse training class, the Mayor’s Office has relaxed some education requirements for entry.

The City has hired an outside consultant to conduct a staffing study of the Pittsburgh police, including an examination of the way officers are currently used and distributed throughout the city and recommendations moving forward. Results of this study will inform Mayor Gainey’s approach to police personnel changes in the future.

In Mayor Gainey’s first year, his administration has pursued changes in the way police operate, in part through union negotiations with the Fraternal Order of Police (FOP). In September of 2022, however, there were reports of City of Pittsburgh/FOP negotiations breaking down after the union rejected Mayor Gainey’s proposal. Contract negotiations have since moved into binding arbitration. The City was offering substantial raises for new hires alongside changes to disciplinary procedures, including the implementation of a disciplinary matrix, including 12 fireable offenses, which would create consistent and fair penalties for police violations. Many other police departments of the same size have this structure, which can help prevent unpredictable and opaque discipline.

As part of the 2023 capital budget, Mayor Gainey’s administration has signaled that he is still committed to building a new public safety training facility but the administration is still going through the assessment and planning stages of that. Jake Pawlak said that they are considering less expensive ways to construct that facility. Other police facility spending in the capital budget includes Police Zone 5 and Fire Station 8 construction totaling \$5,356,000 for 2023.

Another significant change in this year’s budget relates to the Office of Community Health and Safety, which aims to better address longer-term community needs by connecting individuals in crisis with social services, public health care, and social work experts, instead of over-relying on police and other emergency responders to deal with every crisis in the city. Mayor Gainey proposes to move this office from the Mayor’s Office to the Department of Public Safety to facilitate closer collaboration between social workers and emergency personnel. Also included in this year’s budget plan is money for additional staffing of the Office of Community Health and Safety. Funds for staffing comes out of the Stop the Violence Trust Fund and the proposal is to increase staff from 12 full-time equivalent (FTE) positions to 19 FTE positions, with a budgetary increase of \$834,507 in 2022 to \$1.3 million in 2023.

Affordable Housing

Another key platform Mayor Gainey ran on as a mayoral candidate is addressing affordable housing and creating a thriving Pittsburgh where people have pathways to prosperity and affordable places to live.

Mayor Gainey charged his Economic Development transition team with developing actionable strategies to accelerate affordable housing development and supports for families whose incomes fall between 30% and 80% of the area median income (AMI).

Our analysis finds that affordable housing remains a challenge for the city—as indicated by the return of eviction filings to 2019 levels as eviction moratoriums have ended and emergency rental relief funds declined. The driving forces behind the shortage of affordable housing include persistent poverty and stagnant incomes, especially for communities of color and women-led households, and a decline in rental units that cost less than \$1,000.

In the 2023 operating and capital budgets, Mayor Gainey proposes several increases in housing funding and efforts to increase affordable housing, including

- an increase in capital budget affordable housing spending to \$12.6 million from 6.4% to 7.7 % of the total capital budgets.
- this \$12.6 million includes a \$5 million investment toward the Bedford Choice Neighborhood plan managed by the Pittsburgh Housing Authority, which hopes to use this to help leverage a grant of up to \$50 million from the federal Department of Housing and Urban Development (HUD).
- using \$2.5 million from the operating budget to float a bond that could create 145 affordable housing units.

The mayor’s budget also incorporates his July proposal to use \$2.1 million in ARP funds—matched by \$6.9 million in Allegheny County and state funding—to convert historic office buildings in downtown Pittsburgh to residential space.⁵ This could be a strategic and innovative effort to create lemonade from lemons—to convert the decline in demand for commercial office space faced by all cities, post-pandemic, into an opportunity to close the housing affordability gap.

The City dedicates funds towards reducing homelessness through its Emergency Solutions Grants (\$1.2 million). Allegheny County has also addressed homelessness with the opening of Second Avenue Commons in collaboration with Pittsburgh Mercy. The 95 beds, plus 35 overflow-bed shelter, is meant to assist homeless populations as a low-entry barrier shelter with addictions services, allowing couples to stay together as well as people with their pets.⁶

Workforce Development

Most of the city’s workforce funds come from the federal government. The Mayor’s proposed budget does, however, include small allocations to

- create a city Office of Workforce Development.
- fund six “Neighborhood Employment Centers.
- fund intern positions in the city as part of a new “Prepare to Prosper” initiative that aims to link high-school Career and Technical Education (CTE) programs to paid coops and internships at anchor institutions, the city itself, and other employers.

⁵ Julia Felton, “Pittsburgh looks to use \$2.1 million to convert Downtown office buildings into residential space,” TribLive, July 1, 2022, <https://triblive.com/local/pittsburgh-looks-to-use-2-1m-to-convert-downtown-office-buildings-into-residential-space/>.

⁶ Julia Felton, “Second Avenue Commons shelter opens in Downtown Pittsburgh,” TribLive, November 22, 2022, <https://triblive.com/local/second-avenue-commons-shelter-opens-in-downtown-pittsburgh/>.

Recommendations

On creating new, longer-term sources of revenue for Pittsburgh:

- **Ensure UPMC and other large Pittsburgh non-profits pay their fair share** by negotiating PILOT agreements in lieu of taxes. A joint report from the Pittsburgh City and Allegheny County controllers have estimated that the city's five biggest nonprofits, all health care and higher education institutions, avoid \$34.5 million annually in property tax payments to the city, led by the University of Pittsburgh Medical Center (UPMC) at \$13.9 million. This \$34.5 million would cover the expected budget decrease in 2025.
- **Pursue the passage of a "Fair Share Tax,"** which could: a) broaden the base of its income tax to include currently untaxed income from wealth such as dividends and capital gains, and b) tax additional categories of income from wealth, and tax (currently taxed) "net profits" from partnerships and corporations at a higher rate than wage income and other kinds of income that go mostly to the less affluent. Our preliminary analysis from the Institute on Taxation and Economic Policy (ITEP) data estimates that a 3% tax on dividends and capital gains would raise \$21 million. The rich would pay most of this additional revenue, half coming from the top 1% and 84% from the richest fifth. If the city taxed currently untaxed income from dividends and capital gains at 2% and raised the tax rate on income from net profits to 2%, it would raise an estimated \$19 million in additional revenue.

On policing:

- **Continue to invest in and build the Office of Community Health and Safety** so that those in crisis get the support they need, and we place less reliance on police officers to respond and deal with every crisis.
- **Increase transparency on the budget regarding police expenditures.**
- **Share the results from the staffing study** planned to be released at the end of this year and engage the public in the results.
- **Continue to pursue the implementation of a disciplinary matrix** for police violations to create a consistent, fair, and transparent disciplinary process.
- **Continue to invest in housing, food, public transportation, job training, and other social services** that will increase support for Pittsburgh's most vulnerable populations.

On housing:

- **Dedicate the entire 1% of additional Realty Transfer Tax to the Housing Opportunity Fund,** rather than capping it at \$10M per year, would provide additional revenue to support Pittsburgh's low-income residents, who are disproportionately affected by the affordable housing shortage.
- **Increase funding and support for office-to-residential conversions.** The City has reallocated \$2.1 million in ARP funds to convert commercial space to residential.⁷ Continuing these efforts

⁷ "From skyscrapers to studios: How the residential boom is transforming Downtown Pittsburgh," *Pittsburgh Post-Gazette*, October 10, 2022, <https://www.post-gazette.com/business/bop/2022/10/10/residential-gulf-tower-three-gateway-center-fort-duquesne-kaufmann-pittsburgh-downtown-partnership-neighbors-alliance-ed-gainey/stories/202210090013>; Mark Belko, "Quicker conversions of Downtown Pittsburgh offices into apartments moving closer to reality," *Pittsburgh Post-Gazette*, September 21, 2022, <https://www.post-gazette.com/business/development/2022/09/20/pittsburgh-planning-commission-zoning-apartments-condos-residential-downtown-partnership-larimer-twg-indianapolis/stories/202209200105>.

in conjunction with supporting community benefits agreements in new developments can help build affordable housing while fostering job growth in the city.

- **Increase support and funding for Community Land Trust (CLTs).** There are \$5 million in 2021 ARP funds dedicated to CLTs in the 2021-2024 spending plan. Increasing funding to CLTs can increase staff capacity, and create an acquisition fund to enable CLTs to acquire properties
- **Support affordable housing policy solutions, including**
 - **city-wide inclusionary zoning and tenant protections by adopting a tenant bill of rights and implementing “right to return” for displaced residents.**
 - **using public land to create permanently affordable housing and improving code enforcement** by reducing minimum lot size per dwelling unit requirements in certain districts and reducing or eliminating minimum parking requirements.
 - **supporting solutions that address the rise in eviction filings by promoting eviction diversion programs and providing funding and support for legal assistance to renters.**

On workforce development and economic opportunity:

- The City should continue to **implement the Prepare to Prosper initiative** and then consider using that program as a stepping stone to an overall effort to recruit more city residents to employment in the city at anchor institutions, other private sector employers, and the city itself.
- The City—in partnership with the County, state, and four-state Ohio River Valley region—should **double down on opportunities to leverage federal funding for working development, infrastructure, and sustainable manufacturing** from the trifecta of landmark federal legislation that passed in the past year (bipartisan infrastructure bill, Inflation Reduction Act, and CHIPS+ bill). As recommended by the report of the Mayor’s Transition Team, the City should seek to implement local hire/community benefits agreements with government-funded infrastructure and manufacturing projects, enable diverse workers in the city to access good-paying union careers in construction and manufacturing.
- As part of the effort to reduce inequality and create more living wage jobs in Pittsburgh, the city should also **implement the transition team report recommendation to work with City Council to enable the creation of “industry standards boards”** (which would be able to elevate understanding of job quality in an industry and ideas for improving job quality, including sector-specific wage standards, and facilitating union organizing).

INTRODUCTION

On Monday, January 3, 2022, Mayor Ed Gainey was sworn into office as the 61st mayor of the City of Pittsburgh. The 2023 budget is Mayor Gainey’s first opportunity to create a budget that is an effective moral document to reflect who we are, what we value, and our community priorities. Amidst a global pandemic, demands for racial justice and community concern about how we take care of our most marginalized residents, Pittsburgh’s budget should respond to the city’s most pressing challenges.

The receipt of \$335 million in American Rescue Plan funds gives the City a chance to address historical inequities while simultaneously exploring new revenue sources to create a city that works for all residents. The city budget can pursue transformative changes over the next four years including by increasing investments in affordable housing, rethinking public safety, and scaling effective city

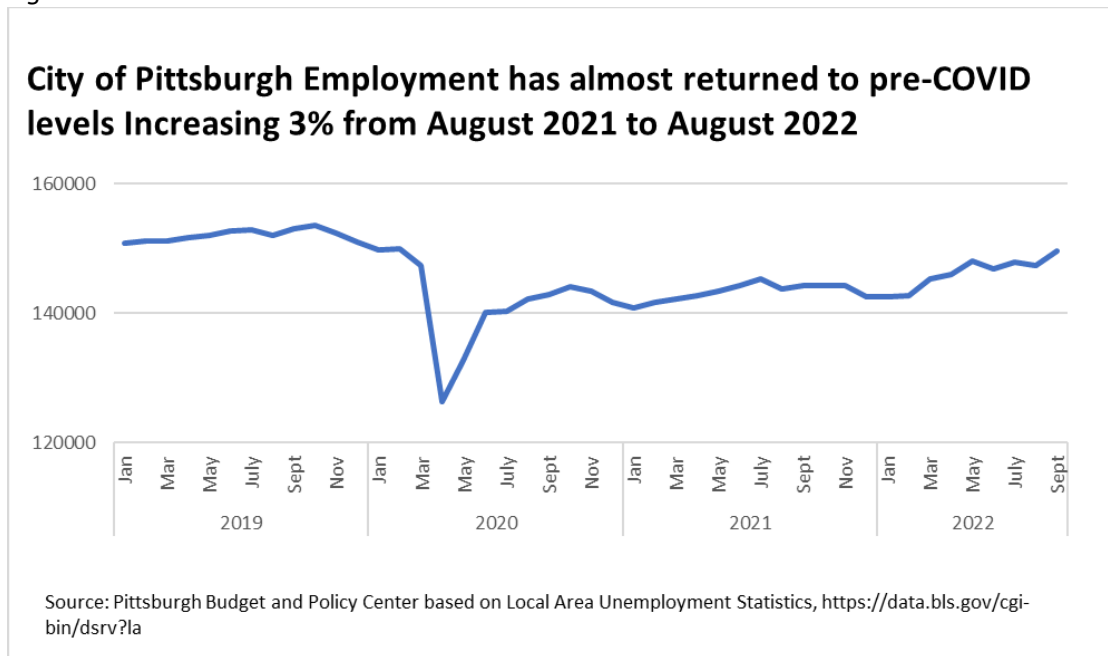
workforce development initiatives that train and place diverse and low-income Pittsburghers in family-sustaining jobs.

In his budget address, Mayor Gainey acknowledged his desire to create a “Pittsburgh for all.” He has taken steps towards this aim; forming a transition team that gathered experts and community leaders to provide recommendations to the city, holding more community meetings concerning the budget, releasing a plan for peace to address public safety, increasing investments in affordable housing, and promoting workforce collaborations with Pittsburgh Public Schools. In this analysis we acknowledge these actions but recognize more needs to be done to ensure our shared values—access to affordable housing, living wages, and safe neighborhoods—are fully realized in budget decisions that make Pittsburgh a livable city for all.

THE PITTSBURGH ECONOMY

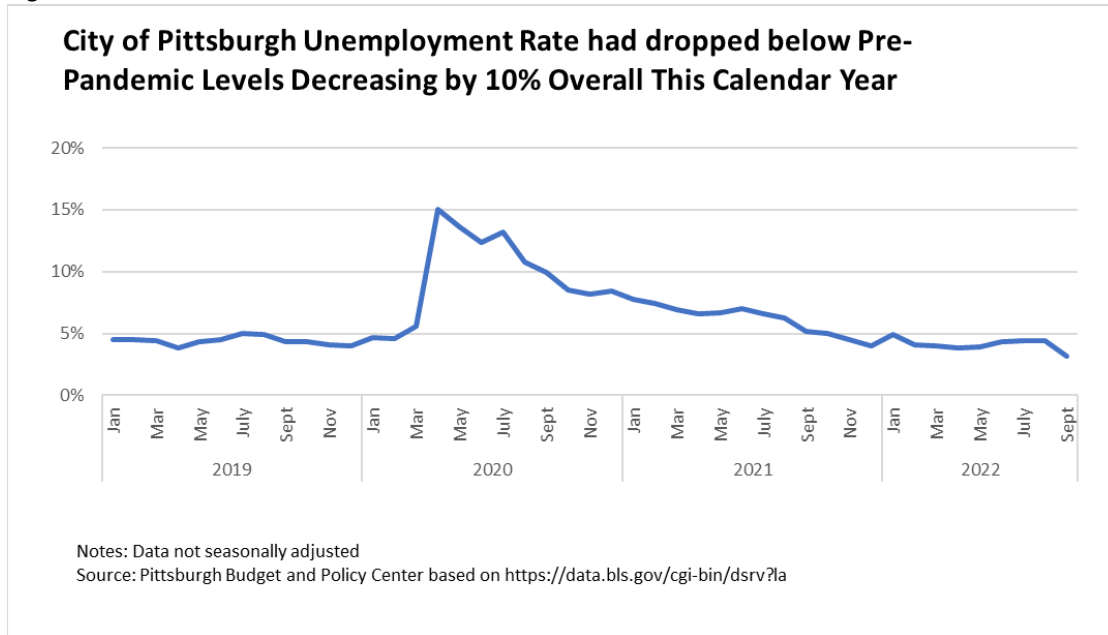
Pittsburgh was hit hard by the COVID-19 pandemic as businesses needed to close or scale back operations to slow the spread of the virus. COVID-19 mitigation efforts, the rollout of the vaccine and other pandemic response policies have slowed the spread of the virus and Pittsburgh is beginning to see employment return to pre-pandemic levels. Employment has almost returned to pre-COVID levels with a 3% gain between August 2021 and August 2022 (an increase of 3,695; see figure 1).

Figure 1



Pittsburgh unemployment rate has dropped below pre-pandemic levels and has decreased by 10% since the start of 2022. Pittsburgh unemployment rate in August 2022 was 4.4% compared to 4.9% in January 2022.

Figure 2



BUDGET OVERVIEW

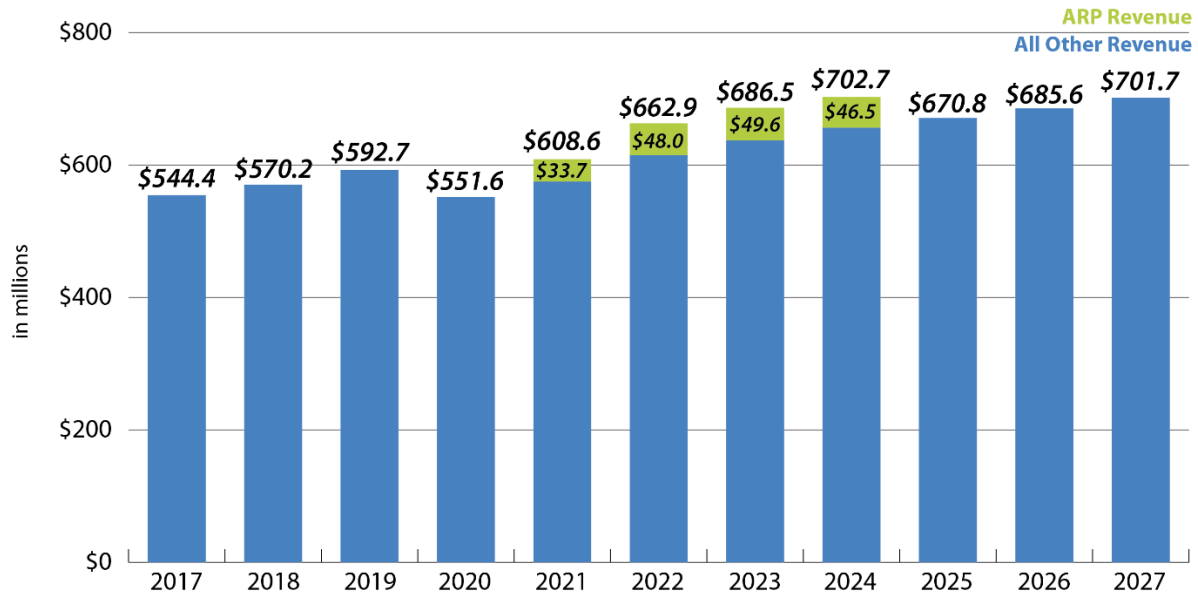
On Monday, November 14, 2022, Mayor Gainey submitted a proposed \$822 combined operating and capital budget for 2023 to city council. The proposed budget is comprised of a \$658 operating budget and a \$164 million capital budget. This is a 6.3% increase from the 2022 budget. In Gainey’s budget address he highlighted investments in infrastructure and improving the efficiency of local government.

Revenue

The proposed 2023 budget has a revenue increase of \$23.6 million or (3.6%) from the 2022 budget. Including American Rescue Plan funds, revenue is increasing from \$662.9 million to an estimated \$686.5 million next year.

Figure 3

Operating Budget Revenue Is Projected to Decrease by 4.5% (\$31 Million) in 2025 Due to American Rescue Plan Funds Running Out

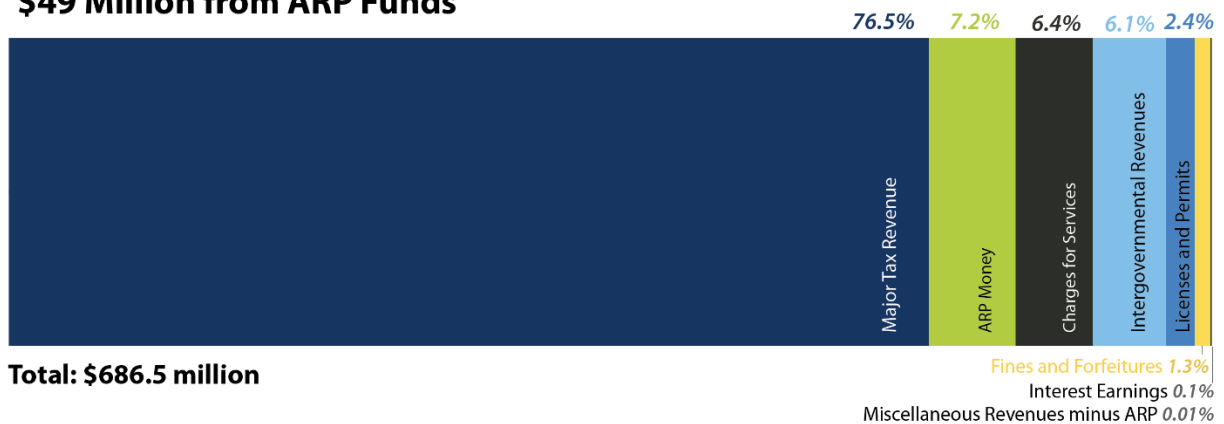


Source: Pittsburgh Budget and Policy Center data analysis of Mayor Gainey's proposed 2023 budget and past budgets.

The majority of revenue for Pittsburgh's operating budget comes from tax revenue (77%), followed by American Rescue Plan funds (7%), charges for services (6%) for intergovernmental revenue (6%).

Figure 4

City of Pittsburgh Projected 2023 Revenue is Over \$686 Million with \$49 Million from ARP Funds



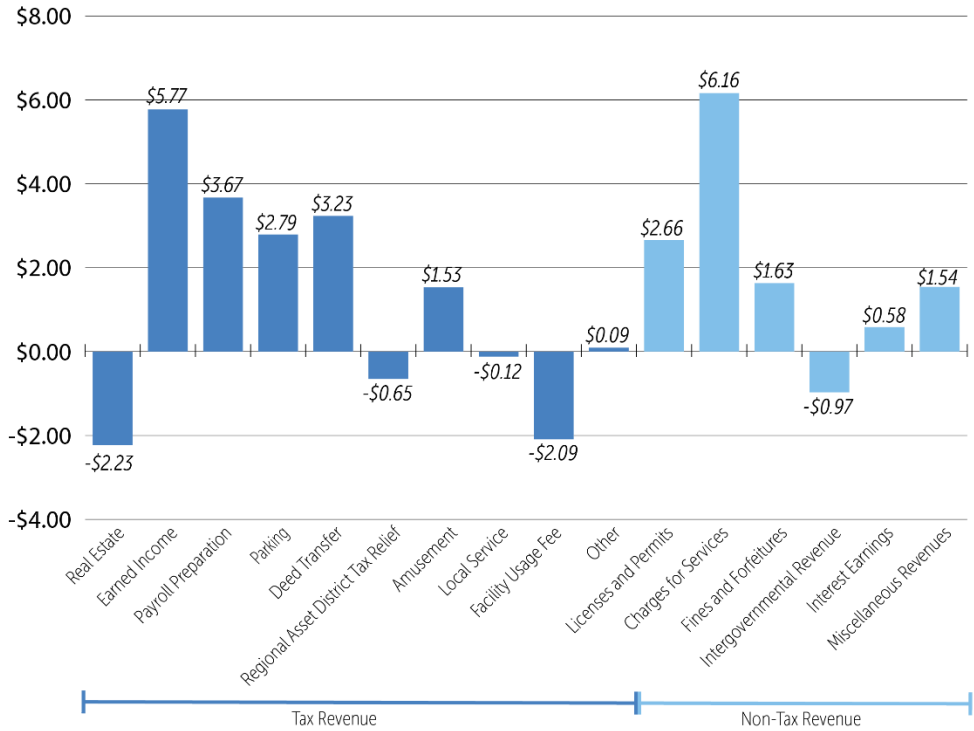
Source: Pittsburgh Budget and Policy Center analysis of Mayor Gainey's proposed 2023 budget.

Figures 5 and 6 below show the estimated dollar change and the percentage change in revenue between 2022 and 2023 by source. The total revenue increase from 2022 to 2023 can be largely attributed to increases in major tax revenue in the earned income tax (\$5.8 million or a 5.2% increase) and the payroll preparation tax (\$3.7 million or a 6% increase). Non-tax revenue also contributed to the proposed budget revenue increase with the largest monetary increase coming from the Charges for Services at

\$6.16 million or a 16.4% increase compared to the 2022 budget. While interest earnings have the largest percent increase at 200% this increase only accounts for \$584,772 of additional revenue.

Figure 5

Dollar Change (in Millions) by Revenue Source, 2022 to 2023 Projected Revenue for Pittsburgh, PA

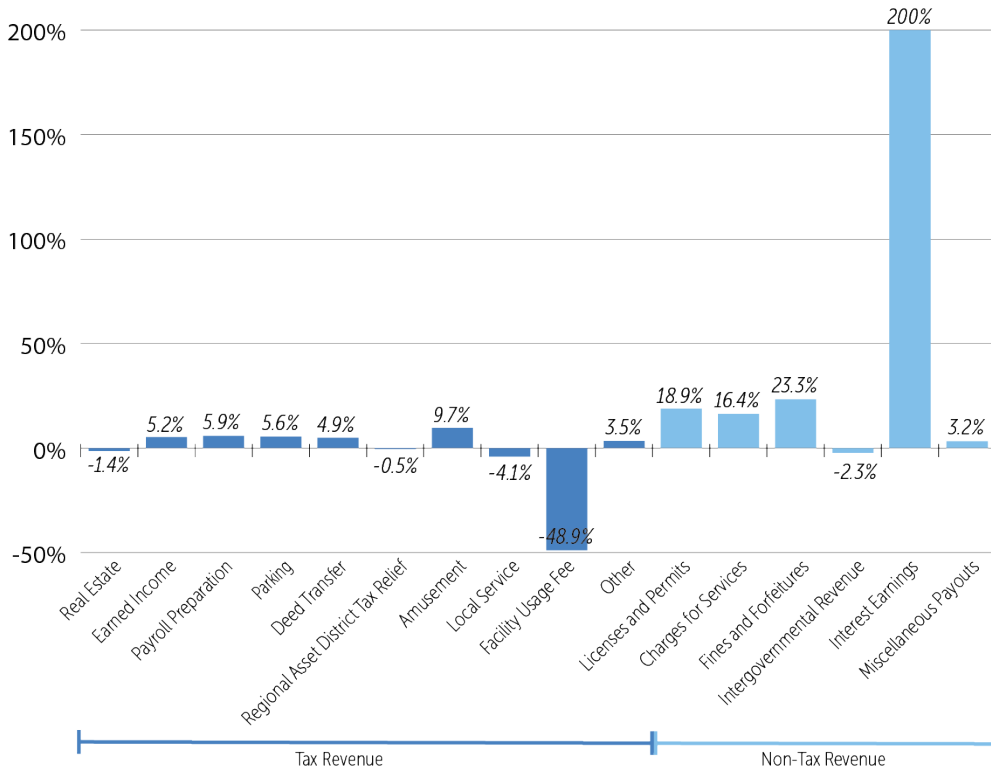


Source: Pittsburgh Budget and Policy Center analysis of Mayor Gainey's proposed 2023 budget.

Figure 6

Percent Change by Revenue Source, 2022 to 2023 Projected Revenue

Projected Revenue Change for Pittsburgh, PA

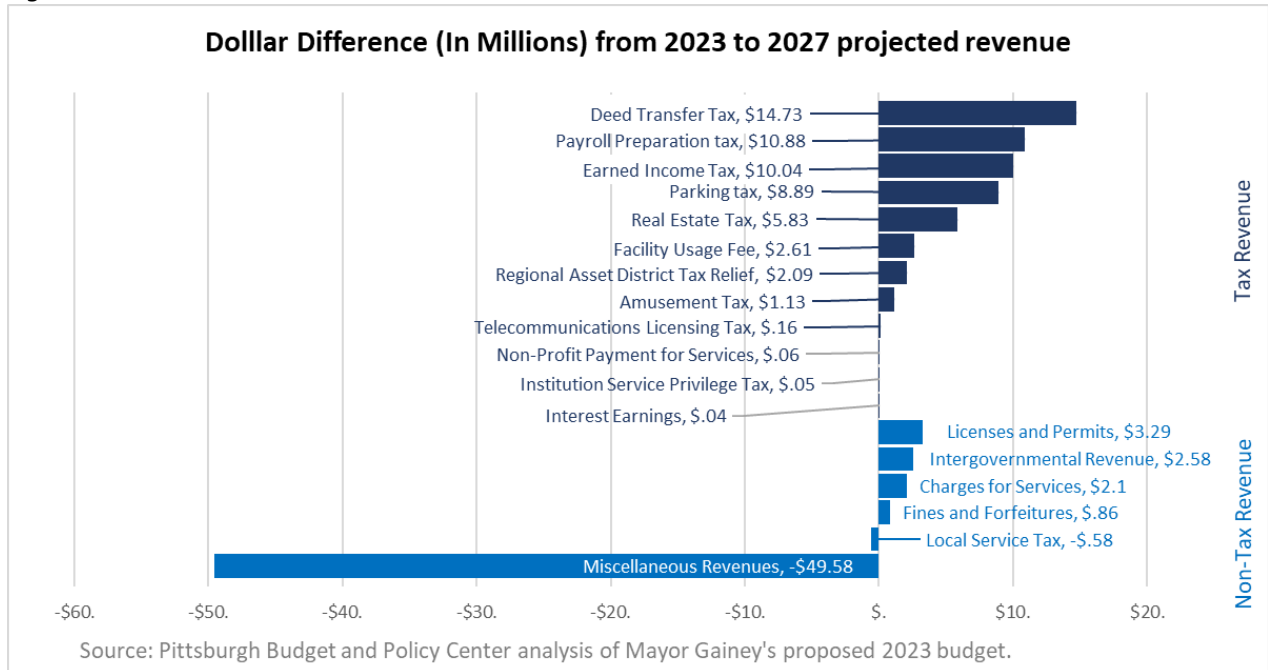


Source: Pittsburgh Budget and Policy Center analysis of Mayor Gainey’s proposed 2023 budget.

The Future of City Revenue

Five-year budget forecasts in the proposed budget allows analysis of city expenditures and revenue in the future. Despite a 4.5% decrease in revenue from 2024 to 2025 due to the end of ARPA funds, city revenue is projected to grow by 2% from 2023- 2027. Over the next five years revenue from taxes is projected to increase by \$56 million (10.6%), largely driven by projected increases in the deed transfer tax \$14 million (or 21%), the earned income tax \$10 million (or 8%) and the payroll preparation tax \$10.8 million (or 16%) from 2023 to 2027.

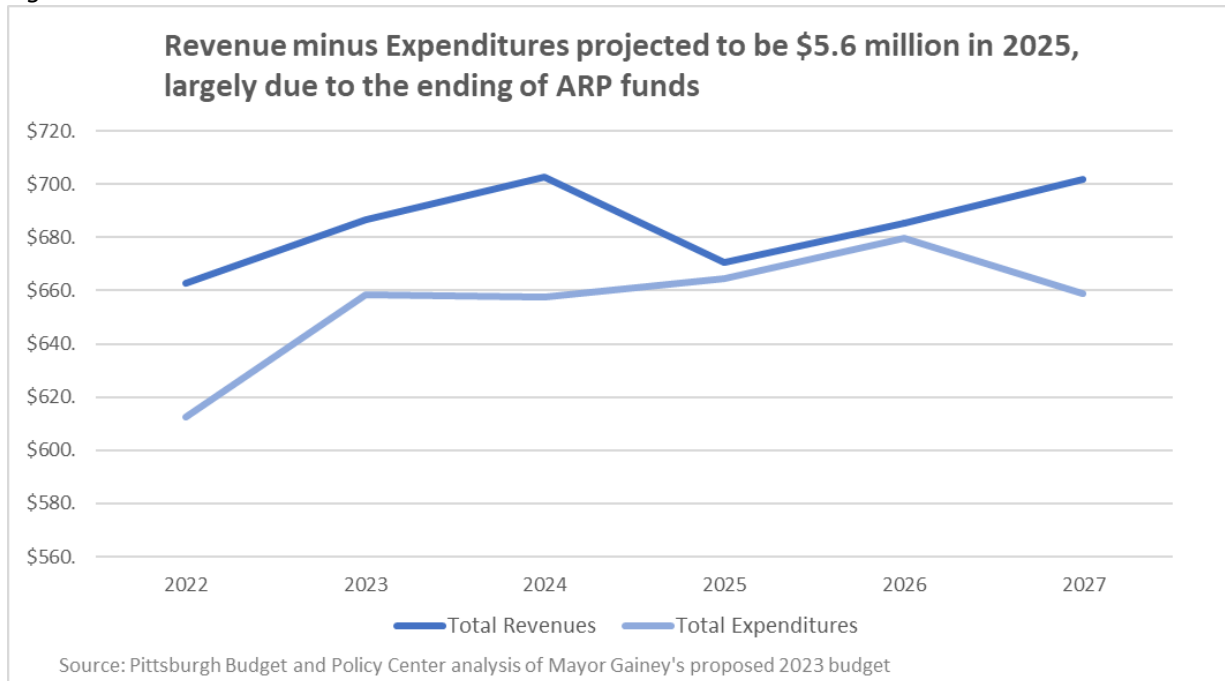
Figure 7



Revenue and expenditures are projected to experience decreases over the next five years but the mismatched years these decreases occur leaves the city with its smallest operating result in 2025 and 2026 (figure 8). As stated above revenue is expected to decrease by 4.5% from 2024 to 2025 due to ARP funds being unavailable, however expenditures only decrease two years later from 2026 to 2027 by \$21.8 million (or 3.2%). This is due to the refinance general obligation bonds a remnant of Act 47 as better rates have already been re-amortized and principal amounts will be cut in half. The City will maintain a positive operating result in 2025 and 2026 adhering to requirements to produce a balanced budget but having a smaller operating budget result should spur the City to pursue other revenue streams.⁸

⁸ The City is required to maintain a minimum 10% ratio of reserve fund balance to city expenditures and below 12% ratio of debt service to expenditures. Source: Mayor Ed Gainey's Preliminary Budget for 2023, <https://www.youtube.com/watch?v=K08jDriSzfs>.

Figure 8



Revenue Generation

As ARP funds will expire after 2024, the city of Pittsburgh should now be pursuing sustainable revenue sources which can help the city continue investments towards the mayors’ priorities in housing, economic mobility, and equity. As outlined above the city faces a shortfall of revenue in 2025 due to the expiration of ARP funds. Using ARP funds to address residents’ needs over the next two years while pursuing alternative revenue sources can put Pittsburgh on the road to a more equitable economy. Our recommendations regarding revenue generation include the following.

Pursuing PILOT Agreements

The Pittsburgh economy has shifted over time from manufacturing to “eds and meds” and high tech. One challenge with the growth of eds and meds is that anchor institutions register as non-profits and contribute little to Pittsburgh’s budget. A joint report from the Pittsburgh City and Allegheny County Controllers estimated that the city’s five biggest nonprofits, all health care and higher education institutions, avoid \$34.5 million annually in property tax payments to the city, led by the University of Pittsburgh Medical Center (UPMC) at \$13.9 million. This \$34.5 million would cover the expected budget decrease in 2025.

In four other Pennsylvania municipalities, UPMC contributes to local revenues through so-called PILOT (payment in lieu of taxes) payments which equal about 40%–55% of what it would pay in property taxes as a for-profit.⁹ UPMC makes PILOT payments in Erie, South Fayette, Lock Haven, and Williamsport. In

⁹ Stephen Herzenberg, Diana Polson, and Nthando Thandiwe, “Fair Taxation for Pittsburgh – A Foundation for a More Just City Beyond American Rescue Plan Dollars,” April 14, 2022, <https://krc->

some cases, these PILOT payments pre-date UPMC’s acquisition of local hospitals or health care systems. Williamsport and Lockhaven negotiated two of these PILOTs in just the last couple years. These PILOTs provide models of agreements with UPMC that Pittsburgh could negotiate.

Any local taxing authority can either (re)initiate a lawsuit challenging UPMC’s tax-exempt status or negotiate payment in lieu of taxes. Local tax revenue from UPMC and other large institutions could enable Pittsburgh to sustain investments in communities started with ARP funds.

Pursing a Fair Share tax

Many Pennsylvanians think our state constitution’s “uniformity clause” requires that income taxes be “flat”—i.e., the same tax rate must be imposed on all taxpayers and kinds of income (except for seniors and the poor for which there are constitutional exemptions).

As explained in our “Fair Taxation for Pittsburgh” brief,¹⁰ however, tax rates do not have to be the same for each kind, or “class,” of income. Moreover, Pittsburgh has the authority to make its income taxes fairer in two distinct ways without new legislation from Harrisburg. The city could 1) broaden the base of its income tax to include currently untaxed income from wealth—such as dividends and capital gains—that goes disproportionately to the affluent. 2) tax additional categories of income from wealth, and tax (currently taxed) “net profits” from partnerships and corporations, at a higher rate than wage income and other kinds of income that go mostly to the less affluent.

Our preliminary analysis from the Institute on Taxation and Economic Policy (ITEP) data estimates that a 3% tax on dividends and capital gains would raise \$21 million. The rich would pay most of this additional revenue, half coming from the top 1% and 84% from the richest fifth. If the city taxed currently untaxed income from dividends and capital gains at 2% and raised the tax rate on income from net profits to 2%, it would raise an estimated \$19 million in additional revenue.

Mayor Gainey’s transition committees provided the following recommendations to the City on how to raise additional revenue.

- The City must work collaboratively with PPS and related stakeholders (including the School Board, City Council, and the state Legislature) to return the .25% of the Earned Income Tax that was diverted to the City under Act 47 back to the school district. (Page 49, Education and Workforce Development, Recommendation 4: <https://gaineytransition.com/plan/>)
- To further support the Land Bank, the City should work with the other taxing bodies to create an annual income stream through future tax income from those parcels. (Page 27, <https://gaineytransition.com/plan/>)
- On PILOTs: Mayor Gainey should engage collaboratively with our largest employers, land-owning nonprofits, and Pittsburgh Public Schools leadership to find an equitable path forward. If we cannot agree on that, the Gainey administration should review the legality of the purely public charity status of larger nonprofits. (Page 16, <https://gaineytransition.com/plan/>)

American Rescue Plan Funds

pbpc.org/research_publication/fair-taxation-for-pittsburgh-a-foundation-for-a-more-just-city-beyond-american-rescue-plan-dollars/.

¹⁰ Ibid.

The receipt of \$335 million in American Rescue Plan (ARP) funds allowed the city to maintain critical functions and avoid over 600+ layoffs. In 2021 outgoing mayor Peduto and the city council released a spending plan for all ARP funds for the next four years. The Gainey administration and city council made some changes to the spending plan including the addition of a bridge repair fund (\$2.5 million), a lead paint program to address lead in older homes (\$2 million), a Food Justice Initiative (\$3 million) along with new funding at the URA for office space conversion to housing.

Funds to establish the food justice initiative—was a response by the Gainey administration to food justice community organizations and residents who organized and pushed for this over the last year.¹¹ The food justice initiative can be leveraged to expand urban farming, develop community markets with affordable produce, create educational resources, and expand food organizations. The food justice initiative funds were reallocated from \$10 million in ARP funds directed to the Pittsburgh Landbank. Mayor Gainey has also eliminated the ARP allocation for the Police Zone 4 facility upgrades. Other proposed ARP changes include additional ARP funds for slope failure remediation (\$2.3 million), paving (\$4.4 million), and demolition of structures (\$6 million). Previous ARP funding revisions were made in July 2022, when City Council passed a revised ARP spending plan that included the creation of a lead paint ordinance and funds for the demolition of structures.

In the 2023 proposed budget, \$72.2 million is planned to be spent through the operating budget (\$49.5 million), capital budget (\$18.4 million), the URA (\$1 million), and ARP Trust Fund (\$3.1 million) (figure 9).

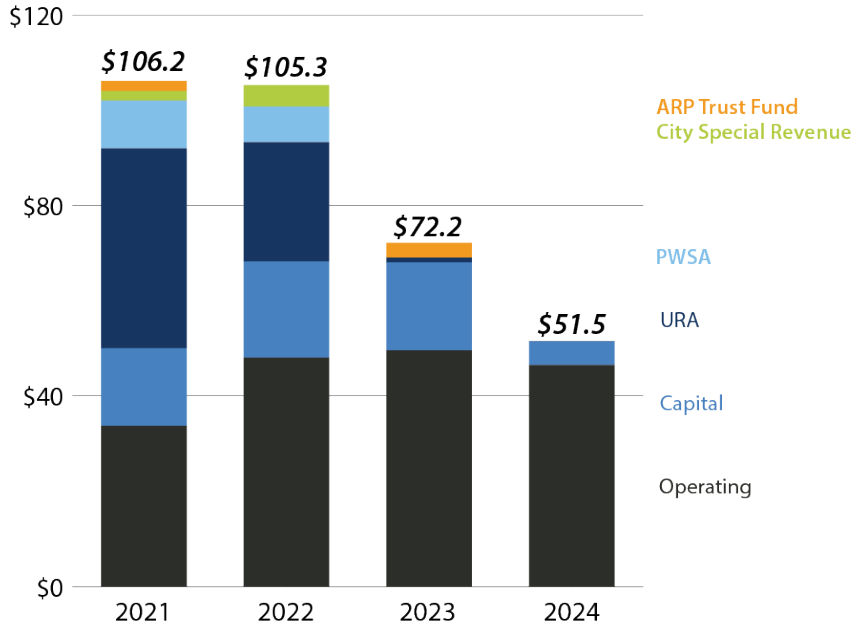
As the City executes its spending plan, attention should be paid to how the City, URA, and other agencies expend ARP funds. As outlined in a city council meeting “Nearly two-thirds of Pittsburgh’s Federal Stimulus money remains unspent—unobligated”¹² with “only about \$5 million of the \$60 million earmarked for capital projects has actually been spent—about \$13 million has been obligated.” As agreements and contracts are being executed there are provisions to return the money to the city from city agencies (e.g., the URA, PWSA) if the money is not obligated by the federal 2024 deadline.

¹¹ “Rising housing costs increasing the risk of food insecurity of Pennsylvanians,” Greater Pittsburgh Community Food Bank, May 31, 2022, <https://pittsburghfoodbank.org/wp-content/uploads/2022/06/PRESS-RELEASE-HOUSING-REPORT.pdf>; and Kiley Kosciński, “Gainey’s revised budget proposal includes money for public works, infrastructure and food insecurity,” WESA radio, November 14, 2022, <https://www.wesa.fm/politics-government/2022-11-14/gainey-first-pittsburgh-budget>.

¹² Julia Felton, “Nearly two-thirds of Pittsburgh’s federal stimulus money remains unspent, unobligated”, TribLive, November 1, 2022, <https://triblive.com/local/nearly-two-thirds-of-pittsburghs-federal-stimulus-money-remains-unspent-unobligated/>.

Figure 9

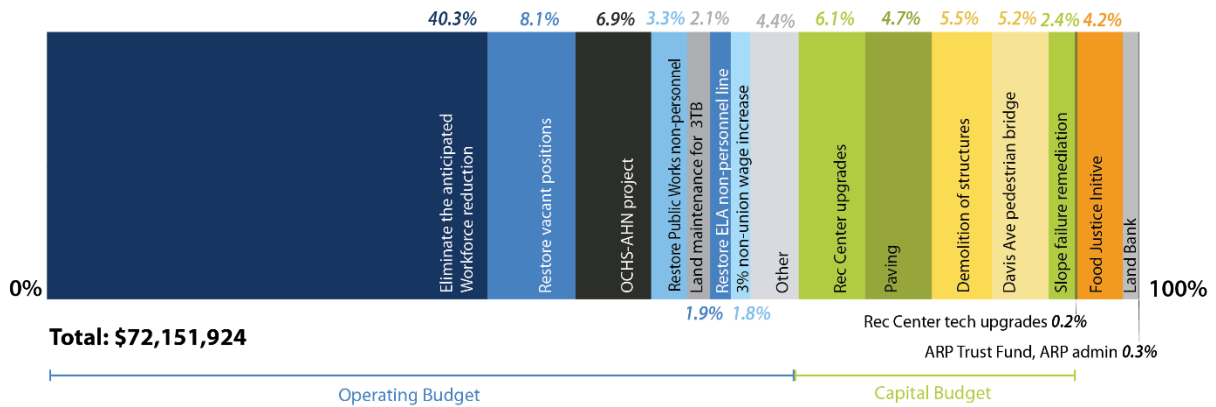
American Rescue Plan Allocations by Category for Pittsburgh, 2021-2024 (in millions)



Source: Pittsburgh Budget and Policy Center data analysis of Mayor Gainey's proposed 2023 budget.

Figure 10

2023 American Rescue Plan Spending



*Other- Operating budget includes Public Works non personnel 1.1%, I&P non-personnel 1%, Community Public Safety Facilities 0.7%, New positions 0.7%, New non-personnel 0.6%, Restore non-personnel 0.5%.
 Source: Pittsburgh Budget and Policy Center analysis of Mayor Gainey's proposed 2023 Operating Budget.

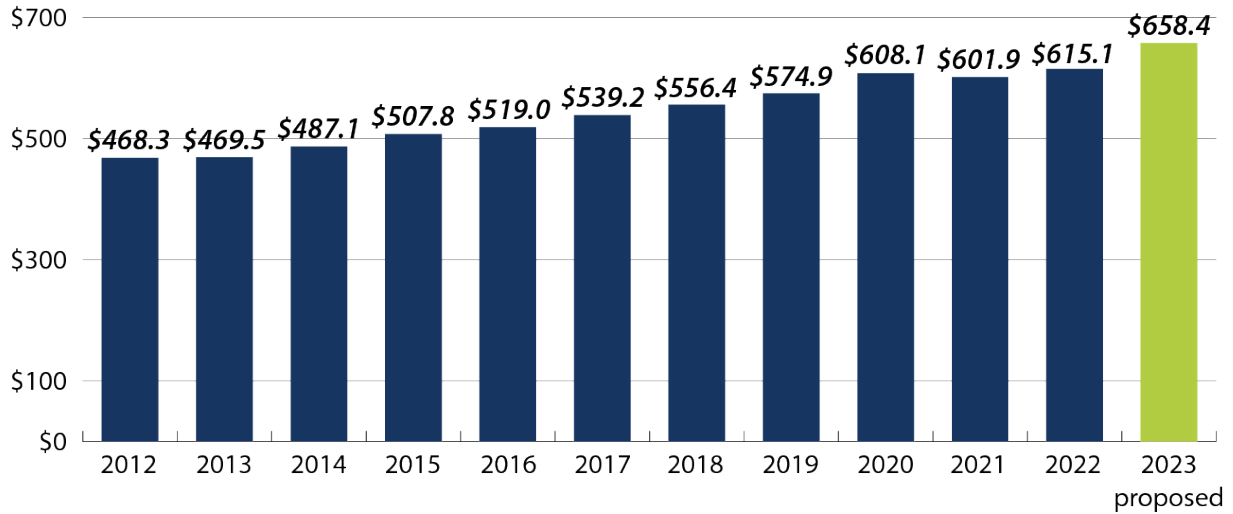
Expenditures

Mayor Gainey is proposing a \$658 million operating budget in 2023, a 7% increase over the final 2021 budget, approved over the summer after the City of Pittsburgh received ARP funds. While this is an increase in nominal terms, inflation between October 2021 and October 2022 was 8%, which means the budget increase is not keeping up with inflation this year.

Figure 11

Mayor Gainey Proposes a 2023 Operating Budget With a 7% Increase in Spending from the 2022 Operating Budget

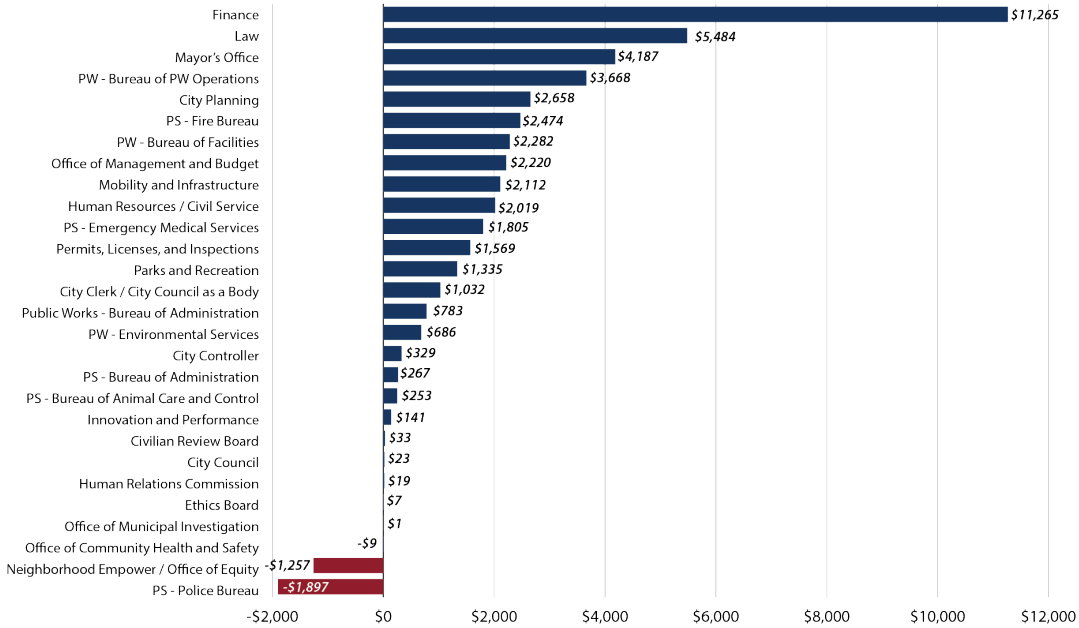
City of Pittsburgh Operating Fund expenditures over time, 2012-2022 (in millions)



Source: Pittsburgh Budget and Policy Center analysis of Mayor Gainey's proposed 2023 Operating Budget.

Figure 12

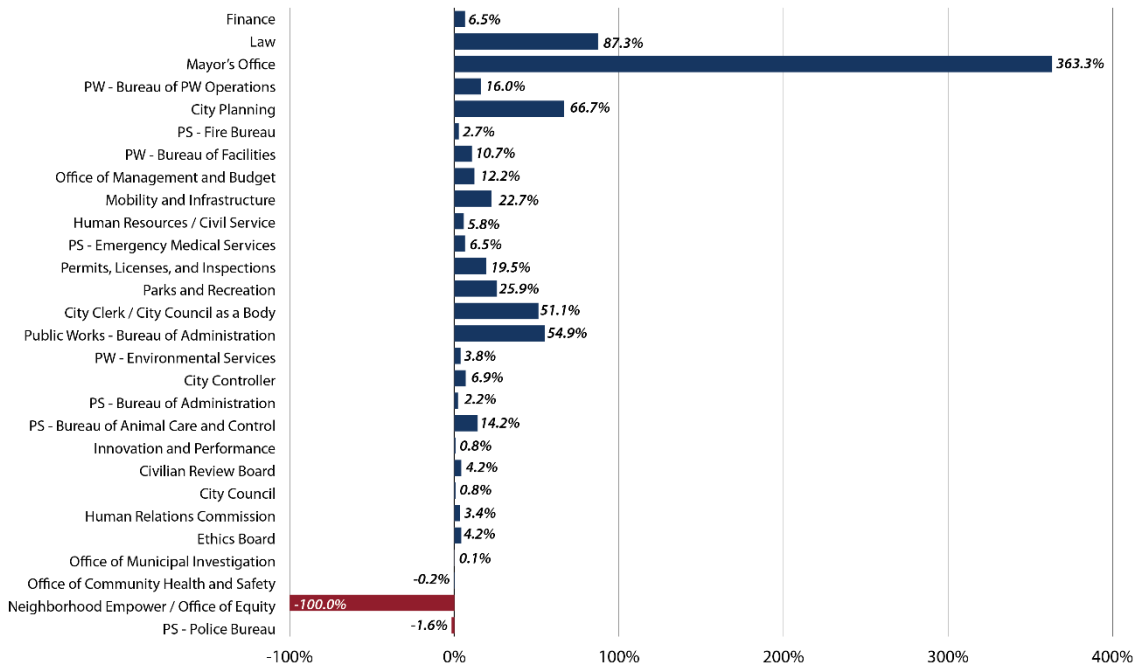
Dollar Amount Change Proposed in Mayor Gainey's 2023 Operating Budget Compared to 2022 (in thousands)



Source: Pittsburgh Budget and Policy Center analysis of Mayor Gainey's proposed 2023 Operating Budget.

Figure 13

Percent Change in Funding by Department from 2022 to 2023 in Mayor Gainey's Proposed 2023 Operating Budget



Source: Pittsburgh Budget and Policy Center analysis of Mayor Gainey's proposed 2023 Operating Budget.

There are several department reorganizations including combining offices and services to fall under the office of the mayor – described below, and City Council absorbing the city clerk’s office.

The mayor’s office has the largest percent increase in the budget at 363%. The 2023 proposed budget expands the Office of the Mayor increasing staff in its Office of Communications, Office of Neighborhoods Services, Office of Business Diversity, Office of Immigrant and Refugee Affairs, and Office of Workforce Development Youth and Education. The Communications Office increases staff from 2 to 14 and moves the City Channel, printshop, and website teams from the Department of Innovation and Performance in an effort to communicate more effectively with the public. The Office of Neighborhood Services (ONS) increases staff from 2 to 18 moving 311 services from the Department of Innovation and Performance to ONS to improve constituency services. The Office of the Mayor total staff increases by 41 positions up from 11 to 52 full time positions.

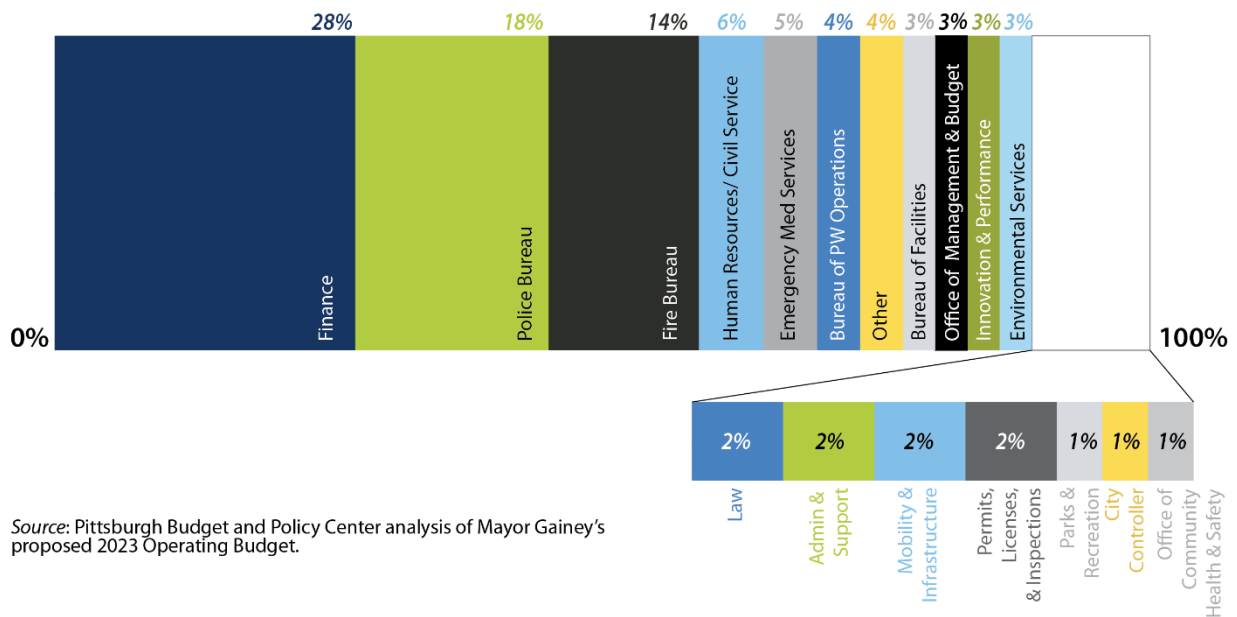
The Finance Department is responsible for the collection, deposit and investment of all funds received by the City from any source, and has the largest dollar increase by department of \$11 million or 6.5%. This is due to a \$4.2 million increase in principle payments from debt service, \$3.2 million increase in pension contributions, \$2.5 million increase in Other Post-Employment Benefits (OPEB) Contributions which includes Police and firefighter retiree medical trust contributions.

The Law Department provides legal advice and serves as in-house counsel to the City of Pittsburgh and has the second largest dollar and percentage increase in the 2023 proposed budget. The Law Departments 87% increase is largely due to a Judgements increasing by \$3.5 million.

The Department of Public Works Bureau of Operations has the fourth largest dollar increase by department with \$3.6 million (16%) in additional funding largely as result of 15 new truck driver positions.

Figure 14

City of Pittsburgh 2023 Proposed Budget Expenditures, by Department



Source: Pittsburgh Budget and Policy Center analysis of Mayor Gainey's proposed 2023 Operating Budget.

The Department of Finance and the Bureau of Police continue to be the first and second largest department by expenditure in the city at \$184 and \$118 million, respectively.

Community Engagement:

An analysis of city community engagement processes was conducted by CMU Heinz students in spring 2022 that provided recommendations to the City of Pittsburgh.¹³ Recommendations included centralizing resources to improve information accessibility, expanding engagement, revising the budget education strategy by developing a new budget education curriculum, and modifying the budget process to provide more opportunities for public feedback.

Previously, the City has conducted budget engagement sessions and a survey on the capital and operating budget in May, June, and July of each year.¹⁴ The 2023 proposed capital budget survey responses more than doubled, compared to 2021.

In addition to holding regular budget engagement sessions in May/June and an online survey, the Gainey administration has also

- conducted three additional community engagement forums in neighborhoods that had low survey engagement. These forums were held after the preliminary budget was released on September 30th consisting of a budget presentation and a question-and-answer portion. Budget sessions were led by the Office of Management and Budget on Wednesday, October 19; Saturday, October 22; and Sunday, October 23.
- sought public input around the hiring of a new police chief, including hosting community meetings and releasing a survey for further input.¹⁵
- hosted community meetings around other issues such as public safety in a move to address the rise in gun violence.
- restructured the Office of the Mayor to better engage constituents, including moving 311 services, the city channel and website services under the Mayor's Office.

Other recommendations offered by the CMU Heinz team that the City can pursue:

- *Revising budget education strategy:* develop a new budget education curriculum to set the foundation for community engagement in the budget process
- *Centralizing resources:* Currently in Pittsburgh, you have to visit no less than 10 different webpages in order to gather enough information to fully understand and interact with the budget. Centralizing all budget resources can improve accessibility of information for constituents

¹³ Ben Christensen, Alec Harkins, Andy Nunn, Yuxuan Sheng, Michael Worth, and Lori Zakalik, "Improving Public Engagement in the City of Pittsburgh Budgeting Process," Carnegie Mellon University's Heinz College Capstone Project Master of Public Policy and Management, Spring 2022, <https://drive.google.com/file/d/1ND-5U6Y8ZyLLrWAierwltX7k3n9LmDM/view>.

¹⁴ 2023 City of Pittsburgh Budgets, The City of Pittsburgh, <https://engage.pittsburghpa.gov/2023-city-pittsburgh-budgets>.

¹⁵ "Police Chief Community Survey," City of Pittsburgh, <https://engage.pittsburghpa.gov/police-chief-community-survey>.

- *Revising the budget release timeline:* Due to the city no longer being under Act 47, the City can adjust the budget delivery timeline by eliminating the September preliminary budget and moving the final budget release from November to October.
- *Creating a more equitable budget process.* To ensure these changes and the budget are creating equitable positive impact Pittsburgh can adopt an equity measure on the City's Capital Project Facilitation Committee scorecard.

Pittsburgh's Bureau of Police

In last year's [budget analysis](#), we discussed the death of Jim Rogers, a 55-year-old homeless man who died in October 2021 after being repeatedly tased by police over a relatively minor incident in Bloomfield. This event brought the issue of unnecessary force and police brutality to the forefront once again after the previous year of protests following George Floyd's death at the hands of police officers in Minneapolis. Disciplinary hearings of the police officers involved in the incident began in late December 2021 under then-Mayor Bill Peduto. By March 2022, under the Gainey administration, the results of the hearings were announced, which included the firing of five police officers involved in Jim Rogers's death. While Rogers's family and other community leaders criticized part of the process, including not releasing information about the fired police officers and not pursuing criminal charges, others have recognized the move as a step forward after the City terminated the jobs of many of the officers involved in the incident.¹⁶ Brandi Fisher, president of the Alliance for Police Accountability (APA) said "We haven't seen this level of accountability when it comes to Pittsburgh policing ever, I believe," attributing the change to advocacy that has ramped up in recent years thanks to the APA, the Coalition to Reimagine Public Safety, 1Hood Media and other advocacy groups. "We're in a good place when it comes to progress, but we still have a lot of work to do."¹⁷

Since the 1960s, there has been an ongoing debate about how best to address poverty and racial segregation in cities across the U.S.—should we expand the social safety net or deepen mechanisms of social control?¹⁸ The second approach has largely won out as we can see through greater investments in police departments and growing incarceration rates since 1980 (although thanks to police accountability and racial justice movements, we are beginning to see this change).¹⁹ One result of a diminishing social safety net was the criminalization of poverty and a reliance on police to address problems exacerbated by austere social and human service budgets. Cuts to social services and a shrinking welfare state led to police taking on a growing set of roles, including as frontline responders in situations involving substance use, homelessness, and mental health.²⁰

¹⁶ Megan Guza, Paula Reed Ward, and Julie Felton, "Officials: 5 Pittsburgh police officers terminated after months-long investigation into death of Jim Rogers," TribLive, March 23, 2022, <https://triblive.com/local/pittsburgh-officials-to-announce-results-of-internal-investigation-into-death-of-jim-rogers/>.

¹⁷ Rich Lord and Megan Harris, "Does doubling of Pittsburgh police discipline reflect a problem or a solution?" Public Source, April 28, 2022, <https://www.publicsource.org/pittsburgh-police-accountability-discipline-data-jim-rogers-ed-gainey/>.

¹⁸ Emily Badger and Quoc Trung Bui, "Cities Grew Safer. Police Budgets Kept Growing," *New York Times*, June 12, 2020, <https://www.nytimes.com/interactive/2020/06/12/upshot/cities-grew-safer-police-budgets-kept-growing.html>.

¹⁹ Polly Mosendz and Jameelah D. Robinson, "While Crime Fell, the Cost of Cops Soared," Bloomberg Businessweek, June 4, 2020, <https://www.bloomberg.com/news/articles/2020-06-04/america-s-policing-budget-has-nearly-tripled-to115-billion>.

²⁰ Badger and Bui, 2020.

In Pittsburgh, this means that today we inherit a Police Bureau that is asked to be first responders to all the city's crises, even if the training and skills of police don't get to the root of the problems many people in crisis face—homelessness, addiction, mental illness, and poverty. Re-envisioning public safety to prioritize getting help to people who need it most, without funneling them into the criminal justice system, is a smart direction for the City of Pittsburgh and a direction the city is starting to head in. The traditional approach has filled our jails but moved us no closer to resolving the social and economic crises that many people face. The city of Pittsburgh is taking steps towards a re-envisioning of public safety due to demands by the public in recent years, evidenced by the creation of a Community Task Force on Police Reform in the summer of 2020, the creation and staffing up of the new Office of Community Health and Safety, critical police reforms which have passed, and now Mayor Gainey's "Plan for Peace," which we discuss in more detail below.²¹

Ed Gainey ran on a platform that centered police reform—demilitarizing Pittsburgh's police force, ending the practice of over-policing Black neighborhoods and making sure officers "walk the beat" in the communities they patrol.²² He advocated for a shift in how the police department operates, moving towards community policing, and discussed the need to build a more diverse police force. In this year's budget, we see some movement on Mayor Gainey's stated priorities as it relates to the police.

Increasing Gun Violence and Mayor Gainey's "Plan for Peace"

Data comparing Pittsburgh's violent crime to other medium-sized cities has not been updated in recent years, limiting our understanding of how Pittsburgh compares to other cities in terms of crime.²³ But below we look at homicide rates within the city over time (table 1 below). The number of homicides in Pittsburgh dropped in 2019 and began to rise again in 2020 and 2021 (2022 data only goes through April). A recent Trib article from the end of October reported that 2022 homicides have reached 59 which, if the rate continues in the last few months of this year, could put Pittsburgh's homicide rate at a 12-year high.²⁴ The same data portal shows Pittsburgh's homicide rate is 16.7 per 100,000 people, which is low compared to other cities whose data was reported (for example, Baltimore, Detroit, and St. Louis have a homicide rate of about 42 per 100,000 population).²⁵

²¹ This includes: "duty to intervene" legislation requiring sworn police officers to stop or attempt to stop another employee/officer from applying inappropriate force; prohibiting the acquisition of military equipment or weaponry for the city without City Council approval; directing the City controller to transfer \$250,000 from police salaries (police recruit allowances) to the Stop the Violence fund in the 2020 Operating Budget; prohibiting Pittsburgh police from using chokeholds; and more. For more detail, see <https://krc-pbpc.org/wp-content/uploads/2022-Budget-Analysis-Final.pdf>.

²² Julia Felton, "Ed Gainey talks policing, cleaning up Downtown during Q&A with public," TribLive, November 30, 2021, <https://triblive.com/local/ed-gainey-talks-policing-cleaning-up-downtown-during-qa-with-public/>.

²³ FBI: UCR, "2019 Crime in the United States, Table 8, Pennsylvania, Offenses Known to Law Enforcement," <https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/tables/table-8/table-8-state-cuts/pennsylvania.xls>.

²⁴ Justin Velucci, "Pittsburgh's soaring homicide rate leaves officials baffled." TribLive, October 27, 2022, <https://triblive.com/local/pittsburghs-soaring-homicide-rate-leaves-officials-baffled/>.

²⁵ Allegheny County's data on homicides in the City of Pittsburgh, https://tableau.alleghenycounty.us/t/PublicSite/views/CJ_Homicides_PGH_8-22-17_v2/Home?%3Aembed=y&%3AshowAppBanner=false&%3AshowShareOptions=true&%3Adisplay_count=no&%3AshowVizHome=no.

There has also been a lot of discussion in Pittsburgh about youth violence increasing and an increase of guns on the street. Between 2020 and 2021, the murder of school-aged youth in Allegheny County more than doubled from 9 to 20. In fact, 2021 was the deadliest year for youth over the past six years.²⁶ A recent study of 400 of Pittsburgh’s at-risk youth found that more than half of youth surveyed (57%) had lost a family member to gun violence and almost half (46%) have personally witnessed gun violence. The trauma this is causing is significant and far-reaching, especially in neighborhoods where gun violence is widespread.²⁷

Table 1

Number of Homicides in Pittsburgh, 2010 through April 2022	
Year	Number of homicides
2010	58
2011	44
2012	41
2013	47
2014	70
2015	60
2016	59
2017	59
2018	52
2019	39
2020	49
2021	51
2022	37

Source:
https://tableau.alleghenycounty.us/t/PublicSite/views/CJ_Homicides_PGH_8-22-17_v2/Home?%3Aembed=y&%3AshowAppBanner=false&%3AshowShareOptions=true&%3Adisplay_count=no&%3AshowVizHome=no

In June 2022, Mayor Gainey announced a new, wholistic plan aimed at ending gun violence in Pittsburgh called the “Plan for Peace,” which addresses public safety issues, including changes in policing, while at the same time addressing root causes of gun violence. His six-prong plan includes a public health approach, the right policing, person-centered supports, community partnership, a healthy economy and

²⁶ Allegheny County Department of Human Services, “Homicides in Allegheny County and the City of Pittsburgh, 2016 through 2021,” July 2022, https://analytics.alleghenycounty.us/wp-content/uploads/2022/07/22-ACDHS-05-Homicide_2016-2021_v5.pdf

²⁷ Josh Fleitman and Shayla Holmes, “New Survey Reveals Scope of Gun Violence’s Severe Impact on Pittsburgh-Area Youth,” CeaseFirePA, August 17, 2022, <https://www.ceasefirepa.org/uncategorized/new-survey-reveals-scope-of-gun-violences-severe-impact-on-pittsburgh-area-youth/>.

data and evidence. The mayor has stated there are around 200 people who are committing most of the violent crimes in Pittsburgh that need to be taken off the streets. “The right policing,” as Mayor Gainey explained, means “creating a culture with our Bureau of Police that fosters and emphasizes community relationships, as well as to meet law enforcement’s goals. Only when our officers and community work together do we see safe communities.”²⁸ The Plan for Peace includes creating eight city hubs focused on emergency services and a post-overdose response unit that residents can access at any time of day. The plan includes expansion of the city’s crisis intervention teams through the new Office of Community Health and Safety, where police officers and social workers team up to respond more holistically to certain crises (more on this below). The Plan for Peace also is giving out Stop the Violence Community Investment Grants to community organizations already rooted in Pittsburgh’s communities for things like employment, housing, and other things that will improve opportunities and stability within low-income communities.²⁹ Funding for these grants, ranging between \$15,000 and \$90,000, comes from the Stop the Violence Trust Fund, which was created in 2020.³⁰

Below we examine the Police Bureau budget proposed by Mayor Gainey for 2023.

Public Safety and Police Bureau Budget

Pittsburgh’s Police Bureau sits within the Department of Public Safety, along with the Fire Bureau, Emergency Services, Animal Care and Control, and Public Safety Administration. Figure 15 below shows the distribution of proposed public safety funds across bureaus. The Police Bureau is the largest bureau within the Public Safety Department making up 46% of funds, followed by the Fire Bureau which makes up 37% of funds.

Figure 15

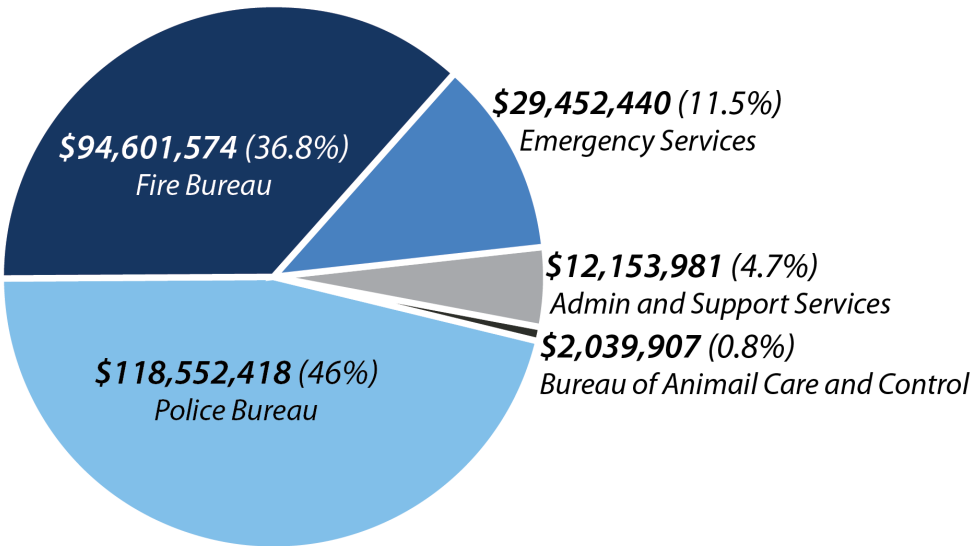
²⁸ Rob Taylor Jr, “Mayor Gainey releases his highly anticipated ‘Plan for Peace,’” *New Pittsburgh Courier*, June 10, 2022, <https://newpittsburghcourier.com/2022/06/10/mayor-gainey-releases-his-highly-anticipated-plan-for-peace/>.

²⁹ Royce Jones, “City Council gets update on Gainey’s ‘Plan for Peace,’” CBS Pittsburgh, November 7, 2022, <https://www.cbsnews.com/pittsburgh/news/city-council-gets-update-on-gaineys-plan-for-peace/>.

³⁰ Hallie Lauer, “Gainey unveils city’s ‘Plan for Peace,’” *Pittsburgh Post-Gazette*, June 4, 2022, <https://www.pressreader.com/usa/pittsburgh-post-gazette/20220604/281496459923902>.

Public Safety Bureaus in the City of Pittsburgh

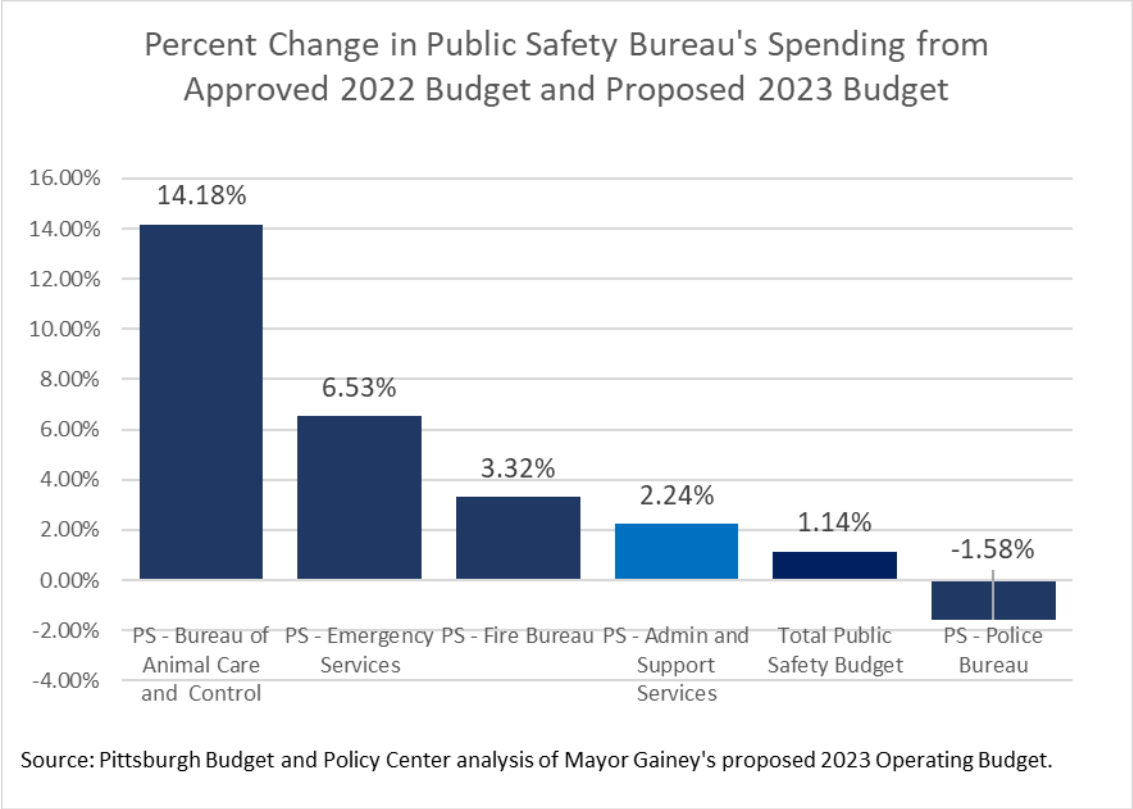
Bureaus Share of Total Public Safety Budget (\$256 million, 39%)



Source: Pittsburgh Budget and Policy Center analysis of Mayor Gainey's proposed Operating Budget, 2023

The largest proposed change this year is to the Bureau of Animal Care and Control, proposed to increase 14%. If Mayor Gainey's budget is adopted as is, Emergency Services would see an increase of 6.5%. Notably, the budget for the Police Bureau is proposed to decrease by 1.6%.

Figure 16

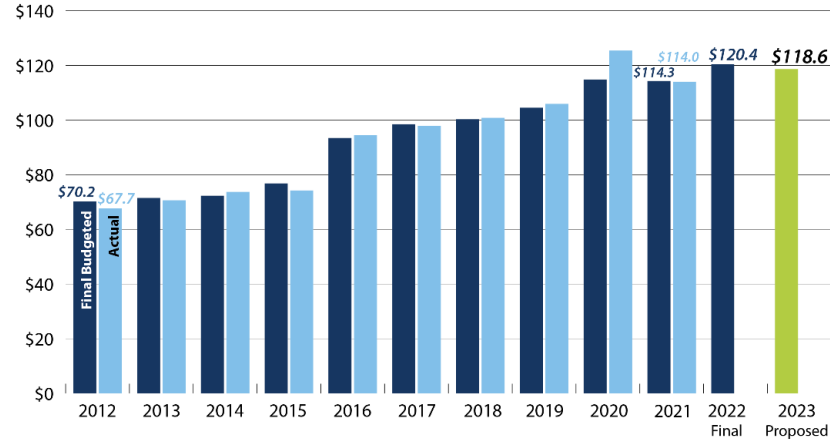


Looking specifically at the Police Bureau over time, we can see that after years of an increasing budget, this year it is proposed that funding decreases for one of the few times since 2012. Figure 17 below shows final budgeted police budgets and actuals (not yet available for 2022) over time. Mayor Gainey proposes a 1.6% decrease in police spending, which is a \$1.9 million decrease from 2022's final budgeted amount.

Figure 17

Mayor Gainey Proposes a 1.5% Decrease to the Bureau of Police for 2023

Pittsburgh expenditures on the Police Department, 2012 to 2023 proposed, in millions



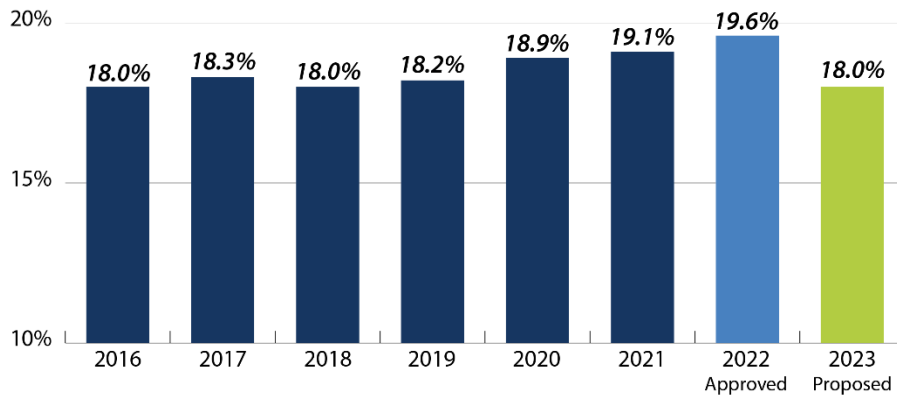
Note: Prior to 2016, the health benefits were not included as a line item under the Bureau of Police, but were instead housed in the Department of Human Resources and Civil Service.
 Source: Pittsburgh Budget and Policy Center data analysis of City of Pittsburgh operating budgets, multiple years.

As we showed above, the Police Bureau is the second largest bureau in the city budget, accounting for 18% of the total operating budget. Figure 18 below shows the share that the Police Bureau spending is of the entire operating budget over time. Under Mayor Peduto, the Police Bureau budget has been increasing as a share of the operating budget over the last four years, so in 2022, the approved police budget accounted for nearly 20% of the operating budget (19.6%). Mayor Gainey’s proposed budget reduces this share to 18.0%. As a share of the operating budget, this year’s proposed Police Bureau budget is one of the lowest it’s been over the last eight years (it was at 18.0% in 2016 and 2018). Notably, this change—reducing the police budget to 18% of the operating budget—follows our recommendations shared in [last year’s budget analysis](#).

Figure 18

In the Mayor’s Proposed 2023 Budget, the Police Bureau Would Decrease to 18% of Pittsburgh’s Operating Budget, Dropping Significantly This Year

Share of Police Bureau in Operating Budget



Note: This figure is the Police Bureau share of the whole operating budget proposed this year, compared to the previous year’s share in each year’s final passed budgets.
 Source: Pittsburgh Budget and Policy Center data analysis of Mayor Gainey’s proposed 2023 budget and past budgets.

Police Personnel:

In Mayor Gainey’s proposed 2023 budget, there are few noted changes to police personnel, with the same number of total uniformed police officers (900) and civilian positions (53) proposed in 2023 as it was in 2022 (900). The only noted change for uniformed police officers was a decrease in assistant chief of police from 5 to 4 positions and an increase in commanders, from 12 to 13. There are also decreases in detective positions (from 203 to 191) and an increase in the number of police officer positions (from 546 to 558). A new contract between the City and the Fraternal Order of Police (FOP) is currently being negotiated (more details below).

Table 2

Proposed Change in Police Personnel 2022 to 2023 Proposed				
2023				
		2022 proposed		NOTES
Uniformed Police Officers				
	Police Chief	1	1	Search happening now for new police chief.
	Deputy Chief	1	1	
	Assistant Chief of Police	5	4	
	Commander	12	13	
	Police Lieutenant	30	30	
	Police Sergeant	102	102	
	Police Officer - Detective	203	191	
		546	558	The bureau got authorization to begin hiring new police officers who will begin training shortly. The hourly rate of police recruits will increase from \$16.84/hour in 2022 to \$21.63/hour in 2023.
	Police Officer			
		900	900	Although 900 uniformed police officers are budgeted, there are currently 836 mostly due to retirements and officers leaving for other jobs.
Total Uniformed Police Officers				
Civilian Positions				
	Crime Analysis Coordinator	1	1	
	Crime Analyst	5	5	
	Support Services Shift Supervisor	1	1	
	Administrative Assistant	1	1	
	Real Time Crime Specialist	1	1	
	Secretary	1	1	
	Administrative Specialist	5	5	
	Cashier	2	2	
	Dispatcher	3	3	
	Specialist 1, Admin	32	32	
	Assistant 1, Admin	1	1	
	Total Police Civilian Positions	53	53	
	Total Police Bureau Personnel	953	953	

Source: Pittsburgh Budget and Policy Center analysis of Mayor Gainey's Proposed 2023 Operating Budget.

With the stepping down of Police Chief Scott Schubert in July of this year, Mayor Gainey is conducting a search for a new police chief in Pittsburgh, with the aim of hiring someone by December 2022. In an effort to get community input, the City and an eight-person search committee are holding five community events across the city, as well as a survey, to get feedback from the community as to what qualities the new police chief should have.³¹ This search committee will then provide all of this feedback to a firm who will choose a set of candidates to be considered for the new position.

After ongoing conversations with the Bureau of Police, Mayor Gainey has flagged staffing concerns moving into the future, with 240 of the city's police officers able to retire whenever they are ready, which would leave the city in a precarious position. Also, despite 900 police officers being included in the 2023 budget proposal, the headcount is actually down to 836, as reported during the Public Safety budget hearings on December 1, 2022. For that reason, Mayor Gainey has announced two classes of new recruits in the coming year after two years of no new recruiting classes under Mayor Peduto. The first class will focus on bringing in and training police officers who have served elsewhere—in other cities or boroughs—with an eye towards increasing diversity within the force. Currently, women make up only 14% of the police force and African Americans only 11%, despite the city being 24% Black. The

³¹ Jennifer Borrasso, "Mayor Ed Gainey hears from community members in search for new police chief," CBS Pittsburgh, October 24, 2022, <https://www.cbsnews.com/pittsburgh/news/mayor-ed-gainey-community-member-feedback-search-new-police-chief/>.

second police recruit class will be all new recruits.³² The Gainey administration has also relaxed some education requirements for entry onto the police force—namely no longer requiring an individual to have completed 60 college credits (which is the same as an associate’s degree). This was done with an eye towards increasing diversity of the force.³³ The City has 200 applicants to become officers—eight applicants have police experience elsewhere who will be in one class and about 35 new recruits will be in the other.³⁴

As part of the “Plan for Peace,” the City has hired an outside consultant, Matrix Consulting Group, for \$180,000 to conduct a staffing study of the Pittsburgh police, including how officers are currently used. The consultant will offer recommendations about how officers should be distributed across the city, community-policing relations, ideal scenarios for co-response and the ideal ratio between civilian staff and officers.³⁵ In our previous year’s budget analysis, we reported on city council discussions about how uniformed officers often have to take on work typically done by civilian staff because of retention issues and low pay of civilian staff.³⁶ Councilperson Gross, during city council budget hearings, questioned whether more of the work done by the police department can be done by civilians.³⁷ Results from the police staffing study will help inform the City’s approach to police staffing in the future and will likely be used in union negotiations with the Fraternal Order of Police (FOP) in the future. The staffing study results should be completed by the end of 2022.

The Gainey administration is also pursuing changes to the way police operate through union negotiations with the FOP. In September of 2022, there were reports of City of Pittsburgh/FOP negotiations breaking down. The city was offering substantial raises for new hires alongside changes to disciplinary procedures. Mayor Gainey said he “believed that our proposal would have created a fair contract that would have helped us build the right type of policing to reflect the values of our city.” The city’s proposed increased wages were skewed to the bottom with a proposed 24% for first-year officers and 6% for lieutenants—the proposal, if accepted, would help bring in new officers and help with retention issues since currently, the city pays less than many other police departments in the region. The city also was wanting to implement a disciplinary matrix, including 12 fireable offenses, which would create consistent and fair punishments for police violations—many other larger police departments have this structure, which can help with unpredictable and opaque discipline. The union, by a vote of

³² Andy Sheehan, “Gainey says Pittsburgh needs more police after not hiring officers for 2 years,” CBS Pittsburgh, August 31, 2022, <https://www.cbsnews.com/pittsburgh/news/pittsburgh-mayor-ed-gainey-hiring-police-officers/>

³³ Jillian Forstadt, “Homewood residents say they want a police chief who takes diversity, accountability seriously,” 90.5 WESA, November 4, 2022, <https://www.wesa.fm/politics-government/2022-11-04/homewood-residents-say-they-want-a-police-chief-who-takes-diversity-accountability-seriously>.

³⁴ Bob Mayo, “Pittsburgh’s police force shrinking, may get smaller before it can grow back,” WTAE Pittsburgh, December 1, 2022, <https://www.msn.com/en-us/news/us/pittsburgh-s-police-force-shrinking-may-get-smaller-before-it-can-grow-back/ar-AA14NFuo?ocid=msedgntp&cvid=080e85cfa0764134acee2a7ced9cbf25>.

³⁵ Julia Felton, “\$180K study to analyze Pittsburgh police staffing, how officers are used,” June 14, 2022, <https://triblive.com/local/180k-study-to-analyze-pittsburgh-police-staffing-how-officers-are-used/#:~:text=Pittsburgh%20City%20Council%20has%20hired%20a%20California%20company,of%20the%20city%E2%80%99s%20Office%20of%20Management%20and%20Budget.>; <https://www.pressreader.com/usa/pittsburgh-post-gazette/20220604/281496459923902>.

³⁶ Nthando Thandiwe and Diana Polson, “Pivoting to a Moral Pittsburgh Economy: New Mayor, New Opportunities,” Pittsburgh Budget and Policy Center, December 2021, <https://krc-pbpc.org/wp-content/uploads/2022-Budget-Analysis-Final.pdf>.

³⁷ See the video of City Council hearings, around the 4:15 min mark. Online at: https://www.youtube.com/watch?v=0PCJwb6z_lg.

377 to 206, rejected the City’s proposal which led to the contract negotiations going into binding arbitration.³⁸

Police funding outside of the Bureau of Police

Above we examined funds for police through the Bureau of Police budget. But, as Councilwoman Deb Gross documented two years ago, the full budget to fund our police includes funds in other departments, trust funds and in the capital budget.³⁹ While Councilwoman Gross’ analysis is two years old, it shows that there are significant funds that go towards the police that are not included in the operating budget’s Bureau of Police line items. For example, funds for police tests, psychological evaluations, police exams and retiree health insurance show up in the Department of Human Resources and Civil Service. Spending on vehicle maintenance, which is often a couple of million dollars, falls in the budget of the Office of Management and Budget. There are also numerous police-affiliated trust funds.

Longer-term public safety projects funded by public monies are financed through the capital budget. One such project is the Public Safety Training Facility, which is still a priority for the Gainey administration, according to Jake Pawlak during city council budget hearings. They are gathering information to come up with a clear picture of what exactly is needed and are considering less expensive ways to construct that facility. In the meantime, funds intended for the new training facility were transferred to complete another project that is “shovel ready” — the Penn Circle Project in East Liberty. Jake Pawlak explained that because these monies are bonds, the City was under a timeline to spend them and the training facility is only in the development phase.⁴⁰ In the capital budget, for the training facility there is still \$5 million allocated for 2025 and \$12 million for 2026. No funds are allotted for 2023.

Other police facility spending in the capital budget includes Police Zone 5 and Fire Station 8 construction totaling \$5,356,000 for 2023. In July 2022, City Council approved ZONE 4 police facility upgrades (\$629,476) as part of an ARP revised spending plan, but the upgrades have been eliminated in the mayor’s 2023 proposed ARP spending plan.

Office of Community Health and Safety

In the summer of 2020, the City of Pittsburgh announced the creation of the Office of Community Health and Safety in response to calls for police reform in the city and in January 2021, the Office officially opened. The Office’s goal is to better address longer-term community needs by connecting individuals in crisis with social services, public health, and social work experts, instead of only relying on first responders who are not as equipped to deal with mental health issues or the longer-term needs of those in crisis.

Several other cities have had success with a civilian first responder program through which health care workers or social workers respond to certain emergencies alongside, or instead of, police officers.

³⁸ Rich Lord, “Big raises for disciplinary change? Gainey’s offer rejected by Pittsburgh police union,” Public Source, September 21, 2022, <https://www.msn.com/en-us/news/us/big-raises-for-disciplinary-change-gainey-s-offer-rejected-by-pittsburgh-police-union/ar-AA124M5B>.

³⁹ Office of Councilwoman Deborah Gross, spreadsheet describing total police spending, <https://drive.google.com/file/d/1oaKkrOylEoS1qIVtclUSFzKkvZOzIECg/view>.

⁴⁰ Hallie Lauer, “Staffing study of Pittsburgh police set to start after council approves consultant’s contract,” *Pittsburgh Post-Gazette*, June 14, 2022, <https://www.post-gazette.com/news/politics-local/2022/06/14/pittsburgh-city-council-police-study-bureau-staffing-officers/stories/202206140079>.

Denver, Colorado, started a pilot program called Support Team Assistance Response (STAR), which created a third track for directing emergency calls to civilian two-person teams (medic and clinician). The teams respond to crises related to mental health, poverty, homelessness, depression, or substance misuse. In the first six months of the program, the City received more than 2,500 emergency calls—STAR was able to respond to 748 calls. Out of these 748 responses, no one was arrested, and no one needed police assistance.⁴¹ In 2019, Olympia, Washington, implemented a program that sends civilian crisis responders instead of armed police officers. Eugene, Oregon, has had a similar program since 1989, which today handles about 20% of all emergency calls. The program, called Crisis Assistance Helping Out on the Streets, or CAHOOTS, sends an EMT or nurse alongside a mental health worker to respond to calls related to welfare checks, public intoxication, mental health episodes, or death notices. This program has saved the city millions of dollars in police and emergency room resources.⁴²

The mayor proposes that the Office of Community Health and Safety be moved from the Mayor’s Office to the Department of Public Safety, to facilitate better collaboration between social workers and police.⁴³ The Office has a proposed \$5.06 million budget for 2023, but the staffing for the Office is funded via the Stop the Violence Trust Fund. In 2022, there were 12 full-time equivalent staff positions totaling a staffing budget of \$834,507. In 2023, the proposed staffing budget is \$1.3 million and includes a total of 19 FTE positions, including a new trauma response team that will have the ability to support victims and their families in times of crisis. New positions include one more community social worker (from 6 to 7), a trauma specialist, a senior project manager, a division outreach coordinator, a victim assistance and trauma coordinator, a victim assistance coordinator, and a continuum of support program coordinator.

Recommendations

Public safety is critical to the operation of any city—responding to a fire, sending emergency personnel to individuals in crisis, responding to violence and ensuring a safe place for all residents. But a safe and secure public must also have safe housing, nutritious food, an accessible public transportation system, access to needed services, and a strong social safety net. Mayor Gainey is taking steps to ensure these safeguards are stronger, while also making sure that the Police Bureau doesn’t over-police majority Black and/or poor neighborhoods and that criminalization isn’t the first response to every crisis. The Gainey administration’s efforts this year show its commitment to reimagining public safety in Pittsburgh.

We recommend that the City

- continue to invest in and build the Office of Community Health and Safety so that those in crisis get the support they need, and we place less reliance on police officers to respond and deal with every crisis.
- increase transparency on the budget regarding police expenditures.

⁴¹ Grace Hauck, “Denver successfully sent mental health professionals, not police, to hundreds of calls,” *USA Today*, February 6, 2021, <https://www.usatoday.com/story/news/nation/2021/02/06/denver-sent-mental-health-help-not-policehundreds-calls/4421364001/>.

⁴² Christie Thompson, “This City Stopped Sending Police to Every 911 Call: Riding along with the civilian ‘crisis responders’ of Olympia, Washington,” *The Marshall Project*, July 24, 2020, <https://www.themarshallproject.org/2020/07/24/crisisresponders>.

⁴³ Kiley Kosciński, “Gainey’s revised budget proposal includes money for public works, infrastructure and food insecurity,” *90.5 WESA*, November 14, 2022, https://www.wesa.fm/politics-government/2022-11-14/gainey-first-pittsburgh-budget?fbclid=IwAR3J6awHRXUDFWb3nb_C2FBKQbAuw0t6eVA3Azgt8rH6maKb7NaUZx4guk.

- share the results from the staffing study planned to be released at the end of this year and engage the public in the results.
- continue to pursue the implementation of a disciplinary matrix to create a consistent, fair, and transparent disciplinary process for police violations.
- continue to invest in housing, food, public transportation, job training, and other social services that will increase support for Pittsburgh’s most vulnerable populations.

After taking office, Mayor Gainey established transition committees made up of Pittsburgh community leaders, organizations, and individuals knowledgeable about four broad issue areas: 1) equitable development, 2) education and workforce development, 3) infrastructure and environment, and 4) community health and safety. In the first half of 2022, these committees met and put together recommendations for Mayor Gainey to consider in his first year in office. Several recommendations were made on the issue of policing in Pittsburgh, primarily through the community health and safety committee. Recommendations are included in the table below, and include opportunities for reform via the budget process, policy change, and other avenues.⁴⁴

Table 3

Community Health and Safety Transition Team Recommendations:⁴⁵	
Four Major Themes	Recommendations
Rebuild Trust between the Community and Public Safety	Invest and adopt a strategic plan that is data-driven, measurable, community-based, and community-led to address violence and gun violence prevention and create initiatives that address juvenile, immigrant, and equity needs. ⁴⁶
	Adopt a plan, such as the one developed by the Council on Criminal Justice (CCJ) Violent Crime Working Group. ⁴⁷
	Commit to a concrete goal around eliminating gun homicides and gun assaults in Pittsburgh by creating a vehicle for Group Violence Intervention (GVI) and the Office of Violence Prevention to connect with and engage participants in their programming, supporting hospital-based violence intervention programming, and engaging in robust public reporting.
	Create and convene a Sentinel Event Review Board (SERB), under the purview of the Mayor's Office, to conduct a non-blaming, all-stakeholders inquiry into the systemic causes of major public safety incidents that occur in the future.
	Increase the use of alternative emergency response options for situations where an armed police response does more harm than good and there is no identified threat to public safety. Reduce unneeded interactions with armed police, including unnecessary traffic stops and 311 notifications and responses.

⁴⁴ “Mayor Ed Gainey Transition Report 2022,” <https://gaineytransition.com/recommendations/>.

⁴⁵ “Mayor Ed Gainey Transition Report 2022,” 67, <https://gaineytransition.com/plan/>.

⁴⁶ One of the first steps in achieving this goal would be to create an annual and robust community review process to assess strategy and evaluate progress.

⁴⁷ “Addressing Community Violence in the City of St. Louis: Existing Strategies, Gaps, and Funding Opportunities,” accessed April 11, 2022, <https://giffords.org/lawcenter/articles/addressing-community-violence-in-the-city-of-st-louis-existing-strategies-gaps-and-funding-opportunities/>. Plan elements: (1) Set a clear goal: commit to saving lives by stopping violence; (2) identify the key people and places driving the violence; (3) create a citywide plan for engaging key people and places; (4) engage key people with empathy and accountability; (5) engage key locations using place-based policing and investment; (6) place responsibility for violence reduction at the top; (7) emphasize healing with trauma-informed approaches; (8) invest in anti-violence workforce development; (9) set-aside funding for new stakeholders and strategies; (10) commit to continuous improvement based on data, evidence, and peer-to-peer learning.

	<p>Work with the community to establish a uniform service provision standard to assess and cultivate systemic change around the implementation of alternative response options.⁴⁸</p> <p>Execute a Memorandum of Understanding (MOU) with the PPS and DPS that prioritizes children's social and emotional well-being by preventing interaction between PPD and PPS students except in limited, mandatory cases of a health or safety emergency.</p> <p>Prohibit law enforcement community engagement from being used as surveillance and data collection by the DPS.</p> <p>Review and evaluate DPS policy and issue an executive order to reinforce the decriminalization of cannabis and small possession of controlled substances and paraphernalia, and syringe exchange.</p> <p>Advocate for a moratorium on youth citations and instead create a robust volunteer/apprenticeship program as an alternative and create diagnostic community centers to provide supportive and restorative services to youth accused of committing crimes and needing outside home placements.</p> <p>Funds should be allocated to increase immigrants' access to legal services and to ensure dedicated language access resources are provided for the Office of Community Health & Safety (OCHS) to use when interacting with the public in an individual's native language.</p>
<i>Build the Workforce for the Reimagined Public Safety System</i>	Develop a robust workforce development and recruitment strategy for the new vision for public safety. ⁴⁹
<i>Invest in Public Health Infrastructure to Address SDOH and promote Health Equity</i>	<p>Increase investment in OCHS to expand initiatives like the AHN ROOTS program and gradually integrate OCHS into PBP as part of a transformed approach to public health and safety fashion.</p> <p>Allocate funds to develop and create public health and food justice initiatives.</p>
<i>Coordination with Existing Human Service and Public Health Ecosystem</i>	<p>Coordinate with providers in the existing public health ecosystem to create person-centered and cross-institutional service delivery.</p> <p>Launch of a campaign to increase public awareness of inpatient and outpatient treatment services available in the city for mental health and substance abuse disorders to teach citizens how to support people with mental and behavioral health issues and access alternatives for behavioral health crises.</p> <p>Invest in Community Anchors and Navigation Hubs to Improve Community Access to Public Health and Human Services.</p> <p>Strengthen/continue collaboration with Allegheny County Health Department (ACHD) and Pennsylvania Health Department to foster greater access to resources and social supports for residents, such as in-home services for older adults, food access, and safe, lead- and asbestos-free housing for all. The CHSC specifically recommends the continued collaboration with ACHD and the REACH Program.</p> <p>Diversion of people charged with low-level offenses away from the criminal justice system.</p>

⁴⁸ The City should initiate and create a matrix of initiatives, in partnership with Allegheny County, to reform dispatch services in alignment with Pittsburgh's reimagined public safety system to improve communication between first-responding bureaus, while committing to keeping the public informed of any changes in the system.

⁴⁹ This would include: (a) creating a community review/interview process to select the next chief of PBP; and (b) DPS should commission an independent entity to conduct a thorough staffing and culture study of the PBP to determine current operating assignments and what functions and duties could be performed by alternative responders.

Affordable Housing

Affordable housing has become a bigger challenge for the city over the past decade despite some progress since the city ramped up its efforts to address housing affordability including establishing the Housing Opportunity Fund in 2017, and an Inclusionary Zoning overlay district in 2019. One driving force behind reduced affordability has been the persistent poverty and stagnant incomes of residents on the front lines of unequal growth.

Rent increases, decreases in the number of affordable units, and the ending of pandemic response policies disproportionately affected low-income, female, and Black residents and have made affordable housing more difficult for renters in Pittsburgh. Although Pittsburgh has not experienced some of the biggest fluctuations in the housing market in the U.S., and median rents remain below \$1,000 a month, communities of color and women-led households continue to have the slowest income growth in the city.

Pittsburgh also continues to face pandemic-related challenges of rising eviction filings, rising home prices, and inflation driven by rising rents⁵⁰ on top of long-standing affordable housing shortages. The influx of American Rescue Plan (ARP) money, adoption of eviction moratoriums, and the disbursement of Emergency Rental Assistance has shown how policies can respond to the needs of renters and homeowners. The effectiveness of these policies in Pittsburgh and Allegheny County has fueled advocacy to establish these pandemic response policies as permanent programs. The effects of the pandemic are still not fully realized, and the absence of census 5-year 2021 estimates only adds to this difficulty. But we do know the pandemic has exacerbated existing inequities and put additional strain on low-income residents who are struggling to pay their rent and mortgages.⁵¹ As Pittsburgh continues to navigate the effect of the pandemic and larger economic factors, the city can support historically marginalized and disenfranchised communities through increased investments in affordable housing and enacting policies that support renters and homeowners.

In 2015, the Affordable Housing Task Force (AHTF) was created in response to housing affordability issues highlighted by advocates, City Council, and Mayor Peduto. To support the AHTF, the city commissioned a housing needs assessment.⁵² An update to the Pittsburgh Housing Needs Assessment is still not released but the preliminary analysis shows, the lowest income Pittsburghers are still facing an affordable housing crisis, despite the fact that the affordable housing gap appears smaller, primarily as a result of an increase in regional incomes and the displacement of large numbers of extremely low-income families from the City.

⁵⁰ Jeanna Smialek, "Rents climbed, a pain for tenants and policy makers alike," June 10, 2022, <https://www.nytimes.com/2022/06/10/business/economy/rents-increasing-inflation.html>.

⁵¹ Nthando Thandiwe, Stephen Herzenberg and Diana Polson, "There's no place like home: Avoiding a wave of Evictions in Pittsburgh as moratoriums end," August 3, 2021, https://krc-pbpc.org/research_publication/theres-no-place-like-home-avoiding-a-wave-of-evictions-in-pittsburgh-as-moratoriums-end/.

⁵² Mullin Lonegran Associates Inc, Brean Associates, Fourth Economy, "Housing Needs Assessment," May 2016, https://apps.pittsburghpa.gov/dcp/Pittsburgh_Housing_Needs_Assessment.pdf.

While repeating the analysis of the housing needs assessment is not the intention of this budget analysis, we do examine several income and housing variables in Pittsburgh. In Table 4, using the same data sources as the Affordable Housing Task Force⁵³, the data show that the median income rose (in nominal terms not adjusted for inflation) by over \$10,000 or roughly 24% from 2015 to 2020, which were the last five years of the long economic expansion, which began in 2009. Poverty rates declined three percentage points to 19.7% during the same period. Despite median household income increases and poverty rate decreases between 2015 and 2020, housing affordability has been compromised for Pittsburgh’s lowest-income residents and as we will show below varies by demographics.

Table 4: Pittsburgh Income and Housing Variables

Variable	2015	2020	% Change
Population	305,928	301,286	-1.5%
Median Household Income	\$ 40,715	\$ 50,536	24.1%
Poverty Rate	22.90%	19.70%	-14.0%
Owner-occupied housing unit rate (share of people in owner-occupied housing)	48.0%	46.7%	-2.8%
Renter-Occupied housing units	52.0%	53.29%	2.5%
Median gross rent per month	\$ 810.00	\$ 984	21.5%
Homeowner vacancy rate	2.1%	1.3%	-38.1%
Rental Vacancy Rate	4.6%	4.7%	2.2%
Sources: All data are based American Community Survey(ACS) Public Use Micro-sample. https://data.census.gov/			

Population Movement

As we highlighted in last year’s report, Pittsburgh has lost a significant portion of the Black population. While the total city population dropped less than 2% from 2015 to 2020, the decline was largely driven by Black residents leaving the city. According to American Community Survey 5-year estimates, between 2015 and 2020 the Black population declined by 8% or over 6,000 Black residents moving out of the city. “Meanwhile, Allegheny County’s Black population grew by about 12,500 [from 2010 to 2020], with 97 of its 130-plus municipalities seeing increases.”⁵⁴ From 2015 to 2020, the Asian population has grown by more than 8% with over 1,300 new Asian residents coming to live in the city.

Income Disparity

One way to reduce the need for affordable housing is to raise incomes. The median income in Pittsburgh has increased as more high-end earners move into the city, but income disparity has showed little improvement by race, and gender. In Pittsburgh, the median income rose by 24% from 2015 to 2020

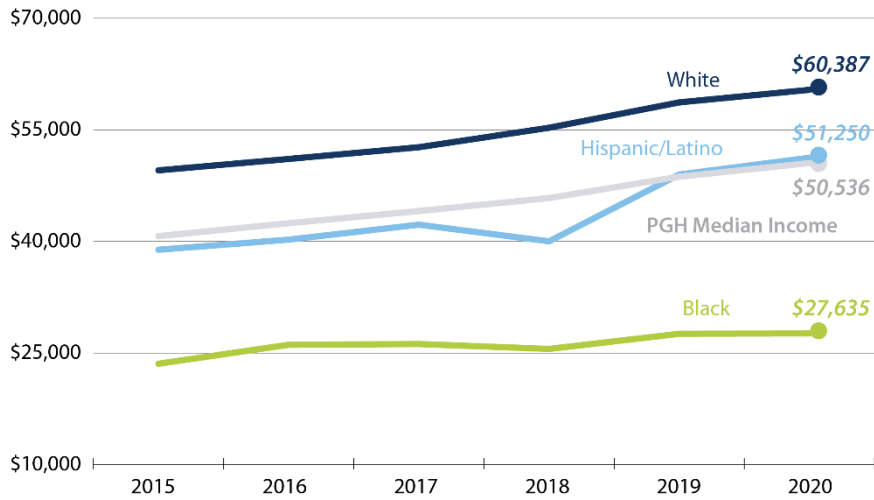
⁵³ “Housing Needs Assessment,” Mullin & Lonergan Associates, Inc., May 2016, 2020, https://apps.pittsburghpa.gov/dcp/Pittsburgh_Housing_Needs_Assessment.pdf.

⁵⁴ Julian Routh, “Census data likely shows Black residents are leaving Pittsburgh but staying nearby, top economist says,” *Pittsburgh Post-Gazette*, August 16, 2021, <https://www.post-gazette.com/local/city/2021/08/16/census-data-2020-pittsburgh-black-flight-allegheny-county-baldwin-marshall-mckeesport-munhall-penn-hills/stories/202108160085>.

however this increase was not the same across racial and family status. During the same time period, Black incomes increased by 17% as the median income of white residents increased by 22%. (See figure 19.) Black median incomes (\$27,635) continue to be less than half of white median income at \$60,387 in 2020. Female-headed households with children had one of the slowest wage growths with a 9.5% median wage increase from 2017-2020 while also having one of the lowest median wages (\$23,595) in the city (figure 20). These trends continue to highlight the racial and gender disparities in Pittsburgh.

Figure 19

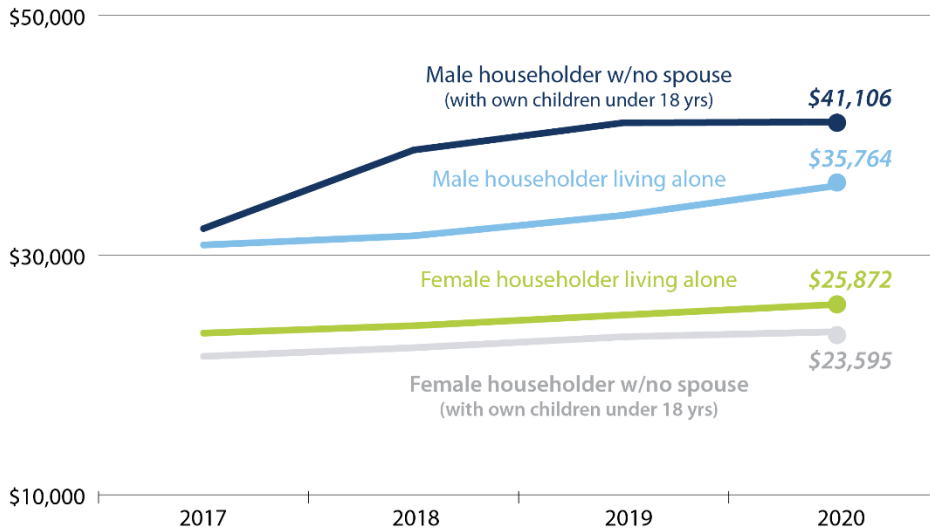
Black Pittsburgh Median Incomes Increased by Only 17% While the Median Income for All City of Pittsburgh Households by 31% from 2015 to 2020



Source: American Community Survey 5 year estimates; downloaded from <https://data.census.gov/cedsci/table?t=Income%20%28Households,%20Families,%20Individuals%29&g=0600000US4200361000&tid=ACST1Y2011.S1903>

Figure 20

Median Income for Female Headed Households with Children Have Increased by Only 9.5% While Male Headed Households with Children Median Income Increased by 28% from 2017 to 2020



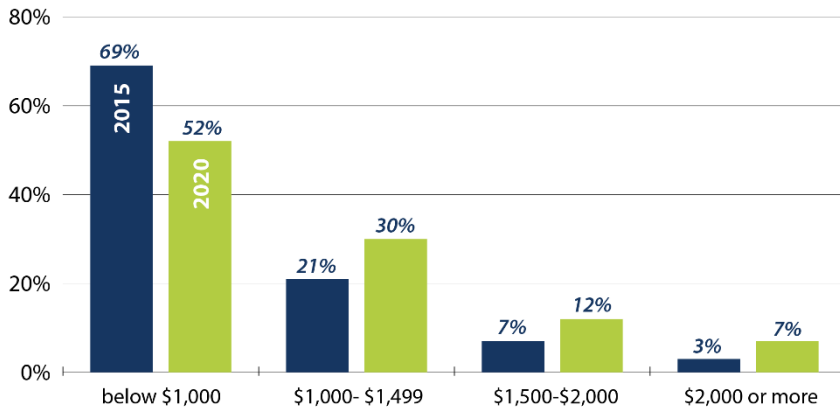
Source: American Community Survey 5 year estimates: downloaded from <https://data.census.gov/cedsci/table?t=Income%20%28Households,%20Families,%20Individuals%29&g=0600000US4200361000&tid=ACST1Y2011.S1903>

Lack of Affordable Housing

As incomes have stagnated and remained low for certain demographic groups, the percent of rents at or below the median rent (\$984) has also fallen. From 2015 to 2020, Pittsburgh median rent increased by 22%, from \$810 to \$984 a month, at the same time the number of occupied units below \$1,000 decreased by 17% or more than 8,600 units. Simultaneously the number rents from \$1,000 to \$1,499 increased by 50% and rents above \$1,500 grew by over 7,000 units. This points to a growing difficulty for residents at lower incomes to find affordable housing. As incomes for Black, and female-headed households have not kept pace with the median income growth, these communities are disproportionately affected by the affordable housing shortage.

Figure 21

Rental Units Below \$1,000 Decreased 17% from 2015 to 2020, While the Percentage of Higher Rent Units Have Increased



Source: <https://data.census.gov>

According to HR&A, rents increased 16% from 2016 to 2019, while wages for non-college-educated workers increased only 10%. According to the Social Security Administration, SSI increased by only 5% during that time. Minimum wage, of course, has not increased at all.

The pandemic has not eased rising rents in the Pittsburgh metro area. Rents are up 16.4% since the pandemic hit in March 2020 and up 7.3% from August 2021 to August 2022, according to ApartmentList.com. Over the last six months- from February to August 2022 some of the markets that have seen the fastest rent inflation have been Pittsburgh (9.2%); Rochester, N.Y. (13.6%); Columbus, Ohio (10.4%); and New York City (11.9%), according to the listing site.⁵⁵

Cost-Burdened Renters

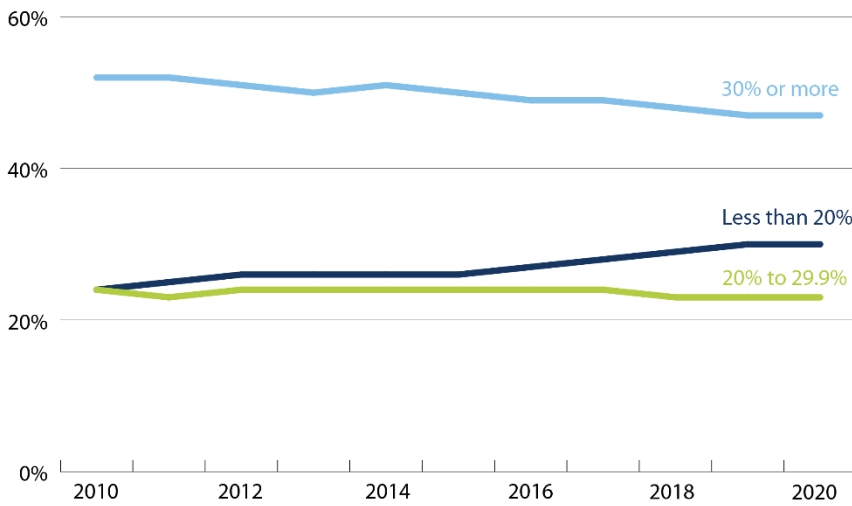
The result of sluggish income growth for low-income residents paired with increasing rents is renters at risk of paying more of their income towards rent. In 2020, 53% of people in Pittsburgh were renters, a 2.5% increase from 2015. In a city where over half of the population rents their home, there continue to be disparities in those who are cost-burdened by rent – or pay more than 30% of their income for housing. In 2020, 47% of renters were cost-burdened—a slight decrease from 2010 (52%). Low-Income renters are also more likely to be cost-burdened (see figure 23).

Figure 22

⁵⁵ Tim Grant, “Pittsburgh Renters cope with sticker shock as apartment costs spike,” *Pittsburgh Post-Gazette*, September 12, 2022, <https://www.post-gazette.com/business/money/2022/09/12/pittsburgh-renters-single-family-residential-prices-inflation-landlord-apartment-house-covid-eviction-blacks-hispanic-luxury/stories/202209110032>.

The Share of City of Pittsburgh Renters Who Are “Cost-Burdened” Declined Only Slightly in the 2009-2019 Economic Expansion

Share of renters paying less than 20%, 20% to 29.9%, and 30% of income or more in rent



Source: American Community Survey 5-year estimates; each year means the five-year period ending in that year; downloaded from https://data.census.gov/cedsci/table?q=cost%20burdened&g=0400000US42_1600000US4261000&d=ACS%205-Year%20Estimates%20Data%20Profiles&tid=ACSDP5Y2018.DP04&hidePreview=true.

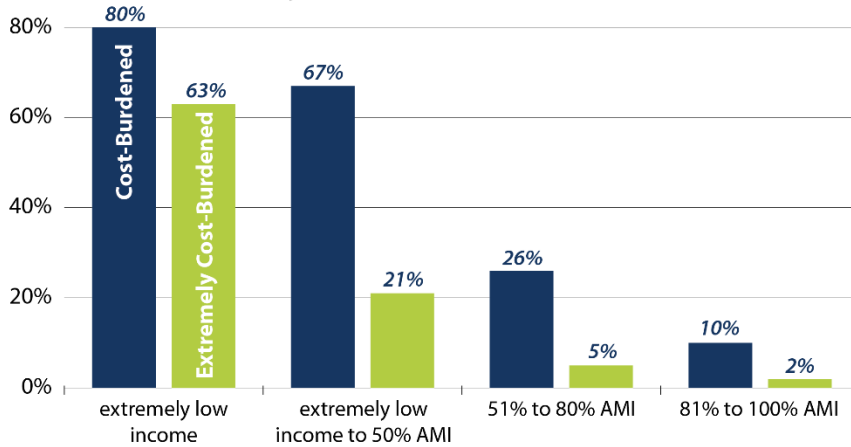
Renters who are extremely low income, are more likely to be cost-burdened or extremely cost-burdened – paying more than 50% of their income on housing in Pittsburgh.⁵⁶ There is also a shortage of affordable and available homes with only 48 affordable and available rental homes for every 100 extremely low-income renter household in the Pittsburgh metro area.⁵⁷

Figure 23

⁵⁶ National Low-Income Housing Coalition, “Housing Cost Burden by Income Group,” <https://nlihc.org/gap/state/pa>.

⁵⁷ National Low-Income Housing Coalition, “Affordable and Available Homes per 100 Renter Households,” <https://nlihc.org/gap/state/pa>.

Extremely Low Income Renters Are More Likely to Be Cost-Burdened or Extremely Cost-Burderend

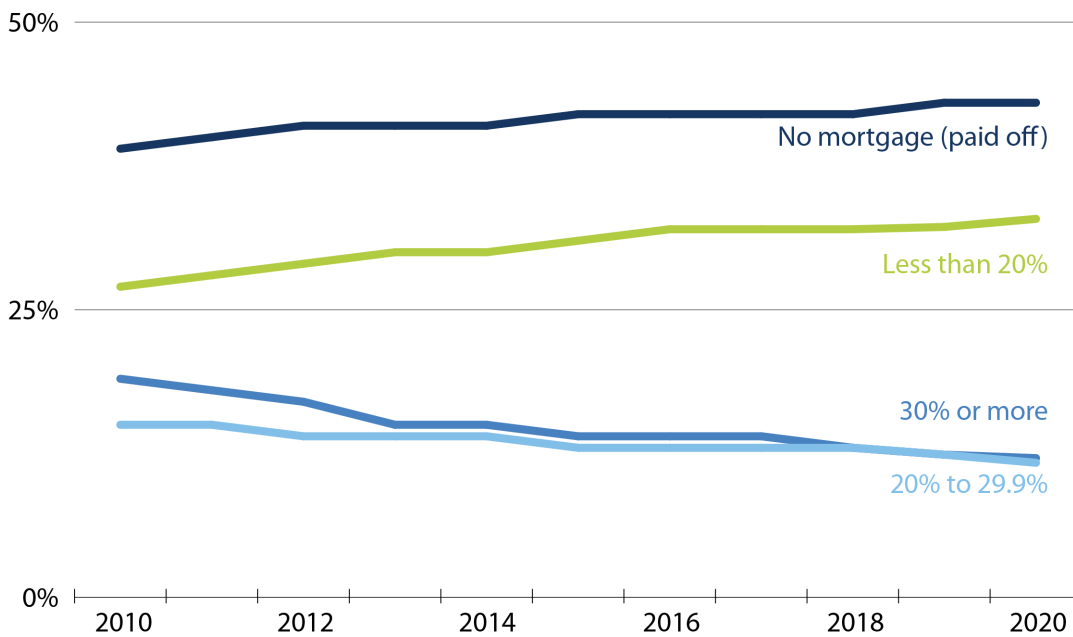


Note: Renters households spending more than 30% of their income on housing costs and utilities are cost-burdened. Those spending more than half of their income are severely cost-burdened.
 Source: <https://nlhnc.org/gap/state/pa>

Figure 24

The Share of City of Pittsburgh Homeowners Who Are “Cost-Burdened” Declined Steadily in the 2009-2019 Economic Expansion

Share of homeowners with no mortgage and mortgage payments in three ranges



Source: American Community Survey 5-year estimates; each year means the five-year period ending in that year; downloaded from https://data.census.gov/cedsci/table?q=cost%20burdened&g=0400000US42_1600000US4261000&d=ACS%205-Year%20Estimates%20Data%20Profiles&tid=ACSDP5Y2018.DP04&hidePreview=true.

The share of homeowners who are cost-burdened fell to 12% in 2020. But homeownership challenges by race continue to be felt as well as “decades of racial discrimination in real estate, lending practices,

and federal housing policy have made homeownership difficult to obtain for minorities.”⁵⁸ In a report titled “Inherited Inequality: The State of Financing for Affordable Housing in Pittsburgh,” researchers from the University of Pittsburgh and Carnegie Mellon University found that “redlining” or not lending to people because where they live remains an issue.⁵⁹ The report found that of the \$11.8 billion in home mortgage loans issued throughout the city from 2007 to 2019 only 3.5% of bank loan dollars went to Black Pittsburghers.⁶⁰

The same report found that minority communities are more reliant on public funds than on wealth-building private dollars. “From 2007 to 2019, 78% of bank loan dollars went to Pittsburgh neighborhoods, while just 22% of public funds were allocated in the city’s communities. But for Pittsburgh’s minority neighborhoods, 55% of all funds came from public sources.”⁶¹

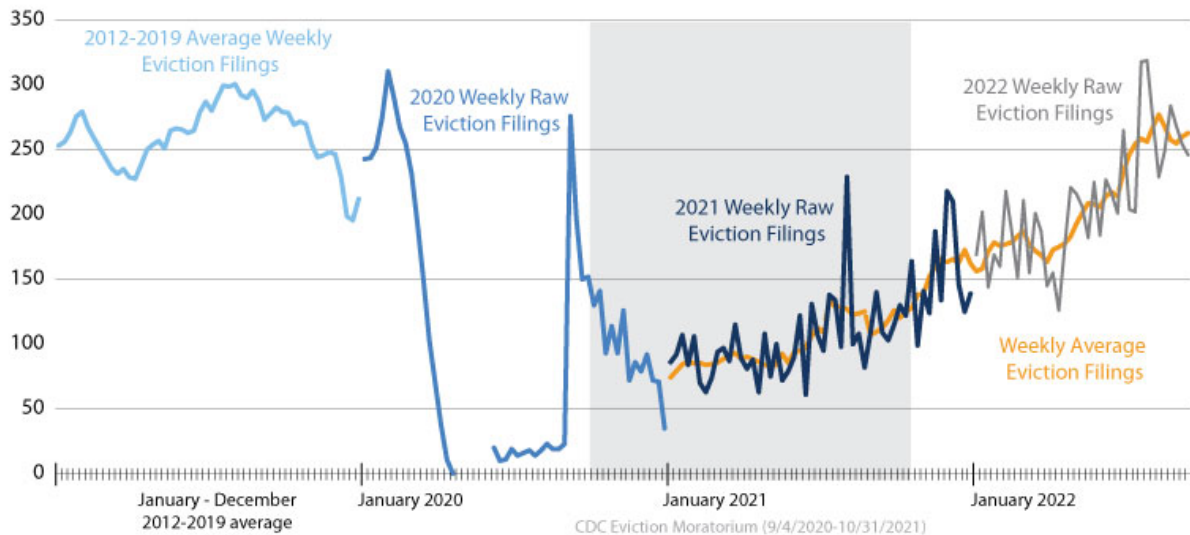
Addressing Rising Evictions

Evictions filings also reflect the need for affordable housing as eviction filings climb back to pre-pandemic levels. As we expected, the expiration of pandemic response policies, such as the Emergency Rental Assistance (ERA) program in Allegheny County and eviction moratoriums enacted by the Centers for Disease Control (CDC), Pennsylvania eviction program, and Allegheny County Eviction program, are accompanied by eviction filing rates’ return to pre-pandemic levels (figure 25).

Figure 25

Eviction Filings Are Returning to Pre-pandemic Rates

Weekly eviction filings in Allegheny County pre-pandemic to September 2022



Source: Pittsburgh Budget and Policy Center analysis of Data from CMU CreateLab

⁵⁸ National Low-Income Housing Coalition, “Racial Disparities Among Extremely Low-Income Renters”, April 15, 2019, <https://nlihc.org/resource/racial-disparities-among-extremely-low-income-renters>.

⁵⁹ Tom Davidson, “Report details lending inequities between Black and whites in Pittsburgh,” TribLive, September 9, 2021, <https://triblive.com/local/report-details-lending-inequities-between-blacks-and-whites-in-pittsburgh/>.

⁶⁰ “Inherited Inequality Report: What it means to Black People in Pittsburgh,” The Lower Marshall–Shadeland Development Initiative, September 2021, https://www.pghlending.com/files/ugd/dcc000_b8caefb1ac4d47cd9f7b26b2dc9f5b33.pdf.

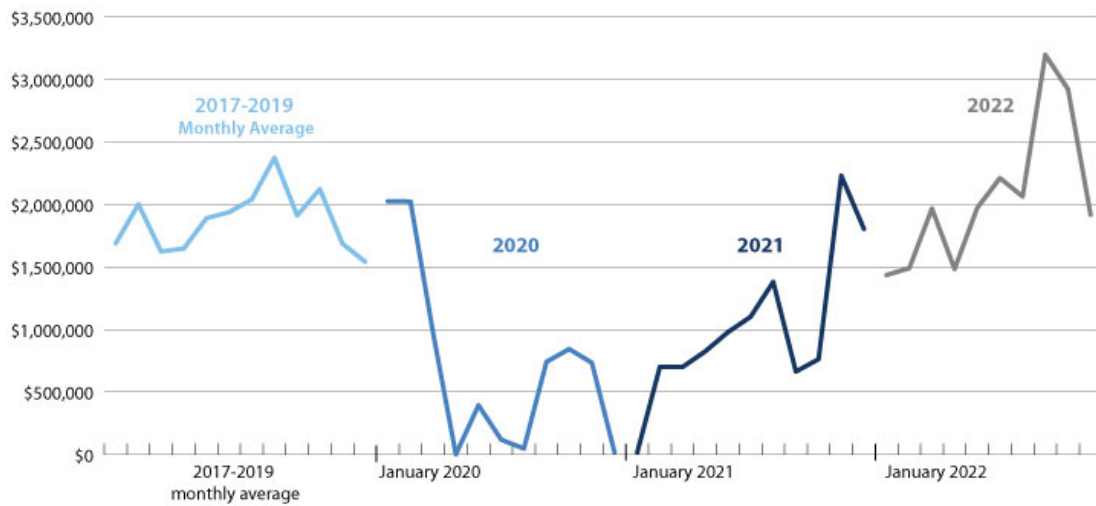
⁶¹ Ibid.

The various eviction moratoriums from the federal, state, and county levels prevented the filing of evictions for various reasons, including non-payment of rent for those financially impacted by COVID. And as eviction filings return to pre-pandemic levels, some of the most marginalized communities are experiencing particularly high rates of eviction. In Allegheny County, renters in zip codes that have higher percentages of female heads-of-household with children, higher percentages of Black populations, and higher poverty rates are more likely to experience eviction filings.⁶²

The rise in eviction filings is accompanied by a rise in rent arrears, which essentially is unpaid rent. In 2022, the monthly average rent arrears are already near \$2 million with \$3.2 million in rent arrears in August alone (figure 26). The increase may point to a variety of factors, including rising rental prices and/or landlords waiting until the end of the ERA program to file.

Figure 26

Monthly Rent Arrears Totals Increased by \$1million in August 2022 after Allegheny County ERA stopped accepting applications



Source: Pittsburgh Budget and Policy Center analysis of Data from CMU CreateLab

As eviction filings increase across Pennsylvania, some communities are responding by drawing on innovative tools to avoid evictions deployed in the pandemic. For example, “eviction diversion” efforts in Philadelphia and Chester County serve as an example of how municipalities in Pennsylvania continue to aid renters by mediating the resolution of eviction filing cases before families end up on the street. Pittsburgh and Allegheny County can support renters in communities that are experiencing high eviction rates by ensuring: rental assistance continues to flow in the future; renters have access to legal representation; and mediation between landlords and tenants is used to prevent eviction filings turning into completed evictions.

⁶² Nthando Thandiwe, “Eviction Filings in Pittsburgh and Allegheny County Return to Pre-pandemic Levels,” Pittsburgh Budget and Policy Center, November 15, 2022, https://krc-pbpc.org/research_publication/eviction-filings-in-pittsburgh-and-allegheny-county-return-to-pre-pandemic-levels/?link_id=1&can_id=b60ef5dc37402d568f65ae32f48aa19e&source=email-pittsburgh-budget-center-adds-new-data-to-drive-home-controllers-report-conclusionits-time-for-pittsburghs-big-nonprofits-to-pay&email_referrer=email_1740438&email_subject=new-brief-rising-eviction-filings-and-rental-arrears-sound-warning-bell-for-pittsburgh-and-importance-of-addressing-housing-affordability-in-citys-2023-budget.

City of Pittsburgh Housing Spending and Policies.

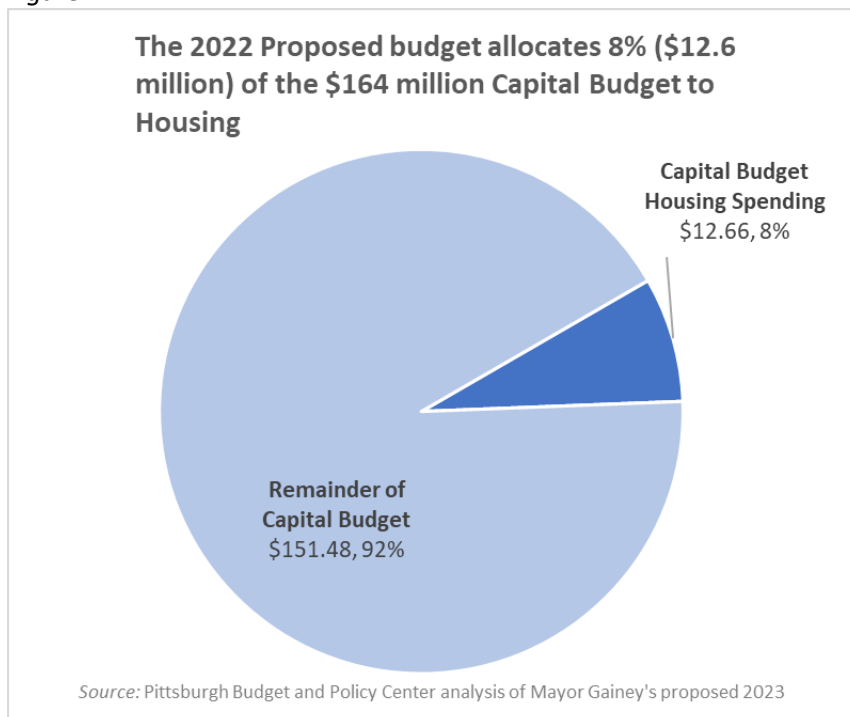
Affordable housing in Pittsburgh is a persistent challenge and solutions require collaboration and buy-in from the Housing Authority, Urban Redevelopment Authority, Allegheny County, along with community organizations and non-profits. The City of Pittsburgh addresses housing issues through several offices and spending categories. The following is a breakdown of spending in the capital budgets along with the Housing Opportunity Fund (HOF). We acknowledge there are many other departments that impact housing including zoning, city planning, permits license and inspections, along and the human relations commission.

After taking office, Mayor Gainey established four transition committees made up of Pittsburgh community leaders, organizations, and individuals knowledgeable about issue areas. One of these committees was responsible for providing recommendations around equitable development which included affordable housing. (Box x). We refer to these recommendations in our analysis and acknowledge actions taken toward implementation such as proposing \$2.5 million for an affordable housing bond in the 2023 proposed budget. We also recognize areas where the city can take further steps to address affordable housing like funding the Housing Opportunity Fund using the full percentage point of Realty Transfer Tax revenue.

Affordable Housing spending in the Capital Budget

Long-term investments in affordable housing are found primarily in the capital budget due to capital project requirements to provide a long-term benefit or physical improvements to the City's infrastructure. Capital budget project requirements of a minimum value of \$50,000 and a minimum useful life of five years lends itself towards long term affordable housing investments. As figure 27 below shows, the City of Pittsburgh plans to spend \$12.6 million or 8% of the capital budget on affordable housing based on the 2023 proposed budget.

Figure 27



The share of capital budget spending for affordable housing has increased to its highest point since 2017 (see figure 28 below). This is largely due to a \$5 million investment for the Bedford Choice Neighborhood being managed by the Housing Authority for the City of Pittsburgh (HACP). HACP is applying for a grant up to \$50 million from HUD, with the plan to use city funds to leverage federal funding. The project will be a one-for-one replacement where all occupied and vacant units are replaced.

Figure 28

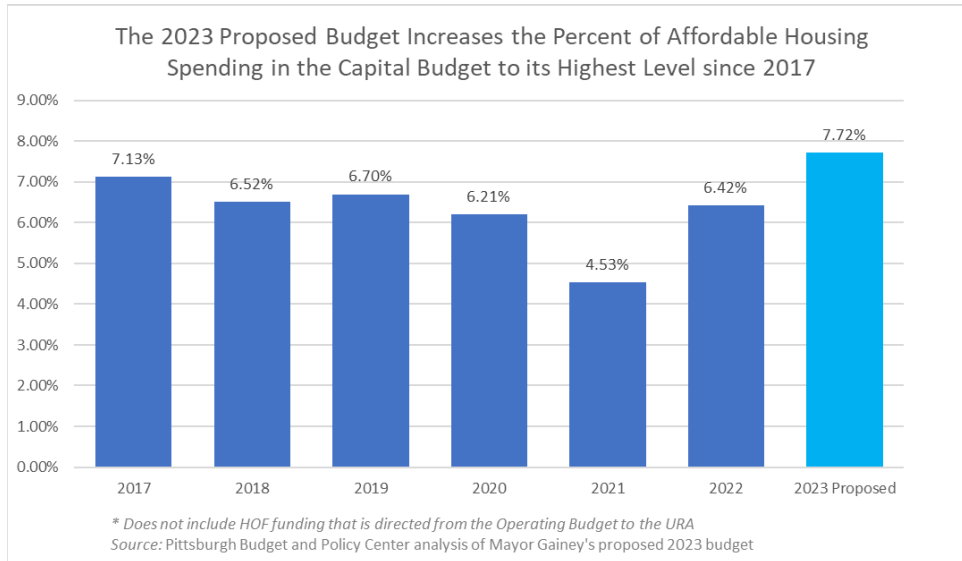


Table 5

Pittsburgh's Affordable Housing Initiatives in the 2023 Proposed Capital Budget				
	2023 Funding Proposed	Percent of Capital Budget	Funding Source	Description
Office of Management and Budget				
HOUSING OPPORTUNITIES FOR PERSONS WITH AIDS	\$ 1,150,000	9.1%	Other	This project funds housing-related services for those with HIV/AIDS in the City of Pittsburgh. Funding provides for tenant-based rental assistance, emergency short-term mortgage assistance, utility assistance, and information referrals.
URBAN LEAGUE - HOUSING COUNSELING	\$ 100,000	0.8%	CDBG	This projects funds comprehensive housing counseling services to low-and moderate-income City residents
EMERGENCY SOLUTIONS GRANT	\$ 1,200,000	9.5%	Other	ESG provides housing and support services for homeless persons and persons at risk of becoming homeless.
FAIR HOUSING TRAINING	\$ 64,750	0.5%	CDBG	Provides for the salaries and benefits necessary for the operation of the CDBG program.
OMB Total	\$ 2,514,750	19.86%		
Housing Authority of the City of Pittsburgh				
<i>Bedford Dwellings Choice Neighborhood</i>				
BEDFORD - CHOICE NEIGHBORHOOD	\$ 5,000,000	39.5%	CDBG	The Choice Neighborhood Transformation Plan will replace the lower section of Bedford Dwellings with 800 units of mixed-income housing. Additional critical community improvements include resident and commercial façade work, mixed-use commercial development, and green space improvement.
Housing Authority of the City of Pittsburgh Total	\$ 5,000,000	39.5%		
Urban Redevelopment Authority				
<i>Home Investment Partnership Program</i>				
AFFORDABLE RENTAL DEVELOPMENT	\$ 2,300,000	18.2%	Other	These programs provide funds for the acquisition, construction, or rehabilitation of affordable housing for low income individuals. The program is also intended to support capacity building of Community Housing Development Organizations (CHDO's).
Housing Development				
AFFORDABLE AND WORKFORCE FOR-SALE DEVELOPMENT	\$ 700,000	5.5%	CDBG	These programs provide funds to the Urban Development Authority to manage programs that offer grants and financing to homeowners, developers, and community development corporations
AFFORDABLE RENTAL DEVELOPMENT	\$ 1,650,000	13.0%	CDBG	
HOME ACCESSIBILITY PROGRAM FOR INDEPENDENCE	\$ 500,000	3.9%	CDBG	
URA Total	\$ 5,150,000	40.7%		
Grand Total	\$ 12,664,750			

In the 2023 proposed capital budget, affordable housing expenditures are distributed through the Office of Management and Budget (\$2.5 million), the URA (\$10 million) and the Housing Authority of the City

of Pittsburgh (\$5 million). Homelessness services are offered through the Emergency Solutions Grants totaling \$1.2 million in the 2023 proposed budget. Allegheny County has also addressed homelessness with the opening of Second Avenue Commons in collaboration with Pittsburgh Mercy. The 95 beds plus 35 overflow bed shelter is meant to assist homeless populations as a low entry barrier shelter with addictions services, allowing couples to stay together along people with pets possible.⁶³

The Urban Redevelopment Authority (URA)

The Urban Redevelopment Authority is the City of Pittsburgh’s economic development agency and supports the creation of affordable housing. The URA houses the Housing Opportunity Fund (HOF) established in 2017 by City Council out of a recommendation from the Affordable Housing Task Force to address the need for affordable housing. The HOF provides funding to assist first time home buyers with down payment and closing costs, legal assistance to renters facing eviction, low-interest rate loans for affordable housing construction, along with other programs. The URA also manages the Pittsburgh Land Bank. It has the ability to leverage funds from multiple sources including transfers made from the City of Pittsburgh. One of the most impactful ways the URA supports the most vulnerable communities is through the Housing Opportunity Fund which receives a \$10 transfer from the operating budget. The capital budget transfers funds to be managed by the URA totaling \$2.5 million or 83% of capital budget affordable housing spending (figure 29).

Figure 29

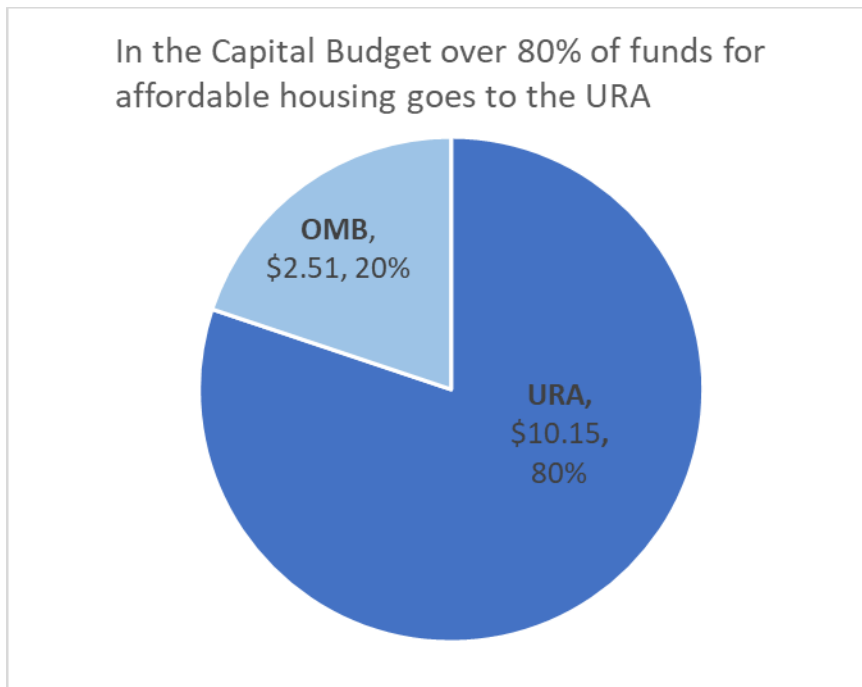
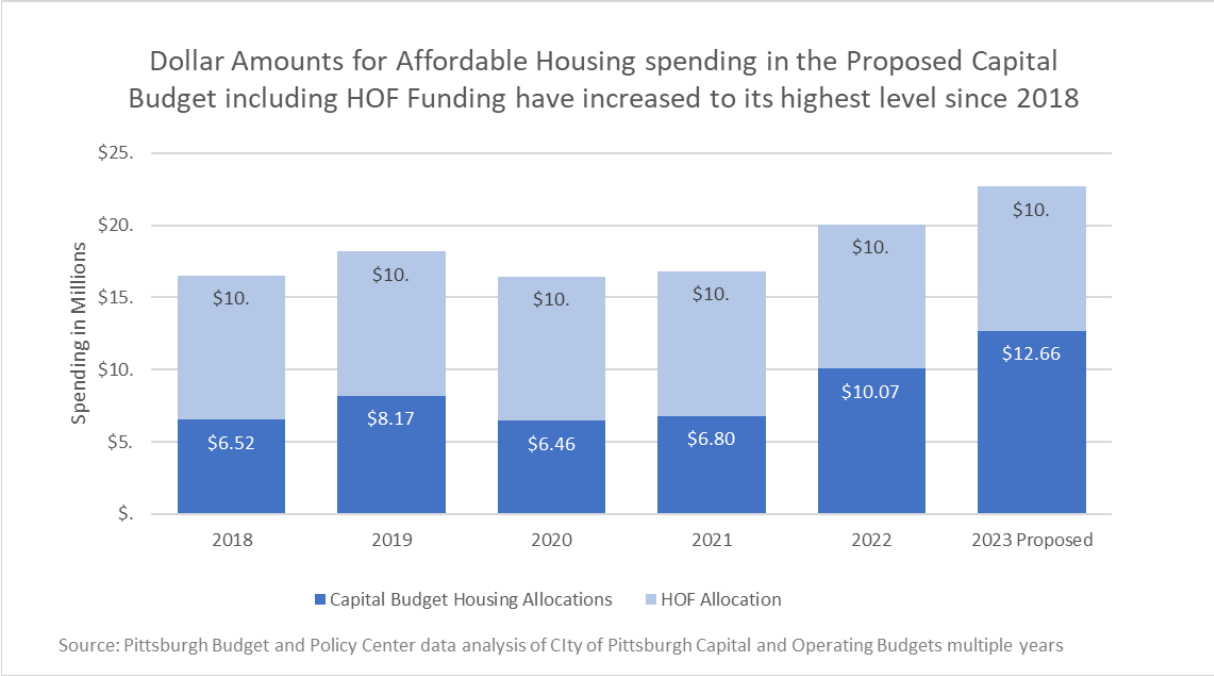


Figure 30

⁶³ Julia Felton, “Second Avenue Commons shelter opens in Downtown Pittsburgh,” TribLive, November 22, 2022, <https://triblive.com/local/second-avenue-commons-shelter-opens-in-downtown-pittsburgh/>.



The Housing Opportunity Fund (HOF)

The HOF is an effective mechanism to address the housing needs of marginalized communities. The HOF is required by legislation to dedicate half of its funding to residents at 30% AMI or lower, 25% of funds at 50% AMI and 25% of funds for residents at 80% AMI.⁶⁴

The 2023 Proposed budget maintains the \$10 million funding for the HOF.⁶⁵

⁶⁴ Legislation establishing the HOF, Ordinance 2016-0602, <https://pittsburgh.legistar.com/LegislationDetail.aspx?ID=2774964&GUID=7C5705C5-FFEE-4926-9DE7-A5D5A8393F1D&Options=ID|Text|Attachments|&Search=housing+opportunity+fund>.

⁶⁵ City Council Budget Hearings URA presentation, November 17, 2022, around 1:31:06, <https://www.youtube.com/watch?v=LSZtYEsJeo4>.

Table 6

2023 Housing Opportunity Fund Annual Allocation Plan				
Program	30% AMI and below	50% AMI and below	80% AMI and below	TOTALS
Rental Gap	\$ 3,015,000	\$ 800,000	-	\$ 3,815,000
Housing Stabilization	\$ 225,000	\$ 325,000	\$ -	\$ 550,000
Down Payment and Closing Cost Assistance	-	-	\$ 550,000	\$ 550,000
Homeowner Assistance	\$ 960,000	\$ 625,000	\$ 525,000	\$ 2,110,000
For-Sale Development	\$ -	\$ -	\$ 900,000	\$ 900,000
Legal Assistance	\$ 150,000	\$ 150,000	\$ 200,000	\$ 500,000
Small Landlord Fund	\$ 50,000	\$ 275,000	\$ 75,000	\$ 400,000
Demonstration Dollars	\$ 100,000	\$ 75,000	\$ -	\$ 175,000
Administration	\$ 500,000	\$ 250,000	\$ 250,000	\$ 1,000,000
TOTALS	\$ 5,000,000	\$ 2,500,000	\$ 2,500,000	\$ 10,000,000

Source: URA 2023 City of Pittsburgh Budget Request Presentation to City Council on November 17, 2022, accessed at 1:31:06, <https://www.youtube.com/watch?v=LSZtYEsJeo4>

The Realty Transfer Tax (RTT)

Increases to the Realty Transfer Tax were spurred by the creation of the Housing Opportunity Fund. One year after passing an ordinance establishing the HOF, City Council voted to increase the Realty Transfer tax — a tax levied on real property transfers within the city- from 2% to 3% by 2020.⁶⁶ City Council passed this 1% increase to the RTT with the intention of using revenue proceeds to provide funding for the HOF.

The realty transfer tax increased by half of a percent, beginning in 2018 then by half a percent in 2020.⁶⁷ This is reflected in the 2021 projected increase in HOF funding (figure 31). The total tax paid, which is typically split between the buyer and seller of a property, is 5% as of 2020, as the state and school board each also levy 1% taxes of their own.⁶⁸ The RTT is projected to generate \$68 million in 2023. If the entire 1% additional RTT was dedicated to the HOF, the HOF would receive \$22.8 million in 2023 or \$12.8 million more than its proposed allocation.⁶⁹ While we applaud the proposal of allocating \$2.5 million to

⁶⁶ Chapter 256, Home Rule Realty Transfer Tax, Section 256.02 LEVY AND RATE, paragraph (a), by increasing the rate of tax from one percent (1%) to two percent (2%) one- and one-half percent (1.5%) commencing February 1, 2018, and to two (2%) percent commencing January 1, 2020.

⁶⁷ City Council Legislation passing the Realty Transfer Tax Increase, Ordinance 2017-1476, <https://pittsburgh.legistar.com/LegislationDetail.aspx?ID=3034648&GUID=D32943BA-C2E1-48CB-8BDF-F8A492029AAB&Options=ID%7cText%7cAttachments%7c&Search=realty+transfer+tax&FullText=1>.

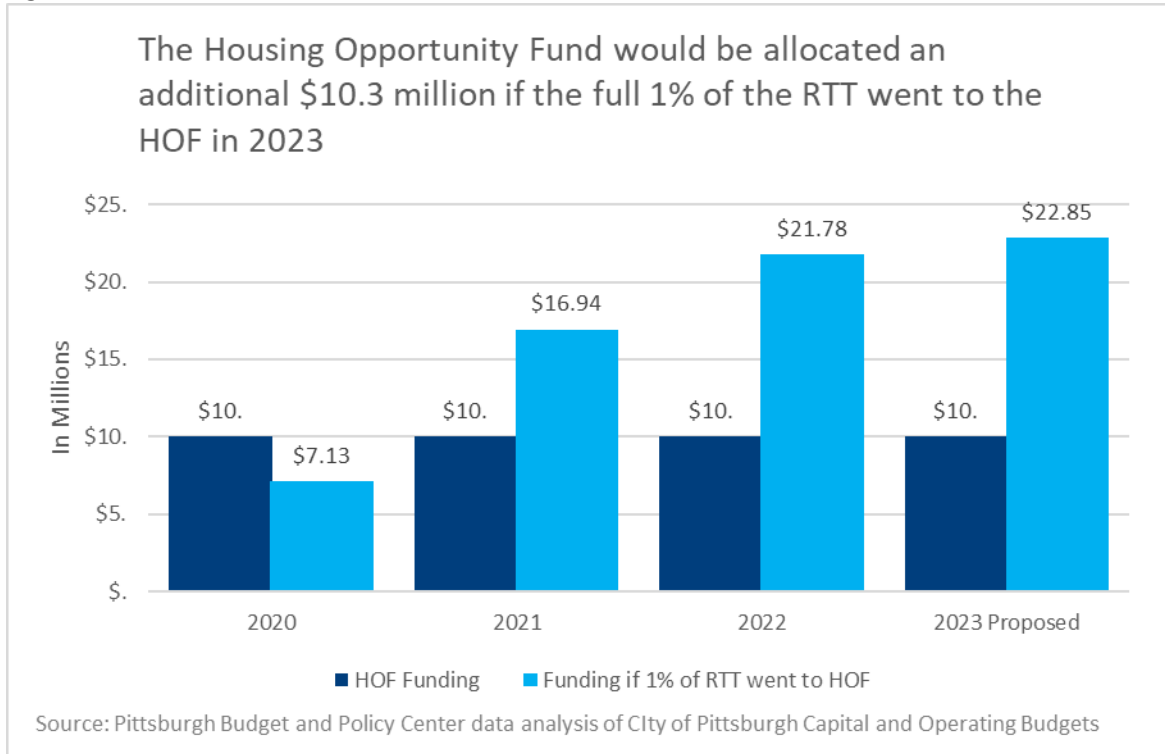
⁶⁸ 2021 Operating Budget, page 47,

https://apps.pittsburghpa.gov/redtail/images/15962_2021_Amended_Operating_Budget_v2.pdf.

⁶⁹ The Realty Transfer Tax (RTT) is listed in the city budget as Deed Transfer Tax. The total RTT imposed by the City is 3%. The HOF was initially funded using 1% of the RTT, so to find out how much would be allocated if the RTT keep with the 1% allocation generated we just divide by 3.

the URA for an affordable housing bond, increasing investments in the HOF can greatly benefit low-income communities.

Figure 31



Housing-Related Spending in the Operating Budget

Part of Gainey’s housing strategy includes providing funding to the city planning department (\$2 million) to create a comprehensive plan for the city. This is an effort to move towards a more just Pittsburgh incorporating social and climate change. Building capacity for Recognized Community Organizations (RCO’s) and developing visions for each neighborhood would also be a part of the comprehensive plan. To accomplish this, city planning is adding 8 positions increasing the staff to 50.

Along with the \$10 million allocation to the HOF in the operating budget, there is an additional \$2.5 million proposed to be used to float a bond for affordable housing. The bond could be used for increased utilization of the 4% Low-Income Housing Tax Credit (LIHTC) by providing gap funding, support the creation of limited equity cooperatives, or be used for non- LIHTC developments. A 10-year pledge could generate \$19 million in bond revenue which could fund the building of 145 units with the 4% LIHTC structure.⁷⁰

American Rescue Plan Housing Spending

The American Rescue Plan Act, passed in March 2021, was a \$1.9 trillion federal stimulus package that provides a tremendous opportunity for Pittsburgh to address long-standing inequities made worse by the COVID-19 pandemic and recession. The City of Pittsburgh received \$335 million in direct aid from

⁷⁰ City Council Budget Hearings URA presentation, November 17, 2022, around 1:32:39 timestamp, <https://www.youtube.com/watch?v=LSZtYEsJeo4>.

the ARP. The ARP spending plan has undergone 4 revisions with the latest being proposed as part of the 2023 budget.

In July, Ed Gainey presented a measure to use \$2.1 million in ARP funds for a project that will convert historic office buildings in downtown Pittsburgh to residential space.⁷¹ These funds would join funds from Allegheny County and the state to create a \$9 million pilot program to increase affordable housing and housing for workers. As demand for downtown office space declines and residential demand increases the Gainey administration is also making zoning changes to facilitate this development. In September, the Pittsburgh Planning Commission recommended changes making it easier for office-to-residential conversions by eliminating the need for developers to transfer development rights from other properties to build more units, removing the minimum lot size needed for each residential unit, and increasing the amount needed for planning commission review of exterior renovations from \$50,000 to \$250,000.⁷² At year-end in 2021, there were over 11.3 million square feet of underutilized office space in Downtown Pittsburgh, spread across 154 buildings that have an average vacancy rate of 26.2%.⁷³ The pilot program emphasizes the creation of apartments [affordable to people who make between 50 and 80 percent of the area median income](#).⁷⁴

Other ARP allocations for 2023 include \$1 million to the Pittsburgh Landbank. The Landbank is a tool that is meant to move unproductive property – property with tax liens, abandoned property to beneficial reuse to strengthen the tax base and support socially and economically diverse communities. The Landbank is set to receive a total of \$7 million in ARP funds through 2024. The first ARP spending plan created in 2021 allocated \$10 million in ARP funds to the landbank. In his first budget, however, Mayor Gainey proposes moving \$3 million from the landbank towards a food justice fund to begin to address food insecurity.

Housing Solutions

Our recommendations around affordable housing build upon the report submitted to the mayor by the Gainey transition team. We concentrate on recommendations yet to be implemented, while acknowledging steps taken towards the transition teams' recommendations. Addressing affordable housing should start with setting a bold goal for affordable housing as highlighted by the transition team—an example would be a commitment of creating 1,000 units of permanently affordable housing per year with a minimum of 10,000 units over 10 years.

One of the strongest mechanisms that fall under direct control of the City are zoning and policies. Policies recommended by the transition committee and experts include:

⁷¹ Julia Felton, "Pittsburgh looks to use \$2.1 million to convert Downtown office buildings into residential space," TribLive, July 2, 2022, <https://triblive.com/local/pittsburgh-looks-to-use-2-1m-to-convert-downtown-office-buildings-into-residential-space/>.

⁷² Mark Belko, "Quicker Conversions of Downtown Pittsburgh offices into apartments moving closer to reality," *Pittsburgh Post-Gazette*, September 21, 2022, <https://www.post-gazette.com/business/development/2022/09/20/pittsburgh-planning-commission-zoning-apartments-condos-residential-downtown-partnership-larimer-twg-indianapolis/stories/202209200105>.

⁷³ "Pittsburgh Downtown Pilot Commercial Real Estate Program Guidelines," URA, https://www.ura.org/media/W1siZiIsIjIwMjIvMDkvMDkvN2hsOG1rYTQ4MF9EUKFGVFBHSErVd250b3duQ292ZXJzaW9uR3VpZGVsaW5lc191cGRhdGVkOTkyMDIyLnBkZiJdXQ/DRAFTPGHDowntownConversionGuidelines_updated992022.pdf.

⁷⁴ Jillian Forstadt and Margaret Krauss, "Officials say the future of Downtown is residential, but getting there will be tough," WESA, December 5, 2022, <https://www.wesa.fm/development-transportation/2022-12-05/officials-say-the-future-of-downtown-is-residential-but-getting-there-will-be-tough>.

- **Implement city-wide inclusionary zoning.** IZ should be strengthened and expanded by increasing affordability set-asides and extending the minimum affordability period to 99 years.
- **Implement tenant protections.** This includes *adopting a tenant bill of rights*, which would set forth the legal rights that tenants in Pittsburgh currently have and such rights that the City has the legal authority to create. *Implementing a right to return for displaced residents* is important as we noted that Pittsburgh has lost over 6,000 Black residents over 5 years. A right-to-return policy should include non-displacement policies and a citywide relocation plan in accordance with the Community Development Block Grants (CDBG) requirements, along with providing displaced residents a right to return to newly renovated affordable units.
- **Use public land to create permanently affordable housing** by requiring a percentage of all housing developed on publicly owned land be permanently affordable, and by giving Community Land Trust's (CLT's) a preference and right-of-first-refusal for all dispositions of publicly owned land.
- **Improve code enforcement** by expanding multifamily residential districts near transit stations along the Light Rail system and the East Busway reducing minimum lot size per dwelling unit requirements in certain districts, particularly downtown. Reducing or eliminating minimum parking requirements, especially in districts that are well-served by public transit; and allowing 2-4 unit residential and accessory dwelling units by-right in single-family residential districts.
- **Effectuate transformational change at HACP**, so that the authority will be capable of using its full housing choice voucher authority to house low-income families as well as compete with institutional investors to acquire currently affordable rental housing developments that are at risk of being lost.

Funding:

- **Dedicate the entire 1% additional Realty Transfer Tax to the Housing Opportunity Fund** rather than capping it at \$10M per year. This would provide additional revenue to support Pittsburgh's low-income residents who are disproportionately affected by the affordable housing shortage.
- **Increase funding and support for office-to-residential conversions.** The City has reallocated \$2.1 million in ARP funds to convert commercial space to residential.⁷⁵ Continuing these efforts in conjunction with supporting community benefits agreements in new developments can help grow affordable housing while fostering job growth in the city.
- **Increase support and funding for CLT's.** There is \$5 million in 2021 ARP funds dedicated to CLT's in the 2021-2024 spending plan. Increasing funding to CLT's would increase staff capacity and provide the ability to create an acquisition fund to enable CLTs to acquire properties.

Address the rise in eviction filings by doing the following:

- **Support and promote eviction diversion programs.** Eviction diversion programs, such as the ones in Chester County and Philadelphia, have proven to be effective. In Allegheny County and Pittsburgh, increasing funding, capacity, and awareness of eviction mediation between landlords

⁷⁵ "From skyscrapers to studios: how the residential boom is transforming Downtown Pittsburgh," *Pittsburgh Post-Gazette*, October 10, 2022, <https://www.post-gazette.com/business/bop/2022/10/10/residential-gulf-tower-three-gateway-center-fort-duquesne-kaufmann-pittsburgh-downtown-partnership-neighbors-alliance-ed-gaine/stories/202210090013>; Mark Belko, "Quicker Conversions of Downtown Pittsburgh offices into apartments moving closer to reality," *Pittsburgh Post-Gazette*, September 21, 2022, <https://www.post-gazette.com/business/development/2022/09/20/pittsburgh-planning-commission-zoning-apartments-condos-residential-downtown-partnership-larimer-twg-indianapolis/stories/202209200105>.

and tenants to organizations currently engaging in eviction prevention efforts (i.e., Just Mediation Pittsburgh) can help renters and landlords come to agreement and avoid the harmful impact of an eviction.

- **Provide funding and support for legal assistance to renters.** In Pittsburgh and Chester County, tenants with legal representation are less likely to have a judgement for the landlord and less likely to have an order of possession.⁷⁶ Increasing funding through the Housing Opportunity Fund’s Legal Assistance Program (LAP) and supporting the coordination of efforts with rental assistance can help tenants avoid an eviction.
- **Preserve, promote, and produce affordable housing.** No matter who you are or where you live, you should have access to affordable housing. The County and City can support these efforts by continuing to support policies and funding that promote affordable housing, including city-wide inclusionary zoning; increased investment in the Housing Opportunity Fund; and increased investment in the preservation of affordable housing.

⁷⁶ “Addressing the Eviction Crisis: An Evaluation of Two Court-Based Eviction Diversion Programs in Pennsylvania,” The Housing Alliance of Pennsylvania, September 30, 2022, <https://housingalliancepa.org/resources/addressing-the-eviction-crisis-an-evaluation-of-two-court-based-eviction-diversion-programs-in-pennsylvania/>. In Chester County, tenants who had legal representation were half as likely to have an order of possession, and in Pittsburgh, the “Lawyer of the Day” program has represented 50 tenants—nearly all these cases have been continued, withdrawn, or dismissed.

Transition Team Recommendations on Affordable Housing:

- Changes to Housing Authority of the City of Pittsburgh. This includes adopting a vision and **agenda for change at HACP vision**, appointing an **HACP board dedicated to the mayor's vision**, and providing oversight to create organizational transformation.
- Setting a bold affordable housing goal. **Set a bold achievable target and appoint staff to achieve it**, e.g., 1,000 units of permanently affordable housing per year with a minimum of 10,000 units over 10 years.
- Dedicating revenue for affordable housing. **Dedicate the entire 1% additional Realty Transfer Tax to the Housing Opportunity Fund** rather than capping it at \$10M per year. Provide funds to the URA to issue \$100 million bond for affordable housing.
- Leveraging CLT's. **Use public land to create permanently affordable housing** by requiring a percentage of all housing developed on publicly owned land be permanently affordable and by giving CLTs a preference and right of first refusal for all dispositions of publicly owned land. The additional funds would enable CLTs to hire asset managers, technical assistance for tenant associations desiring to form co-ops, and staffing and/or back-office support for co-ops to ensure they will remain self-sufficient. Also, ensure that a substantial portion of the revenue that it dedicates for permanently affordable housing be used for an acquisition fund so CLTs could acquire properties.
- Investment in homeownership. Create a robust down-payment assistance program that is funded through home purchase grants with long-term affordability restrictions and post-purchase support for low-income buyers.
- Tenant protections. Adopt a tenants' Bill of Rights, including a right to return to the newly developed affordable rental units.
- Improving code enforcement. Expanding multifamily residential districts near transit stations along the Light Rail system and the East Busway would reduce minimum lot size per dwelling unit requirements in certain districts, particularly downtown.
- **Expand the City's inclusionary zoning policy.**

Workforce Development

Workforce development is a priority because of (a) the enormous overall and racial inequity in the city and (b) the exacerbation of those inequities in the pandemic. The city's workforce development programs cannot solve those structural inequalities—but they can ameliorate them and help clarify when other policies with greater force must be enacted in the city, county/region, state, multi-state region, or nationally.

The Federal Government Funds Most Workforce Development Delivered to City Residents

The Local Workforce Development Board that serves Pittsburgh and the rest of Allegheny County, Partner4Work, administers most workforce programs delivered to city residents.⁷⁷ Most of these workforce funds come from the federal government, with small amounts coming from the City, County, private foundations, and businesses.

⁷⁷ This paragraph is based on Partner4Work board of directors' briefing book, September 30, 2002, <https://www.partner4work.org/uploads/p4w-briefing-book-for-sept-30-2022.pdf>.

- The federal Workforce Innovation and Opportunity Act (WIOA) accounted for 47% of Partner4Work’s \$23.3 million 2021-22 budget, split relatively equally among Youth, Adult, and Dislocated Worker funding.
- The workforce training component of the federal Temporary Assistance for Needy Families (TANF) program accounts for 30% of Partner4Work’s budget.
- Learn & Earn, a \$4.5 million summer youth employment program delivered by Allegheny County, the City of Pittsburgh, and Partner4Work, accounts for 16% of Partner4Work’s budget with \$1.5 million of these funds coming from the City. Participants ages 14 to 21 participate in a six-week, paid summer internship for at least 20 hours per week at corporations, nonprofits, community-based organizations, and the City itself (which places about 40 to 50 interns each summer).⁷⁸
- “Sector Strategies and Place Based Initiatives” account for only 5% of Partner4Work’s budget and its “Ex-offenders” program for 2%.

The City’s proposed operating budget includes two new positions in a new Office of Workforce Development with a budget of \$149,870,⁷⁹ which appears to be a first step to implementing a recommendation of the Gainey Administration Transition Team to establish an “Office of Education Opportunity” (see table below). The City’s operation budget also includes \$1.3 million for “workforce training” in 2023, which then declines to less than \$775,000 in 2024 and \$747,000 in the subsequent three years.⁸⁰

The City’s proposed capital budget includes an allocation of \$210,000 in Community Development Block Grant funding (a one-year increase of \$60,000) for six Neighborhood Employment Centers operated by community-based organizations that deliver skills training, job development (identification of job openings at neighborhood businesses), and help place city residents.⁸¹ Over time, the City and Partner4Work would like to more fully integrate these neighborhood organizations into the City’s industry partnership initiatives (described below), increasing the number of residents of the neighborhoods placed in living-wage jobs within the six industry partnership sectors.

The City and County Workforce Board—Partner4Work—Embraces a Sector Partnership Approach

As elaborated in our analysis of workforce development in the 2022 proposed budget, Partner4Work has for some time embraced an “industry partnership approach” to delivering training. Under this approach, workforce initiatives bring companies together on an industry basis to help define common training needs and curricula. Company engagement (and union-management engagement where relevant) with the design of workforce training and placement—including in some cases in the screening of workers who participate in training—gives workers who successfully complete training a better chance of then getting a job. They acquire introductory skills, including some familiarity with the industry and the workplace, such as a construction site, factory, or warehouse. Workers in best practice

⁷⁸ Interview with Rob Cherry, Partner4Work chief executive officer and Partner4Work, “Learn & Earn,” <https://www.partner4work.org/programs/learn-earn>. In addition, the City’s capital budget (p. 184 of the PDF) includes an allocation of \$310,000 for Learn and Earn.

⁷⁹ See page 69 of the November version of the 2023 Operating Budget and Five Year Plan, https://apps.pittsburghpa.gov/redtail/images/19736_2023OperatingBudget-NovembervF.pdf.

⁸⁰ See page 53 of the November version of the 2023 Operating Budget and Five Year Plan, https://apps.pittsburghpa.gov/redtail/images/19736_2023OperatingBudget-NovembervF.pdf.

⁸¹ See page 158 of the November 2023 Capital Budget and Six Year Plan, https://apps.pittsburghpa.gov/redtail/images/19737_November2023CapitalBudgetvF.pdf. See also, the City of Pittsburgh, “Neighborhood Employment Centers,” <https://pittsburghpa.gov/humanresources/employment-center>.

pre-employment training delivered by industry partnerships may also have met a manager or apprenticeship and training director who participates in hiring decisions.

Partner4Work now funds industry partnership training in five sectors: construction, financial services, health care, information technology, and transportation and logistics.⁸² Last year's report profiled in detail the construction industry partnership and the BankWorks\$® training program in financial services. As of early December, in this calendar year, in these five sectors, Partner4Work industry partnerships had enrolled 166 people in training, with 106 completing training and 90 of 106 who are currently working at an average wage of \$19.40 per hour. This includes at least 40 placements in construction through "Intro to the Trades," a training program delivered by the Builders Guild of Western Pennsylvania and through "Breaking the Chains of Poverty" training delivered by the A. Philip Randolph Institute.⁸³ (This 40 does not include all Builders' Guild placements funded directly by the state of Pennsylvania through a PAsmart grant.) As of 2021, 80% of 162 participants in Intro to the Trades over several years identified as African American/Black. Bankwork\$ has enrolled 36 individuals in training with 27 placed so far.

Improving Job Quality/Supporting Employers to Become More Employee-Friendly

Another strategic initiative of Partner4Work's that is seen as even more important in the last year because of the tightening labor market engages employers around the issue of job quality. In a context in which there are twice as many job openings in Pennsylvania as there are unemployed workers (Pittsburgh-specific data are not available), workers have more choice regarding their employer and more ability to change employer if they feel under-valued in a current job or if an employer is inflexible regarding workers' efforts to balance work and family obligations. In this context, Partner4Work provides technical assistance on employer best practices, such as providing predictable, consistent schedules; providing workers with voice; and communicating to employees that they are valued.⁸⁴ Another Partner4Work initiative that benefits both lower-wage workers and employers supports employers in becoming more employee-friendly. Partner4Work is currently building a toolkit that, for example, includes guidance on ways employers can make it easier for single-parent employees to thrive or to create a "recovery-friendly" workplace. The current shortage of low-wage workers increases the number of employers who are open to adopting effective practices that expand the categories of workers who can succeed in their workplaces.

New Workforce Initiatives

The City is early in the process of implementing new workforce initiatives, informed in some cases by recommendations of the Gainey Transition Team report. (See table below.) These new initiatives include the creation of the City's new "Office of Workforce Development."

⁸² Partner4Work, "Industry Recognized Training Pipeline," <https://www.partner4work.org/programs/industry-recognized-training-programs-irtp/>.

⁸³ See Builders Guild of Western Pennsylvania, "Union Apprenticeships: Introduction to the Construction Trades Course/Trade Up Program," <https://www.buildersguild.org/index.php/intro-to-the-trades>. Pittsburgh Chapter, A Philip Randolph Institute, "Breaking the Chains of Poverty: Transform Your Life," <https://pittsburghapri.org/breaking-the-chains-of-poverty>.

⁸⁴ A Partner4Work webpage lists a variety of best practices and provides links to additional detail from the Aspen Institute, the National Fund for Workforce Solutions, and other organizations with expertise on employer best practices. See Partner4Work, "Job Quality Employer Engagement," <https://www.partner4work.org/programs/job-quality-employer-engagement/>.

Another new initiative under development is “[Prepare to Prosper](#)” under which high school students enrolled in one of 16 career and technical education (CTE) career pathways (e.g., information technology, early childhood education, machine operations) would gain paid work experiences (i.e., “coops” or “internships”) with the City, anchor institutions, and other partners. The project builds on relationships developed through Learn and Earn.⁸⁵ The City’s proposed operating budget includes a new allocation of \$86,400 for “Pittsburgh Public School Interns” that could cover the cost of interns working for the City itself.⁸⁶ (If interns work six weeks at \$15 per hour for a total of \$3,600, that budget allocation would cover the cost of roughly 20 interns, counting the cost of payroll taxes.) The development of Prepare to Prosper is funded partly by a business-education partnership grant from the state. To date, the Allegheny Health Network, UPMC, and the airport have agreed to participate in the program, with airport placements on construction associated with terminal modernization.

Recommendations Related to Workforce Development and Job Opportunity

- The City should, in partnership with Partner4Work and the county,
 - seek to deepen and expand sectoral workforce strategies so that more low-income and diverse populations can access family-sustaining jobs and be great workers for Pittsburgh businesses.
 - In light of the passage of three historic pieces of federal legislation in the last 13 months (the bipartisan infrastructure bill, the Inflation Reduction Act, and CHIPS+), double down on the effort to leverage federal infrastructure and climate dollars. It should couple implementation of federally funded projects in the city with model labor and community benefit/local hire standards (e.g., responsible contractor provisions) that grow more good union jobs for diverse city residents, including in construction and manufacturing.
- Partner4Work should continue its technical assistance to help businesses adopt better organizational practices and improve their job quality, including to attract and retain people with barriers who can succeed with more support.
- The City, County, and Partner4Work should integrate sectoral workforce development efforts with Neighborhood Employment Centers and with the delivery of workforce and social services to help populations with barriers obtain family-sustaining employment with partnership employers.
- With assistance from Partner4Work, the City should continue to implement the Partner to Prosper initiative, which would expose more CTE students to employment in the city, anchor institutions, and other Pittsburgh companies. The City should explore the potential to build on this initiative over time to increase recruitment and placement of more city residents in the city, anchor institutions, and other employers engaged with Partner to Prosper.
- The City should implement the first three actionable steps in the table below under the transition team recommendations on investing in the economic livelihood of Pittsburghers of all ages: updating and implementing community benefits/local hire provisions associated with construction projects subsidized by government (including federal and state) grants or city tax abatements;

⁸⁵ Hallie Lauer, “Pittsburgh, city school district announce new workforce development program for students,” *Pittsburgh Post-Gazette*, September 9, 2022, <https://www.post-gazette.com/news/education/2022/09/09/pittsburgh-public-schools-city-workforce-development-program-prepare-to-prosper-ed-gainey-wayne-walters/stories/202209090109#:~:text=Under%20what%20Mayor%20Ed%20Gainey,before%20they%20graduate%20high%20school>.

⁸⁶ See page 69 of the November version of the 2023 Operating Budget and Five Year Plan, online at: https://apps.pittsburghpa.gov/redtail/images/19736_2023OperatingBudget-NovembervF.pdf

working with City Council to enable the creation of industry standards boards; and analyzing opportunities to reduce fines and reinstate drivers' licenses, reducing barriers to employment to the benefit of individuals and the employers who hire them.

As the Gainey Transition Team report notes on page 14, the City should also find "...ways to incentivize and ...support worker voice and unionization, recognizing that Pittsburgh workers must be empowered and able to make improvements through direct engagement with their employers and City Government."⁸⁷

Gainey Transition Team Recommendations Related to Workforce Development and Improving Economic Opportunity		
<i>Three Action Areas</i>	<i>Recommendation</i>	<i>Implementation Steps</i>
Actionable Steps to Invest in Education	The mayor should partner with foundations and other collaborators to fund the creation of an "Office of Education Opportunity" (OEO) with the mission of expanding opportunities and partnerships related to education in the City of Pittsburgh while elevating youths' voices and supporting youth-led initiatives. The OEO would focus on the following responsibilities and key priorities, including, but not limited to the following:	<ul style="list-style-type: none"> • Strategize with key partners, including superintendent of PPS, PPS board, trade unions, etc. • Create MOU between the City and PPS. • Act as liaison between PPS and the City. • Convene quarterly PPS, ACDHS, and the City. • Secure internships, after-school/summer jobs. • Develop a mentorship program. • Research best practices in youth services. • Create legislative agenda to push for state and federal reforms. • Encourage and support parental involvement. • Convene with workforce development boards and higher ed institutions.
	The City of Pittsburgh would collaborate with PPS-Career and Technical Education Division (PPS-CTE) to create paid internships that lead to entry-level, career-ladder jobs for 5% of its eligible students within the next two (2) years.	PPS-CTE currently offers 16 programs in automotive body repair/technology, carpentry, cosmetology, culinary arts, early childhood education, engineering technology, information technology, machine operations, etc. By collaborating on the above goal to provide paid internships for PPS-Career and Technical Education program students, a pipeline to the City of Pittsburgh could be created that would provide jobs for PPS-CTE students and fulfill the city's workforce needs. This can and should be done by incentivizing these internships with financial support from the City and/or corporate or other sponsors.
	The City should create a citywide marketing plan to boost Pittsburgh's labor force by highlighting Pittsburgh's CTE programs, gold-collar jobs, entrepreneurship opportunities, and other partnership employment opportunities in the city's workforce pipeline.	The citywide marketing plan must be responsive to all of Pittsburgh's needs, connecting more younger workers' employment opportunities, professional development, university centers, tech, and entrepreneurship.

⁸⁷ See page 14 of Mayor Gainey's Transition Report, <https://gaineytransition.com/recommendations/>.

<p>Actionable Steps to Invest in Skills Enhancement</p>	<p>The City would collaborate with existing workforce development partners to provide funding and resources to support existing job retraining programs for new hybrid jobs, including training opportunities for those re-entering the workforce after incarceration.</p>	
	<p>The City should develop a one-stop center for employment in collaboration with Partner4Work and the Allegheny Conference, which would create a repository or set of applications for available jobs, apprenticeships, internships, and associated resources within the city (i.e., childcare, transportation, professional attire, interview preparation, etc.).</p>	<p>Pittsburgh Partnership would</p> <ul style="list-style-type: none"> • house a portal for job seekers. • trace usage and degree of success. • assist with job preparation beyond CTE—such as apprenticeship programs. • house the A. Phillip Randolph Institute. • expand the Partner4Work pipeline to good jobs
<p>Actionable Steps to Invest in the Economic Livelihood of Pittsburghers of All Ages, Genders, Abilities, and Backgrounds</p>	<p>The Gainey administration should work with key partners to re-envision the current tax abatement policies and tax exemptions in the City of Pittsburgh to ensure that benefits go to the community in which the development is happening, ensuring that those communities are truly served and benefited in exchange for much-sought-after tax abatements and growth of tax-exempt development.</p>	<p>Update community benefits agreements.</p>
	<p>The City should consider and analyze infraction mediation to get fines reduced and reinstate driver’s licenses.</p>	<p>Expand programs like the one offered by Pittsburgh Community Services Inc. (PCSI), which pays fines if an individual goes through training/educational programs such as Education Data Solutions Inc. and Goodwill Industries.</p>
	<p>The City administration should work with the City Council to enact legislation enabling the creation of industry standards boards.</p>	<ul style="list-style-type: none"> • Work to promote productive labor, management, and government collaboration in major industries. • Create industry-wide councils where workers and their representatives, city government, and major employers will discuss and implement enhanced standards for job quality, workplace safety, public health, training, and worker voice in specific industries. • Give boards the ability to recommend minimum industry standards for the City to promulgate

		<p>when such regulatory power is under the City's authority.</p> <ul style="list-style-type: none"> • Support a path for workers to come together and increase their voice.
	<p>Develop partnerships with higher education institutions, corporations, and other organizations in the region to aid in the pipeline of retaining diverse talent within the City of Pittsburgh.</p>	<p>The Gainey administration must develop cooperative relationships with the long-term and newly settled economic friends of Pittsburgh to create a culture that garners buy-in from its residents.</p>
<p>Actionable Steps to Invest in the Social and Emotional Well-being of Pittsburghers of All Ages, Genders, Abilities, and Backgrounds</p>	<p>Provide community and school-based harm-reduction programs for mental health and substance abuse issues, which includes providing trauma triage training for educators.</p>	
	<p>Work with City Council to prioritize equity and work to dismantle the school-to-prison pipeline when writing legislation, especially as it relates to potential fines or exposure to the juvenile or criminal justice system. Youth referred to the juvenile or criminal justice system face barriers to future success with unintended yet long-lasting consequences.</p>	