



# **Reclaiming Our Edge**

**Capstone Seminar in Economic Development and Planning:  
Preservation, Sustainability, or Sprawl?  
Options for the Pittsburgh Region**

**Graduate School of Public and International Affairs  
University of Pittsburgh**

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# RECLAIMING OUR EDGE: PRESERVATION AND SUSTAINABILITY IN PITTSBURGH

*Capstone Seminar in Economic Development and Planning  
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*Graduate School of Public and International Affairs  
University of Pittsburgh*

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# EXECUTIVE SUMMARY

## Reclaiming Our Edge

As the 20<sup>th</sup> century comes to a close, the Pittsburgh region is coming through a transitional period in which it has undergone profound changes in economic, social and demographic terms. The region had lost the edge that it once enjoyed as an innovative industrial capital and a growing melting pot of migrants and immigrants. But the region has now stabilized in many ways, and we stand at the threshold, not only of a new century, but of the opportunity to edge our way to the forefront of creative invention and rational growth. Now is the time for Pittsburgh to reclaim its edge as a dynamic region that incubates innovation and fosters thoughtful development.

## Preservation, Sustainability, or Sprawl?

*Reclaiming Our Edge* is the product of a Capstone Seminar in economic development and planning entitled “Preservation, Sustainability, or Sprawl?: Options for the Pittsburgh Region” offered by the University of Pittsburgh’s Graduate School of Public and International Affairs and instructed by Professor Sabina E. Deitrick. Our class has examined the notions of preservation and a sustainable environment in an urban context, with emphasis on economic development and planning in Pittsburgh. We studied existing policies for the region and compared them to other cities. We considered the region’s assets, the role of preservation in economic development, and what the notion of sustainability means to a region such as Pittsburgh. We examined the links between sustainability and preservation, and how these links could be understood in an economic development framework. *Reclaiming Our Edge* is an effort to identify growth and development that will support the economic and social viability of our city and region, conserve fiscal assets and protect our exceptional natural landscapes, environmental quality and heritage resources.

## Options for the Pittsburgh Region

In order to link our findings about conditions in Pittsburgh with successes that have been realized in other regions, we have made sets of recommendations for the Pittsburgh region in each chapter of the report, which cover these topics: land use, riverfronts, adaptive reuse, and the Fifth/Forbes district downtown. Following is a summary of our recommendations for Pittsburgh:

***Land Use:*** While land use planning has become a hot topic in state and national politics, Pennsylvania lags in its creation of effective policies to curb sprawl by encouraging reinvestment in already-built areas, such as Oregon, Maryland and Vermont have done. Zoning may be used as a tool to foster sustainability and natural and historic preservation, but the use of progressive strategies is often the exception rather than the norm. ***We recommend that Pennsylvania counties be provided better information about what zoning strategies exist to foster preservation and sustainability and how they have been successfully implemented.***

**Metropolitan Planning:** Because land use planning should guide transportation planning, it is important that discussions of land use policies incorporate the region's metropolitan planning organization that controls transportation investments, the Southwestern Pennsylvania Commission (SPC). To become a more effective organization, SPC ought to consider these recommendations:

- Develop a formal regional mission statement;
- Increase meaningful citizen involvement
- Make an active website; and
- Create better state and federal representation with decision-making authority on the Board of Directors.

**Riverfronts:** As the Pittsburgh region's most significant natural assets, rivers and riverfronts, must be preserved, sustained, and developed appropriately. We recommend the following be undertaken to improve the use and preservation of our riverfronts:

- Inter-municipal and inter-county cooperation in planning for standardized riverfront docks to be used as transportation nodes;
- Implementation of a 50-foot buffer zone along the riverfronts;
- Formation of a riverfront consortium of county planning agencies in the region, perhaps through SPC, to facilitate coordinated riverfront planning and development; and
- Incorporation of signage to provide directional, attraction, and historic information to pedestrians and bicyclists on riverfront trails.

**Adaptive reuse:** Pittsburgh has tremendous potential to revitalize its downtown and neighborhoods through adaptive reuse projects, which can be better facilitated by:

- Designing targeted incentives such as a tax abatement program tailored to adaptive reuse;
- Adapting building codes where appropriate;
- Supporting proposed legislation to modify the federal historic tax credit program to include for-sale housing;
- Exploring non-traditional forms of financing and providing banks with financial information on successful projects; and
- Training appraisers about market conditions to determine value where comparable properties do not exist.

**Fifth/Forbes district downtown:** A revitalized Fifth/Forbes retail district in downtown Pittsburgh is currently in the planning stages. Our research and findings show that it would be beneficial to incorporate the following recommendations into the development:

- Make the development "Uniquely Pittsburgh";
- Establish a task force to work with existing retailers to promote good will and ensure the success of the project;

- Establish a task force to work with other downtown occupants - both office and residential - to have a cohesive transition to Market Place;
- Incorporate options for the existing store owners who are being displaced to find new, acceptable space elsewhere in the downtown area, perhaps by moving the “existing” Fifth/Forbes Corridor elsewhere;
- Incorporate local Pittsburgh retailers and local job opportunities;
- Establish ties to the community;
- Include more “green conscious” planning;
- Address the university markets that can help to make the district a 24-hour place;
- Sustain a mix of local and national establishments in the retail district, like in downtown Bethesda; and
- Add more green spaces, trees, and flower-plantings to the current design.

By implementing policies that encourage preservation and sustainability and by thwarting sprawl to avoid the inefficient use of our resources, we believe that Pittsburgh can be in a position to reclaim its edge as a major metropolitan area that is globally competitive.

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## CHAPTER I – INTRODUCTION

### **Losing Our Edge**

The challenges facing the Pittsburgh region are immense. Previous land use, urban, and environmental policies have wasted our resources, threatened our quality of life, and robbed us of economic vitality. Our region has lost the power of people, the power of progress, and the power of place. In short, we have lost our edge.

### ***Project planning v problem solving***

A focus on project planning rather than problem solving has resulted in a loss of our physical, environmental and social edge. Pittsburgh's revitalization policy has always fallen under the guise of project planning. Project planning "assumes that a void exists that can be filled with a project. The planning process is designed to achieve the project, market it, sell it, and involve the public in selecting a predetermined solution" (Gratz and Mintz, 1998). Under project-based planning, a scheme must be big to be meaningful.

Examples of project planning in the Pittsburgh region are everywhere -- in the confusing twists of Penn Circle in East Liberty, in the traffic gridlock of The Pointe at Robinson Towne Centre, in the sea of parking surrounding the Civic Arena and in the shopless offices of Allegheny Center Mall. These developments were large and independent, but was their result meaningful to the region?

The Pittsburgh region has been held captive by lines and definitions of project planning, without fully realizing the way that it narrowed the understanding of meaningful, interconnected community assets. Project plans have been topical in nature and generally addressed the result of a problem, not the root.

In contrast to project planning, problem solving as a revitalization tool is a process. Problem solving "assumes that assets are already in place to be reinvigorated and built onto in order to stimulate a place-based rejuvenation that adds to the long-evolving, existing strengths, instead of replacing them" (Gratz and Mintz, 1998). Problem solving relies heavily on the expertise of the citizenry, introduces change incrementally, monitors it carefully, encourages feedback at every level of the process and realized that there is a great opportunity to learn from each step (Gratz and Mintz, 1998). Problem solving helps communities maintain and retain their edge.

### **Defining Our Edge**

#### ***Definition of sustainability***

Sustainability can be defined many different ways. Our research indicates that various Pittsburgh officials have defined sustainability in different ways:

- “[Sustainability is a] viable, long-term development lasting in the hundreds of years. It is people living, working and having their needs met as the community and all its facets evolve.” James F. Carroll, Jr., Dollar Bank
- “[Sustainability] has inherent components that allow it to live on. It is continuous evolution. Change based on outside variables, impacted by external factors; however, the internal components allow continuation.” Cathy Niederberger, PNC Bank
- “Sustainability mainly deals with environmentalism. We have an environment that can be used up if we are not careful. There is a need to be careful and not pave everything over and build up all over the place. We need to recognize the recklessness of this pattern and think before we act. We need to extend investment, infrastructure and transportation.” Bob Lurcott, former City of Pittsburgh Planning Director
- “[Sustainability is] maintaining or keeping the flavor of neighborhoods.” Stephanie S. Cipriani, National City Bank

### **Definition of preservation**

Similar to sustainability, preservation can be defined many different ways. For some, preservation is trying to holistically retain the physical fabric of a community. For others, preservation is more site or landmark based. One way to look at preservation in Pittsburgh is through the organizational statement of one of the region's two historical preservation organizations, the Pittsburgh History and Landmarks Foundation.

#### **Pittsburgh History & Landmarks Foundation (PHLF)**

Founded in 1964, PHLF is a non-profit historic preservation group, dedicated to identifying and preserving the architectural landmarks, historic, and historic designed landscapes of Allegheny County and educating people about the region's architectural heritage and urban landscape design history. Through its Preservation Loan Fund, bricks-and-mortar projects, architectural surveys, feasibility studies, tours, events, and educational programs, Landmarks has been able to improve the economic and cultural value of historic

### **Definition of sprawl**

Sprawl has become *the* derogatory term associated with endless highways, characterless buildings and wasteful use of land. Often called a 'nightmare,' this controversial term has incited passionate responses from environmental, social and physical planning organizations alike. Groups like "Sprawl-Busters" and the "International Bulldozer Blockade" have popped up on the Internet offering solutions to communities facing sprawl. Two advocates against sprawl define the phenomenon in the following ways:

- "Sprawl occurs when our sense of community and place is lost as urban boundaries creep into suburban communities, scattering the building blocks of our civic life all over the countryside and eroding the reassuring sense of community once experienced in America's towns and cities" (Kunstler, 1997) -
- [Sprawl is] "the low-density, land-consumptive, automobile-oriented development that has been moving farther and farther out from the fringes of existing urban and town centers. Fueled by a combination of public policies and private development practices, sprawl is synonymous with postwar suburbanization." (Gratz, 1997)

## *Definition of a successful region*

David Crockett, president of the Chattanooga Institute for Sustainability, once defined a successful region as one that:

- Knows what it wants, is fast on its feet and accomplishes what it wants to accomplish in short order, it does not lollygag around;
- Has a sense of the interdependence of people and institutions, including government, and acts on that sense. Government is not an enemy, but a handyman; and
- Is dedicated to the highest levels of craftsmanship in both physical and social constructions, because it plans to be around for a while, because it thinks in terms of generations, rather than years.

The Pittsburgh region must become the type of forward-looking, problem-solving community Crockett describes. We must define our edge by strengthening our numerous assets and turning our community liabilities into competitive advantages. In attempting to address this problem, this report examines revitalization paths that not only link places and policies, but people as well.

## **Reclaiming Our Edge**

*Reclaiming Our Edge* is the cumulative product of a Capstone seminar in economic development and planning entitled "Preservation, Sustainability of Sprawl?" offered by the University of Pittsburgh's Graduate School of Public and International Affairs and instructed by Dr. Sabina E. Deitrick. The class examined the notions of preservation and a sustainable environment in an urban context, with emphasis on economic development and planning in Pittsburgh. We studied existing policies for the region and compared them to other cases. We considered the region's assets, the role of preservation in economic development, and what the notion of sustainability means to a region such as Pittsburgh. We examined the links between sustainability and preservation, and how these links could be understood in an economic development framework.

In Chapter Two of *Reclaiming Our Edge*, we examine issues on the edge -- sustainability, sustainable communities, sprawl and preservation. In Chapter Three, we look at land use policies -- what fundamentally gives form to urban and metropolitan areas - and in particular three topics relevant to land use planning and policy-making: comparison of land use policies in four states; zoning practices; and two Metropolitan Planning Organizations in Pennsylvania. In Chapter Four, we explore adaptive reuse projects, what they are, what their benefits are, and if they work. We shift our focus in the next chapter to the riverfront, as we look at yet another challenge facing the region's planners and economic development professionals in the 21<sup>st</sup> Century -- how to reclaim our rivers' edges. In Chapter Six, we travel downtown as we attempt to outline a strategy to reclaim our economic edge. We conclude with policy recommendations for this project with regard to sustainable development, preservation and sprawl.

*Reclaiming Our Edge* is an effort to identify growth and development that will support the economic and social viability of our city, conserve fiscal assets and protect our exceptional natural landscapes, environmental quality and heritage resources. Additional work for the class is contained on our web site: [www.pitt.edu/~sustain](http://www.pitt.edu/~sustain) (see Appendix I).

*Reclaiming Our Edge* celebrates places that are harmed, healed, and worth saving.

## **A Special Thanks**

We would like to thank our guest speakers, including Mike Eversmeyer from Perkins Eastman, Howard B. Slaughter, Jr. of the Pittsburgh History and Landmarks Foundation, Elbert Hatley of the Hill Community Development Corporation, Bob Hurley of the Pittsburgh Technology Center, August Carlino of the Steel Industry Heritage Corp., and Timothy Parks of the Pittsburgh Regional Alliance.

We would also like to offer a special thank you to Ann Gerace and Bob Kobet of Conservation Consultants, Carey Harris the South Side Local Development Corporation and Amanda McQuillan for the tours of their facilities and community.



## CHAPTER II -- ISSUES ON THE EDGE: SUSTAINABILITY, SPRAWL, AND PRESERVATION

### Introduction

Sustainability, sprawl, and preservation are important but not mainstream issues in Pittsburgh, yet they are considered top priorities on the agenda of other communities. This chapter uses comparative analysis to highlight the necessity of addressing these issues in the Pittsburgh region.

### Sustainable Neighborhoods

*"The urban neighborhood provides the framework for weaving together shelter, education, health, work and leisure within a participatory democracy. If this urban framework is neglected, people and communities struggle, and investment is wasted" - "Urban Renaissance: Sharing the Vision" (DETR, 1999)*

In looking at sustainable neighborhoods, it is necessary to focus on more than the physical environment. One cannot lose sight of the fact that resident's main concerns about neighborhoods relate to education, crime, employment and social inclusion - and that the most commonly used words to describe the ideal place to live are *safe, clean, and convenient*.

Well-designed, mixed-use, dense neighborhoods encourage social cohesion and participation, while at the same time avoiding the soullessness and alienation of suburban developments and the economic, social and physical degradation which out of town shopping, leisure and business create. Neighborhoods that are well connected to each other and to urban centers, where social contact is encouraged and where public transport is favored to minimize pollution and congestion are clearly the most sustainable.

Before establishing the criteria for a sustainable neighborhood, we first looked at two definitions of a neighborhood described by Robert Geddes (1998) in "Metropolis Unbound."

### *Core and boundary neighborhood*

Spatially and socially, this neighborhood focuses on its core-local shops, a neighborhood school, library and other community facilities for education, health care and recreation. The neighborhood's population, size and density; its network of roads and paths, and even its image and character are linked to the neighborhood core. At its boundary, the neighborhood's edges are marked by landscapes, generally roads, parkways or in cities, arterial streets. Neighborhoods in this concept are given names, generate loyalty and are inward looking (Shadyside, Squirrel Hill). The city building implication of this neighborhood concept is clear-clusters of neighborhoods create a district or section of the city. This cluster concept of the neighborhood, district and city is the American vernacular. This type of community can create a human-scale community and sense of place within a city/region. Pittsburgh is often described as a "City of Neighborhoods," and typically, most of Pittsburgh's traditional neighborhoods fall into this category.

### ***Street neighborhood***

This neighborhood does not have the spatial and social clarity of the core and boundary neighborhood. Instead, it idealized the natural cohesion that comes from “neighboring” on the street and sidewalk. This neighborhood is the consequence of face-to-face, casual, informal contacts of every-day life. The key to this concept of the neighborhood is the street and sidewalk. The street is the skeleton, the structure of the neighborhood. The streets are attached to social institutions that characterize a neighborhood - the schools, food stores, coffee shops, playgrounds, etc. Throughout the US, for example, old loft districts are being used for new living, working and shopping places – in an attempt to stimulate the life of a downtown street and sidewalk. This type of neighborhood is heralded for not creating boundaries that exclude people and is often described as open, welcoming and place-making.

### ***Neighborhood of choice***

Regardless of whether the neighborhood is of “core and boundary” or “street” type, to be sustainable, it still must be a neighborhood of choice. No one should be forced to live in a neighborhood environment that is functionally inappropriate. Depending on the type of neighborhood, implementation measures for sustainable development may change, but the criteria for sustainable neighborhoods remain the same.

**Criteria for a sustainable neighborhood**

Building and maintaining sustainable communities involves considering how to encourage employment, decent housing, good health, and access to services and recreation. It involves supporting good use of natural resources, protection of the environment, promotion of social cohesion and contribution to local and regional prosperity. Building and maintaining sustainable communities brings together such matters as land use planning, integrated transport policies, and economic development strategies. All of these issues are ultimately about the quality of life offered by the community as a whole to the individual.

Sustainable neighborhoods must have a commitment to:

Economic Opportunity (in the form of)

- Self-supporting environment
- Maintaining a stable level of economic activity
- Pursuing lasting economic benefit in terms of investment and employment
- Convenient retail/basic services
- Accessible public transportation

Public Awareness and Involvement (in the form of)

- Neighborhood action/general plan
- Knowledge building of sustainable neighborhood principles
- Community concerns campaign
- Emphasizing economic efficiency of sustainable community
- Encouraging use of existing infrastructure to maximum capacity

Social Cohesion (in the form of)

- High-density, mixed-used development
- Open access to community and open space
- Lifelong education and training opportunities
- Equal access to police and safety services

Environmental Responsibility (in the form of)

- Conservation of natural and existing resources
- Historic preservation
- Efficient use of infrastructure and land, e.g. through adaptive reuse projects

**Mt. Lebanon’s Sustainable Neighborhood Scorecard**

Arguably, Pittsburgh’s first suburb, Mt. Lebanon developed as a streetcar suburb primarily as a location for Pittsburgh’s corporate elite. These individuals moved expecting to escape the density of city life, but insisted on creating self-sustaining communities. As a result, a healthy central business district was created, now called Washington Boulevard. Over time, Mt. Lebanon also became home to the workers and proprietors of these service and entertainment establishments. This mix of incomes and mix of businesses remains in the present day.

**Criteria for a Sustainable Neighborhood**

Economic Opportunity

- The municipality’s 30,000+ residents make it the South Hills’ largest suburb which maintains income diversity.
- The transportation linkages to Pittsburgh continue to make Mt. Lebanon a much desired residential neighborhood.
- Three major retail districts offer retail and services for a range of customers.

Public Awareness/Involvement

- High degree of civic involvement by citizens.
- Many civic organizations, municipal homepage and the monthly publication of Mt. Lebanon Magazine ensure the dissemination of information as well as community input on a range of issues.

Social Cohesion

- Numerous recreational facilities are open to all residents and provide excellent avenues for social cohesion among the income classes.
- The neighborhood offers a wide variety of housing options, from multi-family homes to apartments

Environmental Responsibility

- Despite the continued success and expansion of several nearby regional malls, the central business district has been able to establish distinctive niches and remain both healthy and profitable.
- Large amount of green space within the community.

Governing Efficiency

- Practices traditional neighborhood zoning.
- Municipal government uses technology to become more efficient.

**MOUNT LEBANON Sustainability Grades**

Economic Opportunity	A
Public Awareness	A
Social Cohesion	A-
Environmental Responsibility	A
Governing Efficiency	A

**Overall Sustainable Community Grade**  
A



**South Side's Sustainable Neighborhood Scorecard**

The South Side is a Pittsburgh neighborhood. It is located along the south shore of the Monongehela River, directly across the water from the Golden Triangle. This traditional working class neighborhood underwent decline as a result of the closing of the steel mills and suburban flight. Redevelopment efforts that focused primarily on the historic preservation of the Main Street have been extremely successful. East Carson Street is currently one of the most vibrant retail and entertainment districts within the Pittsburgh region, drawing people from throughout the Pittsburgh region every weekend. One related effect of the booming retail district has been the migration of young professionals and empty-nesters into the neighborhood.

**Criteria for a Sustainable Neighborhood**

Economic Opportunity

- South Side has many retail stores, banks, service providers and food establishments.
- Employment opportunities include numerous retail and service jobs, some light industry and manufacturing businesses and a large, community hospital.

Public Awareness/Involvement

- Numerous community groups work together for the betterment of the neighborhood.
- Community groups are actively involved with a wide range of issues, from retail development to the renovation of a former steel mill site to the annual street festival.

Social Cohesion

- There is a diverse mix of residents, ranging from college students to senior citizens who are lifetime residents. The population is a mix of income levels and racial groups.
- The neighborhood is very urban and dense, consisting primarily of multi-unit housing.

Environmental Responsibility

- Community groups and the City have been very involved in site redevelopment plans for the former LTV steel mill site.
- The revitalization of the neighborhood main street has been based on historic preservation. This effort has been heralded as a premier example of economic development through preservation.

Governing Efficiency

- The South Side is located within the City of Pittsburgh, therefore public services are provided through city government.
- Community organizations and development groups work together closely through a planning forum.

- Development of efficient environmental management techniques
- Maximization of natural resource capabilities (i.e. rivers)

Governing Efficiency (in the form of)

- Non-duplication of services
- Shared resources within neighborhood
- Traditional neighborhood zoning practices
- Increased cooperation/interconnectedness/awareness of surrounding neighborhoods
- Regional focus as well as neighborhood focus

Various examples of Pittsburgh neighborhoods are included in this chapter which have been chosen and tested using the sustainability criteria. These neighborhoods vary in size, population and income diversity levels. Although each neighborhood is unique, they all share a sustainable goal by recognizing that people make communities, but communities make citizens. They are committed to maintaining their edge. Please refer to Appendix II for a matrix summarizing how each neighborhood scored against the determined criteria.

**Sustainability Efforts in Seattle, Chattanooga, and South Florida**

*Background of sustainability efforts*

Since the 1960s, there has been increased global awareness of environmental initiatives. In 1962, Rachel Carson published *Silent Spring*, a book that linked the effects of pollution to the health of humans, animals, and plants. This book is cited as the “moment the environmental movement began to take shape” (MacDonald, 1998: 2). The past thirty years have been filled with conferences, reports, and environmental summits that examined the relationship between humans and their environment.

The latest term added to our environmental vocabulary is sustainable development. F. Douglas Muschett writes, “Sustainable development occurs only when management goals and actions are simultaneously ecologically viable, economically feasible, and socially

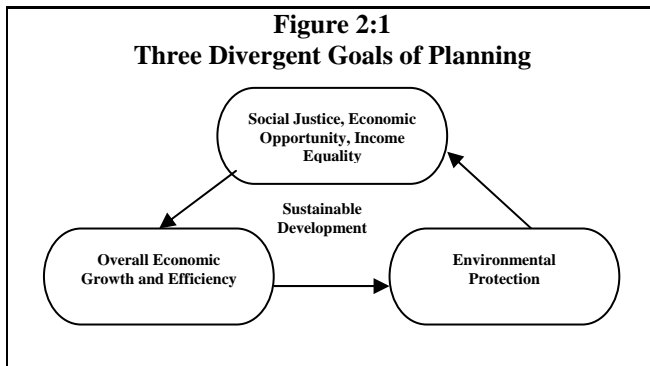
<b>SOUTH SIDE Sustainability Grades</b>	
Economic Opportunity	A
Public Awareness	A
Social Cohesion	A-
Environmental Responsibility	A
Governing Efficiency	A-
<b>Overall Sustainable Community Grade</b>	
A	

desirable; these imply environmental soundness and political acceptability” (1997:56).

The notion that social equity must be balanced with economic efficiency and environmental protection is reiterated in Scott Campbell’s article, *Green Cities, Growing Cities, Just Cities: Urban Planning and the Contradictions of Sustainable Development*. Through the use of a triangle, Campbell manifests the three divergent goals of planning and the associated fundamental conflicts. Sustainable development is represented by the center of the triangle, the only place where goals are balanced and conflicts are minimized (Campbell, 1996:298; see Figure 2.1).

Sustainable development has been increasingly recognized by cities because cities contain the largest proportion of the human race. “Between 1950 and 1990 the populations of the world’s cities increased ten-fold, soaring from 200 million to more than 2 billion” (Rogers, 1997:27). This soaring population and the resulting negative externalities, has left cities with the challenge of planning for sustainable futures. Planning for sustainable futures involves the expanding of time, expertise, and resources. Rogers writes, in *Cities for a Small Planet*, concerning the necessary planning involved for sustainable cities:

“To plan for a sustainable city requires the broadest understanding of the relationships between citizens, services, transport policies and energy generation, as well as of their total impact on the local environment and the larger



geographic sphere. If a city is to create real sustainability then all these factors must be intertwined” (1997: 31-32).

Because of the extent of planning necessary to realize a successful sustainable city, many cities have

**Aspinwall's Sustainable Neighborhood Scorecard**

Aspinwall appears to be a “core and boundary” neighborhood. The neighborhood, while only .5 miles in area is quite dense with over 2,800 residents and 1,480 households. Its network of tree-lined, pedestrian oriented streets and even its image and character are linked to the neighborhood core. Aspinwall is bounded by the Allegheny River, Route 28 and the Aspinwall by-pass. It has clearly marked edges, even between its adjacent communities. Aspinwall's community is human-scale, and its residents have a strong sense of neighborhood and place, which can be seen in the numerous civic organizations that are organized.

**Criteria for a Sustainable Neighborhood**

Economic Opportunity

- There is no major industry within Aspinwall, however, there is an easily accessible public transit system.
- There is convenient retail, with all major services being provided.

Public Awareness/Involvement

- There is no general or comprehensive plan for the borough of Aspinwall, although there has been a recent (2 years) update of their MPC code.
- There are numerous community and civic organizations that take an active role in the well-being of the community.

Social Cohesion

- There is a high density of development (2800 people in .5 miles).
- There is open access to numerous community parks .
- Aspinwall is not racially or ethnically diverse, with less than one percent of its population being non-white.

Environmental Responsibility

- There is not an active campaign of historic preservation in Aspinwall; however, market forces and a stringent MPC code is spurring historic preservation activities.
- Aspinwall, at this time, does not have concrete environmental management techniques.

Governing Efficiency

- The Aspinwall fire and police departments have reciprocal service relationships with all surrounding non-City of Pittsburgh communities. The City of Pittsburgh has declined the borough's attempts to assist with emergency services.
- There are traditional neighborhood zoning practices safeguarded in the MPC.

**ASPINWALL**  
**Sustainability Grades**

Economic Opportunity	A
Public Awareness	B+
Social Cohesion	A-
Environmental Responsibility	B
Governing Efficiency	A

**Overall Sustainable Community Grade**

A-

**Sewickley's Sustainable Neighborhood Scorecard**

The Borough of Sewickley is a bedroom community a few miles northwest of the City of Pittsburgh on the bank of the Ohio River. The Borough is quite small, just less than one square mile in area, and its population is slightly over 4,000. Despite Sewickley's image as a wealthy and exclusive community the reality is that it is really neither. The Borough's median income is just slightly above Allegheny County's as is its percentage of minority residents.

**Criteria for a Sustainable Neighborhood**

Economic Opportunity

- Sewickley's streets are organized in a standard grid layout making them easy to navigate.
- The borough is so small that most people are employed in other municipalities.
- Sewickley also has fairly limited retail and commercial activities.

Public Awareness and Involvement

- For over one hundred years, Sewickley has maintained its sense of uniqueness and remains a community in which many people want to live.

Social Cohesion

- Like many older suburbs, Sewickley is very pedestrian oriented. The sidewalks that run throughout Sewickley offer pedestrians a chance to interact and learn more about their town and neighbors.
- According to Frances Hardie, a historian that has studied Sewickley, the town has kept its unique identity, something that many newer suburbs have failed to do.

Environmental Responsibility

- Sewickley is known for its quality housing stock which has been described as a virtual museum of mid-Victorian design
- The community places a high value on preserving its architectural character as it has enacted laws seriously limiting any alterations of housing stock in the Borough's three historic districts.

Governing Efficiency

- Municipal government places priority on historic preservation.
- Residents are generally pleased with municipal services.

**SEWICKLEY Sustainability Grades**

- |                                |          |
|--------------------------------|----------|
| • Economic Opportunity         | <b>B</b> |
| • Public Awareness             | A-       |
| • Social Cohesion              | A-       |
| • Environmental Responsibility | A-       |
| • Governing Efficiency         | A-       |

**Overall Sustainable Community Grade**

A-

formed broad sustainability initiatives that promote public involvement in the planning process. This report will examine the sustainability initiatives undertaken in Seattle, Washington, Chattanooga, Tennessee, and South Florida.

***Sustainable Seattle***

Background and history: Seattle's renowned sustainability initiative began in November 1990 with a meeting that consisted of 70 people from local nonprofits, business, and environmental groups in Seattle. The meeting was organized by Global Tomorrow Coalition, a Washington, D.C.-based environmental coalition. Following the meeting, Sustainable Seattle was founded in 1991 as a volunteer group organized to encourage civic involvement regarding issues of sustainability. In order to maintain the volunteer focus of the organization, the group decided to avoid government sponsorship.

The mission of Sustainable Seattle is "to improve our region's long-term health and vitality --cultural, economic, environmental, and social" in Seattle/King County. In order to accomplish the mission statement, Sustainable Seattle has decided to focus on: creating awareness of sustainable values; assessing progress of sustainability initiatives in the region; and promoting citizen action to achieve sustainable policies (Andrews, 1996).

Approaches to success:

- Creation of volunteer organization that avoided government sponsorship.
- Utilization of public participation and electoral planning integrated into electoral system.
- Development of indicators to measure and evaluate success.
- Partnering with city government to create neighborhood sustainability assessment framework.
- Formation of sustainability curriculum to teach secondary education students.
- Creation of Internet Sustainability Forum.
- Publication of city guide to sustainable living.
- Implementation of Seattle's Comprehensive

Neighborhood Plan, Towards Sustainable Seattle”

- Monitoring of government sustainability initiatives relevant to local, state, national, and international levels.
- Development of a resource list to recruit volunteers to perform sustainability-related activities.
- Creation of a business outreach program to develop sustainability awareness and practices.

Results from Sustainable Seattle campaign: More than eight years after the group’s formation in 1991, there are mixed views on the success of their quest to make Seattle a more sustainable community. Sustainable Seattle’s report, “Indicators of Sustainable Community, 1998” presents, based on measures of indicators, that Seattle is making considerable progress in some areas, while making declining progress in other areas. Some areas of declining progress include chronic traffic on the region’s streets and highways and increased fuel consumption. One area of stabilization highlighted by the report concerns wild salmon runs in the Cedar River watershed. Although the salmon runs have stabilized, they are still at dangerously low levels, making parts of the watershed candidates for threatened species listing. Areas of progress highlighted by the report include: increased youth volunteering in the community, reflected by forty-six percent of Seattle’s youth; decreased regional water consumption, reflected by a twelve percent decrease over the last five years; and increased voter participation, reflected by a nine percent increase (Sustainable Seattle, 1999).

Although indicators have shown mixed results of their success, Sustainable Seattle has been recognized by their hard work with an international award. In June of 1996, Sustainable Seattle received the award for “best performance in the community sector” at the United Nations Habitat II conference in Istanbul (Andrews, 1996).

***Sustainable Chattanooga***

Background and history: Chattanooga, Tennessee was historically renowned for its industrial image. Unfortunately, the industry that gave rise to their development also bestowed them with the title of “dirtiest city in America” due to a proliferation of coke and chemical factories. The process that transformed Chattanooga from the dirtiest city to one of the greenest in America was based on incremental steps. City renewal began in 1981 with an endowment from the city’s

<p align="center"><b>Mt. Washington’s Sustainable Neighborhood Scorecard</b></p> <p>High atop a 450 foot hill lies Mt. Washington, with the most spectacular views in the City of Pittsburgh. Behind Grandview Avenue, however, lies another Mt. Washington, a diverse community, with 15,000 residents and many amenities, but hanging on the edge.</p> <p align="center"><b>Criteria for a Sustainable Neighborhood</b></p> <p><u>Economic Opportunity</u></p> <ul style="list-style-type: none"> <li>• Three business districts provide most of the economic activity on Mt. Washington.</li> <li>• There are two inclines from Grandview Avenue to Carson Street below, the Duquesne Incline and the Monongahela Incline, the oldest cable railcar in the U.S. The area is well served by many bus routes.</li> </ul> <p><u>Public Awareness/Involvement</u></p> <ul style="list-style-type: none"> <li>• The Mt. Washington Community Development Corporation (MWCDC) works to inform and involve neighborhood residents in planning for the community. MWCDC completed its initial strategic planning process two years ago.</li> </ul> <p><u>Social Cohesion</u></p> <ul style="list-style-type: none"> <li>• Housing on Mt. Washington can best be described as polarized rather than diverse. Behind a fancy facade lies a fragile housing market, where views disappear and houses drop to \$40,000.</li> <li>• Fifty percent of the housing is rental, with senior citizens in high rise apartments and students in two, three, and sometimes four unit Victorian houses, allowed under the R-3 zoning.</li> <li>• The neighborhood remains divided between lifelong residents and newcomers to the community.</li> </ul> <p><u>Environmental Responsibility</u></p> <ul style="list-style-type: none"> <li>• The neighborhood is committed to preserving its environmental assets and the architectural cohesiveness of the community. The neighborhood's ability to shore up its older housing stock and revitalize the neighborhood shopping districts depends on attracting new residents, while keeping others.</li> </ul> <p><u>Governing Efficiency</u></p> <ul style="list-style-type: none"> <li>• The government worked with community residents and business owners to develop acceptable zoning practices.</li> <li>• New zoning for the neighborhood will allow development in line with the community plan.</li> <li>• Current zoning ordinances need to address the 200 vacant and deteriorating houses in the neighborhood.</li> </ul>	
<p align="center"><b>MOUNT WASHINGTON Sustainability Grades</b></p>	
Economic Opportunity	A
Public Awareness	B+
Social Cohesion	A
Environmental Responsibility	A-
Governing Efficiency	C+
<p align="center"><b><u>Overall Sustainable Community Grade</u></b></p> <p align="center">B+</p>	

**Shadyside's Sustainable Neighborhood Scorecard**

Shadyside is the nucleus of Pittsburgh's East End. Although traditionally characterized by its high-end central business district, it is not only a place for the wealthy. There are three separate and distinct aspects of Shadyside, 1) the New Urbanism, 2) suburban fortress, and 3) low-income neglect. Although most of the area is comprised of high-density civic-minded mix-use, these "three sides" are pronounced and integral in making Shadyside a sustainable neighborhood.

**Criteria for a Sustainable Neighborhood**

Economic Opportunity

- Many transportation opportunities exist in Shadyside benefiting the residences with added convenience and access for visitors shopping at the central Walnut Street District.
- The retail district of Shadyside provides economic stability.

Public Awareness and Involvement

- Shadyside does not have a community general plan.
- The Shadyside Action Coalition is committed to preserving and improving the quality of life in Shadyside, however, the main focus of this group appears to be parking rather than building neighborhood and business district cohesion.

Social Cohesion

- Shadyside is unique because of its high housing density and mixed-use development.
- These residences are on small lots and the design of the houses lends to interaction. Furthermore, the retail district is surrounded by houses and apartments. This makes Shadyside a vibrant, walkable community.

Environmental Responsibility

- Many large well-kept Victorian mansions intermingle with restored homes, religious establishments and commercial uses.
- In addition to the old-fashioned architectural masterpieces, many newer, modern homes and box style buildings are spun together into an elegant neighborhood.

Governing Efficiency

- The Shadyside Civic Association, Shadyside Action Coalition, Chamber of Commerce and the 8<sup>th</sup> District Republican Committee represent Shadyside.
- Planners and administrators view reports that deal with Shadyside as a whole where numbers and general descriptions portray a rosy picture. Not the neighborhood's hidden ills.

**SHADYSIDE Sustainability Grades**

Economic Opportunity	<b>A</b>
Public Awareness	<b>C</b>
Social Cohesion	<b>A</b>
Environmental Responsibility	<b>A-</b>
Governing Efficiency	<b>B-</b>

**Overall Sustainable Community Grade**  
**B+**

Coca-Cola heirs. The endowment was used to fund a series of free concerts downtown. By 1984, the Lyndhurst Foundation collaborated with Chattanooga Venture to organize a program known as "Vision 2000". This program called on all city residents to imagine a future for their city. The result of the program led to 223 sustainable development projects that included issues such as downtown and riverfront development and improved inner city housing (Glick, 1996).

Approaches to success:

- Enticing zero-emissions industries to locate to Chattanooga
- Building a freshwater Aquatorium for downtown renewal
- 17 Free electronic buses
- Creation of public greenway along river
- Construction of the river walk (process of reclaiming 22 miles of waterfront for a huge urban park)
- Environmental plan that focuses on community education, ecological condition, and job creation
- Inclusion of mentally handicapped residents to operate recycling center
- Maclellan Island Wildlife Reserve
- Use of sustainable forestry versus clear-cutting (Chattanooga: A Sustainable Community, 1999).

Results of Sustainable Chattanooga: The Sustainable Chattanooga campaign has lead to the following recognitions and honors:

- Received the 1994 Making Cities Livable "City of Vision" Award;
- Named one of the county's "16 Most Livable Cities" in 1994 by Partners for Livable Communities;
- Received of 1994 Conference of Mayors "City Livability Award";
- Named first in the nation in per capita giving to a united arts fund; and
- Selected by the Department of Energy as one of the 10 national case studies on unique energy projects.

***Sustainable South Florida***

Background and history: For over a decade, South Florida has been experiencing a decline in the quality of

life through periodic water shortages, flooding, increased urban congestion and traffic, fewer open spaces and natural areas, increased pollution, and crime. The Governor’s Commission for a Sustainable South Florida was created in 1994 and spent 17 months studying these challenges and making recommendations.

Recommendations were made to South Florida in the form of a 5-year action plan. Through this plan, the Governor’s Commission hopes to promote its mission of developing “recommendations and public support for regaining a healthy Everglades ecosystem with a sustainable economy and quality communities” (The Governor’s Commission for a Sustainable South Florida, 1999).

Approaches to success: The Governor’s Commission for a Sustainable South Florida made 110 detailed recommendations under the auspices of the following broad recommendations:

- Manage water to achieve a sustainable South Florida;
- Increase focus on pollution prevention;
- Combat spread of exotic diseases;
- Transform urban sprawl into quality development patterns;
- Encourage higher employment and business opportunity;
- Improve quality of life;
- Advocate regional governance through intergovernmental coordination and partnerships; and
- Improve scientific understanding and information coordination.

Results from Sustainable South Florida: The Governor’s Commission for a Sustainable South Florida published its 5-year action plan on October 1, 1995. Because the five years have not yet been completed, there has not been a systematic evaluation of Commission results. However, since publication of the initial plan, there have been additional recommendations added. A primary distinction between the Seattle and Chattanooga plans and the South Florida plan is the regional approach South Florida is taking to address issues of sustainability. The South Florida region contains approximately 5.2 million people, 40% of Florida’s total population (The Governor’s Commission for a Sustainable South Florida, 1999). Forecasted population growth is expected to reach 8 million by the year 2010. The demands of increased population coupled with the need to preserve the Everglades ecosystem makes sustainable planning the only viable solution to the residents of South Florida.

<b>Hill District’s Sustainable Neighborhood Scorecard</b>	
The Hill District is in many ways the ideal place to study the concept of sustainable neighborhoods. The Hill District developed around the working class immigrants and African-Americans that settled in this area during the early part of this century. The Hill was Pittsburgh’s melting pot, and one that brewed a strong sense of community among its diverse residents. Although different ethnic groups tended to cluster in different parts of the Hill, there was a sense of solidarity among Hill residents that united them.	
<b>Criteria for a Sustainable Neighborhood</b>	
<u>Economic Opportunity</u>	
<ul style="list-style-type: none"> <li>• There is no major industry within the Hill District, although there are fairly strong connections to the City’s major employment centers—Downtown and Oakland.</li> <li>• Until recently the Hill District was without a grocery store and bank for many years. The convenience retail needs of residents are still underserved.</li> </ul>	
<u>Public Awareness/Involvement</u>	
<ul style="list-style-type: none"> <li>• The Hill CDC and the Hill Consensus Group formulated a community plan in 1996.</li> <li>• Churches remain as strong and influential institutions.</li> </ul>	
<u>Social Cohesion</u>	
<ul style="list-style-type: none"> <li>• The Hill District in many places is very dense although some of this density was destroyed in the riots in 1968.</li> <li>• The public housing communities are isolated, but that should change as a result of the Housing Authority’s Hope VI plans.</li> </ul>	
<u>Environmental Responsibility</u>	
<ul style="list-style-type: none"> <li>• The community is very involved in preserving its existing housing stock.</li> <li>• The Hill CDC recently purchased the New Grenada Theater for renovations.</li> </ul>	
<u>Governing Efficiency</u>	
<ul style="list-style-type: none"> <li>• Community groups have a strong presence and cooperate with one another.</li> <li>• Local councilman has done a good job representing the Hill District’s interests.</li> </ul>	
<b>HILL DISTRICT Sustainability Report Card</b>	
Economic Opportunity	<b>B</b>
Public Awareness	<b>A</b>
Social Cohesion	<b>B+</b>
Environmental Responsibility	<b>C</b>
Governing Efficiency	<b>B-</b>
<b>Overall Sustainable Community Grade</b>	
<b>B</b>	

## Sustainable Pittsburgh

Pittsburgh is the next city to join the ranks of Seattle, Chattanooga, and South Florida as it begins the community planning phase of sustainable development. In September 1998, Sustainable Pittsburgh engaged approximately 250 community leaders in sustainable development discussions". From that discussion arose the following top ten issues for the Pittsburgh region:

- Education
- Stewardship
- Economic Prosperity
- Sustainable Community
- Equity
- Civic Engagement
- Population
- Conservation
- Health and the Environment

Sustainable Pittsburgh is a volunteer network aimed at addressing the above issues while promoting its mission of “bringing together divergent perspectives on improving our long-term health and vitality-cultural, ecological, economic, and social-through public education and community facilitation” (Hurley, 1999). It is going to take a lot of determination, hard work, and resources for Sustainable Pittsburgh to achieve its mission. Federal money is available to help cities, like Pittsburgh become sustainable. *Federal Money for Sustainable Cities* (see Appendix III) provides a listing of various federal grant and loan programs that Sustainable Pittsburgh could find advantageous for accomplishing its mission.

As Sustainable Pittsburgh begins to tackle the ecological, economical, and social challenges in Pittsburgh, it must keep in mind the lessons learned from other sustainable city initiatives. The most prominent of those lessons is that successful sustainability initiatives take time, dedication, and public involvement. Another key concern of Sustainable Pittsburgh must be the exodus of the youth from the city. No city can claim to be sustainable when it is faced with an increasingly elderly population. Sustainable cities depend on their youth to

<p><b>Butler’s Sustainable Neighborhood Scorecard</b>                  People milling on the tree-lined sidewalks at lunchtime, glancing at the display window of a third-generation family-owned shoe store. Senior citizens sitting on a bench in a county park across the street from the county courthouse and their home -- a striking six-story building that once was a bank office, later converted into apartments. These are some of the images of small town life, specifically the city of Butler, the county seat of Butler, less than 40 miles from the Golden Triangle.</p>	
<p><b>Criteria for Sustainable Neighborhood</b></p>	
<p><u>Economic Opportunity</u></p> <ul style="list-style-type: none"> <li>• The major industry in Butler is Armco's stainless steel operation. The Pittsburgh-based company has 2,500 workers at its Butler operation.</li> <li>• Main Street Butler has transformed itself from a central shopping district into service and professional businesses related to county government.</li> </ul>	
<p><u>Public Awareness/Involvement</u></p> <ul style="list-style-type: none"> <li>• Generally, public participation in city government has been, for the most part, non-existent.</li> </ul>	
<p><u>Social Cohesion</u></p> <ul style="list-style-type: none"> <li>• In its promotional materials, Butler sells itself as America's city. City government has recently revitalized several of the neighborhood playgrounds with the assistance of community groups.</li> <li>• Butler revitalized the Crime Watch program and built a new public safety building to demonstrate their commitment to police and fire protection services.</li> </ul>	
<p><u>Environmental Responsibility</u></p> <ul style="list-style-type: none"> <li>• Butler has some sense of historical preservation.</li> <li>• The city has discussed establishing a historical preservation district within its boundaries, but funding issues have stalled the effort.</li> </ul>	
<p><u>Governing Efficiency</u></p> <ul style="list-style-type: none"> <li>• Butler is involved in cooperative efforts with adjacent communities for public transportation (Butler Area Transit Authority) and sewer systems (Butler Area Sewer Authority). The city also has a reciprocal fire and police service arrangement with Butler Township.</li> <li>• Other than these arrangements, there is little cooperation between municipalities. Communities in southwestern Butler County have formed a council of government, but the city of Butler and other municipalities in central Butler County are not members.</li> </ul>	
<p><b>BUTLER</b>  <b>Sustainability Grades</b></p>	
Economic Opportunity	B+
Public Awareness	B-
Social Cohesion	B
Environmental Responsibility	C+
Governing Efficiency	C
<p><b><u>Overall Sustainable Community Grade</u></b>  <b>B-</b></p>	





attract employers into the area. A concentrated sustainability effort coupled with a focus on retention of the city’s youth will enable Pittsburgh to reclaim its sustainable edge among the world’s cities.

## Generation Exodus

### *Human capital*

When considering sustainability, it is impossible to escape the need for human capital. If there is not a population base, then instability will reign supreme. People are the supporters that make businesses successful. People are the users of public spaces. People do make the difference; they are the difference between first-tier and second-tier cities, and in doing so, people represent an edge, a social edge in terms of population.

*“The sticks and bricks are only part of the equation. There is a human capital part of the process that has to also be considered. The social element is critical to development. If you simply dump lots of dollars and build lots of new stuff without regard for the human social element, the project will be unsuccessful and someone is going to have to come back at a later date and fix it.” (Hatley, 1999).*

### *Pittsburgh and comparable cities*

Historically, Pittsburgh saw its population rise and fall with the growth of industries in a manner consistent with other cities. For example, in 1850 Pittsburgh had a population of 46,601, but with the birth of industry in the city, this number climbed to 321,616 in 1900, and the population again doubled by 1950 to reach 676,806. Since then, the population has continuously decreased and the population change between 1992-97 was –5.3. Similarly, other cities strategically located along waterways and railroad-lines—such as Chicago, St. Louis, and Cleveland—experienced the same trends in population. (See table below).

**Table 2:1 Population Trends Among Selected Cities**

City	1994	1990	1980	1970	1950	1900	1850
Pittsburgh	358,883	369,879	423,959	520,089	676,806	321,616	46,601
Chicago	2,731,743	2,783,726	3,005,072	3,369,357	3,620,962	1,698,575	29,963
Cleveland	492,901	505,616	573,822	750,879	914,808	381,768	17,034
St. Louis	368,215	396,685	452,801	622,236	856,796	575,238	77,860

Note: All cities experienced rapid growth until reaching their peaks in 1950 and have declined afterwards.

### *Perceptions of Pittsburgh*

There are numerous organizations throughout the Pittsburgh region dedicated to confronting these negative perceptions of Pittsburgh. Many of these organizations are convinced that the focus should not be on drawing new people into the city because of difficulties associated with cost. Instead, it would be more productive to work on changing the perceptions of people that live here now. As Gloria Forouzan, Executive Director of the Pittsburgh Urban Magnet Project, points out, the media is detrimental to Pittsburghers’ perceptions because they highlight the loss of a couple jobs, rather than reporting on the hiring of a couple hundred jobs (Forouzan, 1999).

## ***Youth Out-Migration***

The pervasive perception in Pittsburgh is that *there are no young people; all of the young people are leaving*; and a *Generation Exodus* is plaguing the youth population of the city. Unfortunately, many of these assertions are rooted in fact. Between 1992 and 1997, the net migration of residents from the Pittsburgh region was -17.3 per 1,000 population (PG Benchmarks: Migration, 1999). The average annual population growth change during the same period was -.40% (PG Benchmarks: Population, 1999).

Nevertheless, if Pittsburgh is to begin its reparation process and seek to regain its edge in terms of youth population, it may wish to examine a study done at the University of Glasgow in Great Britain. The study shows that certain peculiarities exist in the relationships between youths and adults in regard to youth involvement with regional regeneration projects. The study yielded the following suggestions that could be useful for Pittsburgh to consider:

- Young people and adult decision-makers had divergent priorities within regeneration initiatives. For example, adults tended to emphasize the educational and training needs of young people, whereas young people were more interested in changing adult perceptions of them
- Most youth-oriented regeneration projects targeted 14-to-19 year-olds, and young people over 20 were often viewed as a 'lost cause'. There appeared to be fairly effective targeting of the most disadvantaged young people within these communities.
- Youth forums were the most common mechanism used to facilitate youth involvement in regeneration initiatives, but there was a range of difficulties with the way these forums operated, including: lacking a sense of purpose; not being integrated into the decision-making structures; and a lack of accountability.
- The impact of youth involvement on regeneration strategies and projects was minor and limited to youth-specific issues. However, youth involvement had a very positive impact on some adults' perceptions of young people and their capacity to participate in decision-making
- Youth involvement projects should be scheduled early in the life of an initiative, as, generally, young people require more time than adults to develop necessary skills to become effective participants in the decision-making process.

## ***Strategies to attract and train youth in Pittsburgh***

According to Tim Parks, the Executive Director of the Pittsburgh Regional Alliance, individuals who have had some connection with Pittsburgh are more likely to be recruited to Pittsburgh for a job. As a result, the Pittsburgh Regional Alliance undertook a "Look Here" campaign during the 1998 Christmas holiday season. This campaign, which consisted of billboards, print media advertisements and coasters aimed at a "twentysomething" audience encouraged individuals to access a website containing information about job opportunities in the Pittsburgh region. The timing of this campaign was intended to coincide with the holiday visits of many former Pittsburghers to relatives or friends homes (Parks, 1999).



The Pittsburgh region is not unique among Pennsylvania cities by having difficulty attracting and retaining its younger population. Since 1996, the state has lost more residents than any other state (CNN, 1999). This population loss is expected to cause the state to lose two congressional seats after the 2000 census. In an effort to boost population, Governor Ridge has begun a marketing campaign to advertise the technology jobs available in Pennsylvania. Media ads featuring popular Pennsylvania citizens like Fred Rogers and Bill Cowher are inviting former residents to come back home (CNN, 1999).

As a result of the technology initiatives in the Pittsburgh region explained above, many of the “professional” jobs that are available in Pittsburgh are in the technology arena. Both Mr. Parks and Ms. Forouzan indicated that the Pittsburgh Technology Council website currently has more than 800 available jobs.

### ***Tapping into colleges and universities***

With over 29 colleges and universities in the area, Pittsburgh has an edge in terms of availability of students who need to enter the workforce. Tapping into these local colleges and universities and creating awareness among students is vital to slowing the process of the “Generation Exodus” that has besieged Pittsburgh’s youth population. As reported by the Regional Marketing Coalition, “Southwestern Pennsylvania produces a large number of technically trained students from its universities. However, many of these students, particularly those from the University of Pittsburgh and Carnegie Mellon University, leave the region following graduation”. A study done by the group also showed that of the 1,298 graduates from CMU in 1996, 67% decided to move outside of Pennsylvania. If it is easier for local companies to recruit talent from local universities, more initiatives must be made and greater awareness must be generated to help keep this local talent in the region. As was previously stated, the jobs exist, especially in the technology sectors, but action must be taken in order to reverse current trends (Regional Marketing Coalition, 1997: 16).

### ***GSPIA survey results***

A survey of students currently enrolled in the University of Pittsburgh Graduate School of Public and International Affairs was conducted to determine how many plan to live in Pittsburgh upon graduation. Students were asked to document their age, if they are originally from Pittsburgh, their degree program, and if plan to live in Pittsburgh upon graduation. (A copy of the survey can be found in Appendix IV.) In addition, they were also asked to indicate their reason for leaving Pittsburgh upon graduation if applicable. Of the approximately 350 surveys that were distributed, 83 were returned (for a response rate 26%). The results of this survey are included in the table below. The final column in the table (Job as Decision Factor) notes whether their decision to stay in Pittsburgh or leave Pittsburgh was at all influenced by their ability to or perception of whether they can find jobs in Pittsburgh.

The subjects in this survey are a biased sample of the “young persons in Pittsburgh population.” Most of the students are enrolled in either an International Affairs program or a Public Administration program, which is very likely to influence in which city they will seek employment.

The survey found:

- The majority of International Affairs students who plan to leave Pittsburgh are leaving because they believe they will not be able to find acceptable jobs here.
- Most “older” students (over 36) plan to stay in Pittsburgh.
- Students who are not from Pittsburgh are more likely to leave than are native Pittsburghers.
- Even if they are not from Pittsburgh, individuals who moved to Pittsburgh for “non-school” reasons (like a job or spouse) are more likely to stay than if they came to Pittsburgh exclusively for the University.

**Table 2:2 - GSPIA Student Survey Results**

AGE	DEGREE		NATIVE OF PGH	STAY IN PGH	LEAVE PGH.	JOB AS DECISION FACTOR
25 AND UNDER	MPA^	9	5	6	3	2
	IA+	24	3	4	20	16
	OTHER*	4	2	2	2	1
26-30	MPA	5	3	3	2	1
	IA	16	6	4	12	11
	OTHER	2	2	1	1	0
31-35	MPA	1	1	0	1	1
	IA	4	2	1	3	3
	OTHER	5	2	2	3	2
36 AND OLDER	MPA	2	1	1	1	0
	IA	2	1	1	1	1
	OTHER	8	3	7	1	2

^ Masters in Public Administration

+ Masters in International Affairs

\*Other degrees include MURP (Urban and Regional Planning), MPPM (Public Policy and Management) and Doctoral Students.

## Urban Sprawl

Urban sprawl is inherently linked to issues of sustainability. Stephanie S. Cipriani of National City Bank, defines sustainability as “...a holistic approach to housing, economic development, safety and schools echoing throughout the city and into the region.” When there is no holistic planned approach to housing, economic development and school district formation, the resulting uncontrolled, unplanned and unwarranted growth is known as sprawl.

### *Urban sprawl in the U. S. (Nivola, 1999)*

In recent decades, the rate of land consumption in the United States has been enormously higher than the rate of population growth. For example, Chicago’s population increased by only 4 percent from 1970 to 1990, but land was consumed at a rate of 46 percent. Over the same period, Cleveland’s population declined by 8 percent, while 33 percent more of its territory was developed and similarly, the Pittsburgh region’s population decreased over that period by 9 percent and 30 percent of its land was converted to urbanized uses. This wide disparity between land consumption and population growth rates results in urban sprawl. While it can certainly not be blamed for all of our societal ills, we would argue that urban sprawl does have serious adverse

effects on social equity, the environment, aesthetics, a sense of community and sense of place, and even on our economic growth.

### ***Quantifying the costs of sprawl***

There have been many studies examining the costs of urban sprawl on society. Sprawl is associated with fiscal costs, pollution costs, social costs, traffic costs, and public safety costs. This report will summarize cost findings discovered in three reports: *Living on the Edge: The Costs and Risks of Scatter Development*, *The Cost of Sprawl*, and *Beyond Sprawl: New Patterns of Growth to Fit the New California*.

Study One: *Living on the Edge: The Costs and Risks of Scatter Development*: This study was written in March 1998 by researchers from Northern Illinois University and American Farmland Trust who examined the hidden costs of scatter development in Chicago suburbs. Scatter development refers to dispersed development that occurs outside of the center city.

#### **Main Findings:**

- Scatter development sites result in an education funding shortfall because homes do not generate enough in tax revenues to cover the cost of educating students. This shortfall is partly due to increased school busing costs for rural homes.
- Residents of scatter development sites were not contributing enough money to the maintenance of public roads. This lack of monetary contribution meant that other municipalities had to cover losses ranging from \$2,685 to \$10,088 per mile.
- The practice of cities waiving or providing low cost sewer and water line connection fees, results in a fiscal shortfall. In the end, city taxpayers are subsidizing the costs for residents of scatter development areas.
- Residents of scatter development areas face significantly longer emergency response times for ambulance, fire fighters, and police. For example, in a recent sprawl site it took an average of 25.3 minutes for police to respond to calls compared to 4.1 minutes within town.

Study Two: *The Cost of Sprawl*: The Cost of Sprawl is a study performed by the Maine State Planning Office in May 1997. The report was intended to educate Maine on the cost of sprawl and provide recommendations to reverse the sprawl-associated negative externalities.

#### **Main Findings:**

- Maine taxpayers have been paying increased school costs as a result of sprawling communities. Between 1970 and 1995 the number of Maine school students declined by 27,000. Although the number of students declined, 338 million dollars was allocated to build new schools in fast-growing towns. Similarly, between 1970 and 1995 student busing costs have risen by approximately 45 million dollars.
- During the 1980's, Maine's population decreased by almost 10%; however, the total miles driven increased by 57%. Municipalities have been forced to finance the construction of costly because of increased scatter development. From 1987 to 1994 were constructing roads at a rate of 100 miles a year.
- From 1980 to 1993 Maine's crime rate decreased by 17%. However, during that time total police protection services increased by 40% due to scatter development areas. Scatter

development increase police costs by spreading crime out and through increased traffic control responsibilities.

- Maine's environmental costs of sprawl is characterized by air pollution exceeding state standards due to automobile usage, decreased isolation of wetlands due to increased housing developments, and deteriorating bodies of water due to developmental run-off.
- Social costs of sprawl include the loss of historic anchors in town centers and the loss of working farms and fisheries in rural towns.

Study Three: Beyond Sprawl: *New Patterns of Growth to Fit the New California*: This report discusses the effects of uncontrolled sprawl in California and offers recommendations to more sustainably manage the state's growth.

#### Main Findings:

- Taxpayers are financing sprawl in California through highway maintenance and construction for distant suburbs, through social problems that plague older abandoned neighborhoods, and through environmental costs caused by dispersed development.
- Sprawl is causing residents of central cities and older suburbs lose jobs and access to jobs.
- California has experienced a permanent loss of almost a half-million acres of agricultural land between 1982 and 1987.
- Sprawl-induced ozone pollution has reduced crop years and costs the agriculture industry 200 million per year.
- Traditional development patterns have destroyed 95 percent of the state's wetlands over the last 200 years and has given the state the highest number of endangered species in the country.
- California has the worst air quality in the country due to automobile emissions. Air pollution is estimated to cost the four-county Los Angeles area \$7.4 billion a year.

#### ***Implications for the Pittsburgh region***

The above studies have highlighted similar hidden costs associated with urban sprawl. Hidden costs, or externalities, result in city and state governments subsidizing the costs of the suburban lifestyle. Pittsburgh is experiencing the same battle with sprawl as Chicago, Maine, and California. Research indicates that sprawl is not simply a product of growth regions, non-growth regions such as Pittsburgh, are also affected by sprawl. In order to make suburban development more sustainable and to improve our center city, Pittsburgh should consider the implementing the following recommendations concluded from the above reports:

- Build homes on smaller lots (ex. three or more homes per acre).
- Consider the ability to provide adequate emergency services when contemplating new development sites.
- Cease the subsidizing suburban development costs associated with busing, street maintenance, and new infrastructure facilities with city taxpayer dollars.
- Decrease the amount of land used for upscale housing communities.
- Develop state and county policies that recognize farmland as an economic asset.
- Create greenbelts or growth boundaries around municipalities to protect existing land.
- Increase county authority over the preservation of farmlands.

- Reduce the regulatory burden of in-town development.
- Invest in town and city centers.
- Promote regional planning.
- Develop a consensus regarding the costs of sprawl.
- Delineate where new development should and should not occur.
- Utilize land at the suburban fringe more efficiently and encourage reuse of land and other development opportunities in already developed areas.
- Establish a legal and procedural framework to send the correct economic signals to investors.

The above recommendations are from experts who deal with urban sprawl in American cities. European cities have also confronted sprawl and have investigated different solutions to this plaguing problem. Examining how other countries handle sprawl will enable the U.S. to gain a unique perspective on the root of the problem.

***European policies to improve the U. S. urban form and to decrease urban sprawl (Nivola, 1999)***

American and European cities have different urban forms and different urban problems for a number of reasons, many of which might be explained not only by historical and cultural differences, but also by widely varying policy values. There will not be an attempt to judge policies as right or wrong, rather we will pick and choose which ones might be appropriate to incent Americans to change behaviors that may be considered detrimental to the public good.

Four areas where remedies might be in order:

*1.) Tax reform*

Consumption is heavily taxed in Europe compared with the United States, where incentives are given for consumption and savings are more heavily taxed. Consumption incentives in the U. S. are for activities such as purchases of homes or bond issues that finance things like malls, industrial parks, and stadiums. Automobiles and gasoline are taxed very low compared with Europe. In Denmark, for example, the sales tax on a new medium-sized car is 37 times higher than in the U. S. The combination of consumption incentives provided is part of what stimulates people and jobs to leave center cities to go to the suburbs.

If consumption were more taxed in the U. S. and instead more incentives were provided for saving, then more capital would be available for alternative forms of urban investment, such as inner-city businesses that have a particularly difficult time obtaining loans.

*2.) Transportation*

The U. S. spends 83 percent of its transportation budget on highways, while the U. K. and France reserve 40 to 60 percent of their transport budgets for passenger railroads and mass transit systems. The highway lobby in the U. S. should have to contend with other interests for public resources, including those who believe that giving hundreds of billions of dollars to continue to build additional freeways is a waste of money. Other priorities should be able to compete for the vast pool of resources that has been devoted to building new highways. Why not get a little progressive and even consider investing some of those funds into innovations like more experimentation with efficient price-rationing of infrastructure that already exists.

### 3.) *Public housing*

It is now widely recognized that public housing in the U. S. over the past 50 years has been a disaster. Pulling together masses of impoverished people and isolating them in inner-city housing complexes has been inhumane at best and has contributed to the flight of the middle class to the suburbs. In some cases the long haul has already begun of completely changing public housing by closing down failed complexes. Some former residents will move directly into private housing with rental vouchers, or they will be able to live in either scattered site or mixed-income developments, as is the model in many European cities. Three major projects of this sort are underway in Pittsburgh in the public housing community in the Manchester neighborhood and in the housing communities of Allequippa Terrace and Bedford Dwellings in the Hill District. All projects are being funded largely through the HUD Hope VI program.

### 4.) *Regulatory overhaul*

While European cities might learn from the U. S. when it comes to relieving the private sector of controls that raise direct costs, the U. S. could take a lesson from Europe in terms of relieving the local *public* sector. American cities have been pressed to be self-supporting, while the federal government has sought less discretionary spending but has not let up in the nation's activist social agenda. The burden of unfunded mandates on municipalities has been massive.

Two examples of this are found in education and urban mass transit. A government mandate on education, the Individuals with Disabilities Education Act, compels local authorities to spend \$30 billion per year to meet the special needs of students with disabilities, but the federal government reimburses only 8 percent of the added expense. Compliance costs in urban school districts are higher, and Washington, DC alone spends \$65 million annually to administer special education.

Section 504 of the Rehabilitation Act and the Americans with Disabilities Act have added major financial obligations to urban mass transit systems. These special accommodations are desirable and just, but if federal courts, agencies, and Congress require the most expensive means of providing these services, then they should not be able to easily pass the costs onto local taxpayers.

Fewer top-down directives would ease the burden on many cities and, indirectly, their overtaxed neighborhood businesses. Continued state and federal dictates will force cities to raise taxes and continue to drive away residents and businesses that they so desperately need. If the federal or state governments "deem their mandatory social wish list to be important, they should pay for it. In this respect, the welfare states of Europe are sometimes more honest. Top-heavy and extravagant as they can be, at least some accept a greater share of direct responsibility for the fiscal obligations they create" (Nivola 1999).

## **Preservation**

Preservation is another mechanism that can be used to control sprawl by encouraging restoration of existing structures, rather than the expansion and construction of new development. The main foci of this report are preservation and sustainability in Pittsburgh.



Pittsburgh is a city that retains many historic structures and neighborhoods. The city also has been successful in maintaining and preserving many of the aforementioned buildings and areas. Some more prominent examples are:

- Station Square
  - Example of adaptive reuse
- South Side
  - Example of successful historic Main Street Program
- Manchester and Mexican War Streets
  - Successful historic residential projects
- Strip District
  - Example of rehabbing industrial buildings

Pittsburgh is also fortunate in that there are strong preservation organizations that are very influential in preservation projects. These organizations include Pittsburgh History and Landmarks Foundation and Preservation Pittsburgh as well as many local community development corporations that are involved in preservation in their respective neighborhoods.

In light of the above examples, it is often perplexing and paradoxical to learn that present plans in Pittsburgh seem to lack a preservation aspect. The current projects planned for downtown, particularly along the Fifth/Forbes corridor, seem to mimic a suburban atmosphere and lack any type of preservation aspect. Considering the Fifth/Forbes corridor retains many historically significant buildings and due to the fact that Pittsburgh has been very successful, the South Side's Main Street Project has received national attention, with various preservation projects it should only be fitting that some preservation scheme be included in any plan for downtown revitalization. This and various other issues concerning preservation in Pittsburgh will be woven throughout the report.

## **Conclusion**

This chapter through comparative analysis has examined the issues of sustainability, urban sprawl, and preservation. It will serve as a foundation for the rest of the report and will examine land use and zoning practices, riverfront development, downtown business district planning, and adaptive reuse strategies applicable to the City of Pittsburgh. In each of these sections, the themes of sustainability, sprawl, and preservation will be reiterated as the foci for reclaiming Pittsburgh's edge.

## **CHAPTER III – LAND USE POLICIES**

### **Introduction**

The use of land is fundamentally what gives form to urban and metropolitan areas. In order to be more sustainable, land use planning and policies ought to be based on comprehensive plans that take a range of goals into consideration, including ecological carrying capacity of the land, economic sustainability, and social equity.

This chapter sets forth three topics relevant to land use planning and policy-making:

1. Comparison of land use policies in four states;
2. Zoning practices; and
3. Contrast of two MPOs in Pennsylvania.

The comparison of state land use policies is designed to examine both Pennsylvania's current land use planning system and also other state policies that authorize land use planning on a more statewide or regional level. The comparison states include Oregon, Maryland and Vermont. Each program is unique, yet strives to achieve the same desired effects which result from a more cooperative and regional approach to land use planning. From what we learn about the other states, we will draw conclusions about land use planning in Pennsylvania and will suggest more widespread use of zoning practices that foster preservation and sustainability. Set forth are tables of progressive zoning practices that are permitted in Pennsylvania.

Because the City of Pittsburgh has recently adopted a new zoning ordinance, we have reviewed and evaluated how it contributes to sustainability, specifically within the context of the New Urbanism movement. An analysis follows of Houston, Texas, the only major city in the United States that does not have a zoning ordinance. We explore reasons for this phenomenon including perceptions about the effects of zoning and other land use tools that are in place that may negate a need for zoning.

Metropolitan Planning Organizations (MPOs) in many American regions have taken a lead role in successfully implementing strategies and policies that promote sustainability on economic, social and environmental levels. In Pennsylvania, the two largest MPOs are the Delaware Valley Regional Planning Commission (DVRPC), which serves southeastern Pennsylvania and Southern New Jersey, and the Southwestern Pennsylvania Commission (SPC), which serves southwestern Pennsylvania (please see Figure 3.2). Although they exist under the same state and federal mandates, a quick comparison of the two organizations will show some distinct differences and deficiencies in the Pittsburgh region's metropolitan planning efforts.

### **State Land Use Policies**

In this section we examine land use policies aimed at stopping sprawl in Oregon, Vermont and Maryland. We then analyze Pennsylvania's policies in this context. All three

states have shown more rapid population growth than Pennsylvania over the 1960 to 1990 period (see Table 3.1).

**Table 3.1: Population, U. S., Oregon, Vermont, Maryland and Pennsylvania, 1960 - 1990**

<u>State</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>Percent Change 1960-1990</u>
United States	179,323,000	203,302,031	226,545,805	248,709,873	39%
Oregon	1,769,000	2,091,533	2,633,105	2,842,321	61%
Vermont	389,896	444,330	511,456	562,758	44%
Maryland	3,101,000	3,923,897	4,216,975	4,781,468	54%
Pennsylvania	11,319,000	11,800,766	11,863,895	11,881,643	5%

Source: US Census Bureau, 1990

### ***Oregon***

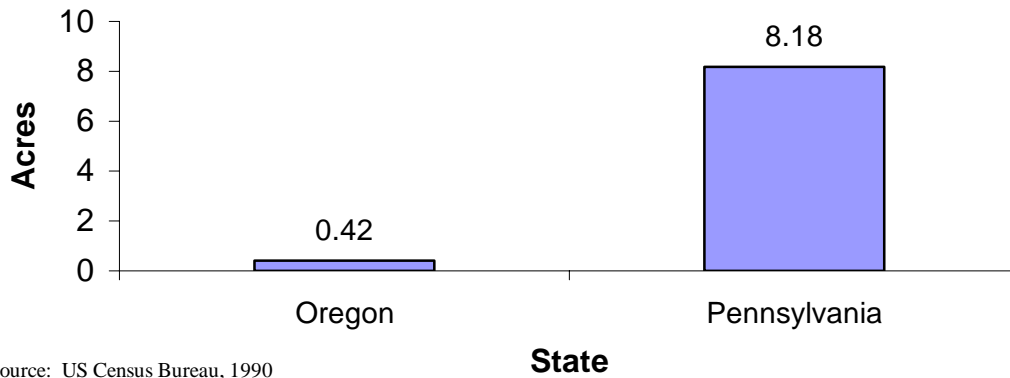
Oregon is a state that has been experiencing population growth since the 1960s at a rate faster than the U.S. as a whole. From 1960 to 1990, Oregon's population increased by 61%, while the United States population increased by 39% and Pennsylvania's population only increased by 5%. The situation becomes controversial when we introduce the amount of agricultural land lost to developmental needs in relation to the rate of population growth. Amazingly, even as Oregon's population was growing rapidly in the 1980s, the state managed to gain 69,383 acres of farmland through the successes of a statewide planning program. And even though there was a decrease in the amount of farmland by some 200,000 acres between the years of 1987-92 in Oregon, Pennsylvania managed to lose 677,000 acres of farmland between those same years. Furthermore, the higher rate at which Pennsylvania was losing agricultural land was not justified given its slower population growth. While Oregon has been able to maintain 29% of their state land area in farms between 1982 and 1992, Pennsylvania has shown a 4% decrease in the amount of farmland between the same time period.

Between 1982 and 1992, the state of Oregon lost only 0.42 acre of agricultural land for each new resident moving in or being born in the state. Pennsylvania, on the other hand, lost 8.18 acres of agricultural land for each new resident moving in or being born in the state (see Figure 3.1).

Furthermore, Oregon has set policies to keep the market value of agricultural land low, and its value falls well below the market value of agricultural land in Pennsylvania (See Table 3.2). This implies that there is less incentive for farmers to sell their land to developers in the state of Oregon.

Why is it working in Oregon?: Perhaps biased, Richard Brenner of Oregon's Department of Land Conservation and Development (DLCD), the state's planning agency, suggests that Oregon probably has the most successful growth management program in the nation. Oregon's governmental structure is far less fragmented than the state of Pennsylvania, and this contributes to their overall achievements in land use planning. Oregon is divided into 240 cities and 36 counties for a total of 276 local governmental entities (vs. 67 counties in Pennsylvania with 2,751 municipalities). What a contrast!

**Figure 3.1: Acres of agricultural land lost for each new resident, Oregon and Pennsylvania 1982-1992**



Source: US Census Bureau, 1990

**Table 3.2: Agricultural Data, Oregon and Pennsylvania**

Oregon Agricultural Data	<u>1982</u>	<u>1987</u>	<u>1992</u>	Percent Change (1982-1992)
Number of Farms	34,087	32,014	31,892	-6%
Land in Farms (acres)	17,739,782	17,809,165	17,609,497	-1%
Estimated Value of Farmland/Acre	\$705/acre	\$542/acre	\$663/acre	-6%
State Land Area (acres)	61,557,894	61,557,894	61,557,894	0%
% in Farms	29%	29%	29%	0%
Total Cropland (acres)	5,237,399	5,236,393	5,037,764	-4%
Total Woodlands (acres)	1,816,404	1,636,531	1,830,158	1%

Pennsylvania Agricultural Data	<u>1982</u>	<u>1987</u>	<u>1992</u>	Percent Change (1982-1992)
Number of Farms	55,535	51,549	44,870	-19%
Land in Farms (acres)	8,297,713	7,866,289	7,189,541	-13%
Estimated Value of Farmland/Acre	\$1,520/acre	\$1,579/acre	\$2,056/acre	35%
State Land Area (acres)	28,728,339	28,728,339	28,684,522	0%
% in Farms	29%	27%	25%	-4%
Total Cropland (acres)	5,545,787	5,398,072	5,021,773	-9%
Total Woodlands (acres)	1,734,378	1,545,550	1,421,561	-18%

Source: US Census Bureau, 1990

Senate Bill 100: Oregon had set itself apart from other states when it commenced an unprecedented effort to control growth with the introduction of a 1973 land use law - still called Senate Bill 100. It was, and remains, an extraordinary piece of legislation. Generally speaking, the bill reclaimed some of the authority once delegated to local governments and gave it to the state. Senate Bill 100 also created a state planning agency responsible for monitoring and implementing the statewide program, the Department of Land Conservation and Development (DLCDD) which is centrally located in Salem, OR. Shortly after Senate Bill 100 was passed in 1974, DLCDD established "statewide planning goals" to guide growth and development in the state (Brenner, 1998). All 276 cities and counties in Oregon are mandated to adopt comprehensive plans and ordinances that are consistent with the 19 goals. These 19 goals address in some fashion:

1. Citizen involvement
2. Land use planning
3. Agricultural Lands
4. Forested Lands
5. Open Spaces
6. Air, Water and Land Resources Quality
7. Areas Subject to Natural Disasters
8. Recreation Needs
9. Economy of the State
10. Housing
11. Public Facilities and Services
12. Transportation
13. Energy
14. Urbanization
15. Willamette Greenway
16. Estuarine Resources
17. Coastal Shorelands
18. Beaches and Dunes
19. Ocean Resources

The process of adopting these goals within the structure of local regulations and ordinances is based on a partnership between citizens, local government, DLCDD and other state agencies. This coordination responsibility is important, for it allows the local plan to become the controlling land use document. Although Senate Bill 100 has had its opponents over the years, no court action has been quite strong enough to repeal it from the books. A statewide planning program is there to stay in Oregon. Since then, 11 other states have taken on some form of comprehensive planning (whether statewide or on a more regional level) and growth legislation including Florida, Georgia, Hawaii, Maine, Minnesota, Rhode Island, Vermont, New York, New Jersey, Maryland and Washington (Sierra Club, 1998). Our analysis of Vermont and Maryland follows.

### ***Vermont***

Vermont's statewide land use planning policies are a convergence of top-down comprehensive planning and an interesting combination of economic and environmental concerns (APA, 1996). Vermont's land use policies force towns to consider the long-term effects of their projects and where development should occur. This general style of policies includes mandatory local planning but with a weak state role. The state has little authority to govern local plans even if they are contrary to statewide planning policies (Nelson, 1997). Other states that use this style are Georgia and California. Vermont's policies do have good intentions, but does this style of policies really curb sprawl?

Despite Vermont's small size, the state has experienced remarkable population growth in terms of percentage increase (44%) between 1960 and 1990 (see Table 3.1). This growth has resulted in the consumption of a relatively large portion of Vermont's farmland, 295,916 acres between 1982 and 1992 (see Table 3.3). That is 6 percent more land than Pennsylvania lost during the same period (see Table 3.2). It is hard to believe that a state that is renowned for bucolic vistas and Norman Rockwell country towns has suffered the devastating effects of sprawl. Understanding Vermont has statewide growth policies, it seems inconsistent that so much land would be devoured, or does it?

**Table 3.3: Vermont Agricultural Data**

	<u>1982</u>		<u>1987</u>		<u>1992</u>		<u>% Change 1982-1992</u>	
	Vermont	PA	Vermont	PA	Vermont	PA	VT	PA
Number of Farms	6,315	55,535	5,877	51,549	5,436	44,870	-14%	-19%
Land in Farms (acres)	1,574,441	8,297,713	1,407,868	7,866,289	1,278,525	7,189,541	-19%	-13%
State Land Area (acres)	6,153,600	28,964,672	6,153,600	28,964,672	6,153,600	28,964,672	0%	0%
Percentage in Farms	26%	29%	23%	27%	21%	25%	-5%	-4%
Total Croplands (acres)	772,055	5,545,787	707,970	5,398,072	658,765	5,021,773	-15%	-9%
Total Woodlands (acres)	617,112	1,734,378	529,115	1,545,550	479,377	1,421,561	-22%	-18%

Source: 1992 Census of Agriculture

Act 250:

*"We can't make a national park out of the state, but neither do we need to create a commercial jungle . . . How can we have economic growth and help our people improve their economic situation without destroying the very secret of our success, our environment?"* **Former Governor Deane C. Davis - 1970**

In 1969 when Governor Deane Davis took office, he appointed a commission with the responsibility to examine ways to control impacts of growth, and groomed his administration to make the passage their top priority. The Vermont Environmental Board was created to oversee the permitting process and act as the "appellate tribunal" for the newly developed regional planning commissions, which were created to issue development permits and critique proposals for harmony with state-wide plans, regional plans and/or capital programs. The primary force behind Vermont's development control is the Vermont Land Use and Development Law, Act 250. Act 250 allows "regional and city panels to review almost all major residential and business development proposed in Vermont" (Bressor, p.1). The bottom line is that major developments need to be permitted before they proceed. The regional commissions are required to review the applications and ensure the proposed development will not:

1. Result in unnecessary water and air pollution;
2. Be dangerous or congest highway conditions;
3. Create an undue burden on educational facilities and other government services;
4. Adversely affect aesthetics, wildlife habitat, historic sites;
5. Devour large tracts of prime agricultural soils; or
6. Result in nonconformance with state and regional plans.

Act 200: Though Act 250 was well accepted by the public, the mandate for a statewide land use plan within Act 250 was plagued with controversy. Primarily because the Environmental Board

avored general policy statements while the preparers of the plan preferred "map-specific" detail, Act 250's statewide plan was abandoned.

What resulted was a growth management act containing optional and mandatory provisions, which allows for regional planning and citizen participation in the adoption of plans. In 1988, Governor Madeleine Kunin created Act 200, which established 12 planning goals. This does not make planning mandatory, but it provides financial assistance to towns who do participate in planning. Nevertheless, by choosing to plan, a town must adhere to the statewide goals and address local heritage issues, transportation, land use and natural resources concerns. Moreover, the act requires bordering towns and regions to coordinate their plans.

Wal-Mart Case: Recently the proposal to develop a Wal-Mart a couple miles outside of St. Albans tested the proverbial teeth of Act 250, and now has environmentalists and planners rejoicing new found control over sprawl. This landmark event began when district 6 approved the application for development, which then was passed to the Environmental Board for review. The Board denied the application--"*de novo appeal*". Following the applications denial, the Environmental Board listened to the opposing arguments, which mostly centered on the issue of sprawl. Finally, the Vermont Supreme Court ruled against Wal-Mart. Why is such a decision pivotal in the strength of Act 250? Simply, Act 250's 9 (A) criterion was upheld, as "development cannot and must not cause growth that overburdens the financial resources of the affected municipalities" (Murphy, 1998, p. 3).

Conclusion: Property rights activists believe that Vermont's policies, especially Act 250, stifle small businesses and infringe on the rights of landowners. Then there are those who believe it is just plain communism. However, the majority of Vermonters relish the policies and the quality of life they provide. It takes no analysis or research to see the effects of the state's legislation; all one must do is drive through the state. Moe (1997) contends that "there are two essential elements in any effective program to combat sprawl: sensible land-use planning and the revitalization of existing communities." Despite the loss of farmland, Vermont's policies have been largely successful, though sprawl is still an issue.

Current initiatives and legislation may not be enough to reverse these trends but they are certainly a start. The new statewide property tax will lessen the competition among towns for development, while existing policies encourage downtown investment and the preservation of open space. But the methods must be used by local leaders. This may be where the system fails. No matter what "new found" control Act 250 has over sprawl or the various initiatives the state employs for downtown development, if local governments do not begin to use these methods, the current trends in Vermont will escalate.

## ***Maryland***

Local governments, either counties or municipalities are granted planning and zoning power in the state of Maryland. Maryland, however, took a strong step in managing development with the introduction of Smart Growth. The state did not use new regional planning, growth boundaries, zoning or land-use rules to achieve its goal of better managing growth. Maryland officials realized government spending on infrastructure and other programs

were the causes of uncontrolled growth. The state will use its \$16 billion budget to provide incentives for development in existing areas instead of undeveloped lands. At the same time, the state will make it difficult to publicly fund infrastructure for farmlands, forests and other natural lands.

The Smart Growth initiative has three goals:

- Save remaining natural resources.
- Support existing communities and neighborhoods with state funds to support development in areas where infrastructure is already in place (or planned).
- Save taxpayers money by not building infrastructure that promotes sprawl (*Maryland's Smart Growth website*).

Smart Growth integrates several agencies whose decisions affect where growth occurs:

The State Office of Planning is responsible for the Priority Funding Areas. Priority Funding Areas are areas where the state and local governments want to target economic development and new growth. The state would give priority for funding of existing communities, industrial areas and planned growth areas designated by counties. The area must meet set criteria for comprehensive planning, density and sewer.

The State Department of Natural Resources is the contact for the Rural Legacy Program. The program redirects existing funding into a land preservation program that is designed to limit sprawl into agricultural lands. The state will buy conservation easements in large agricultural, forest and natural areas that face development pressure. Over the next four years, the state will allocate \$71.3 million for the program. About \$23 million will come from general obligation bonds, \$18.3 million from an increase in real estate transfer tax and \$30 million from the Stateside land acquisition budget. If funding continues at this level, state officials estimate up to 240,000 acres of land could be protected in the next 12 years.

The Department of the Environment oversees a brownfields program. A law effective in February 1997 limits liability for those redeveloping brownfields unless the redevelopment worsens existing contamination or creates new pollution. Developers interested in participating in the program must supply the department information on environmental conditions, including contamination and a proposed clean-up program. The law also provides grants and low-interest loans for brownfield redevelopment.

The Department of Business and Economic Development is responsible for a job-creation tax credit program that encourages small businesses to locate in designated areas. The program offers tax credits for business owners who create at least 25 jobs, which must be permanent full-time positions and pay at least 150 percent of the minimum wage.

The Department of Housing and Community Development operates a pilot program that encourages employees to live near their place of work -- Live Near Your Work. This program provides incentives to buy houses in designated neighborhoods. Grants up to \$3,000 are provided to homebuyers toward down payments or closing costs, and they are required to live



there for at least three years. The local government must designate areas with the department's approval. Participating employers must set eligibility requirements, promote the program to employees and provide matching funds.

The Smart Growth program also includes local government in the role of growth management. Some of the responsibilities municipal governments have under the program are:

Impact Fees: Municipalities that have a residential development impact fee to finance school construction must assist counties in collecting the fee. The municipality can collect the fee themselves or authorize the county to collect the money.

Adequate Public Facilities Standards: Municipalities that have zoning in a county with adequate facility standards for school capacity must adopt their own standards before the state funds growth-related projects. The requirement is waived for municipalities that collect an impact fee or have other means to defray costs of school construction due to new residential development.

Annexation: Areas that are annexed by a municipality since the beginning of 1997 must meet two standards to qualify as Priority Funding Areas:

- Land developed before January 1997 must have public sewer systems and an average density more than two units per acre.
- Land undeveloped before January 1997 must have public water and sewer systems and an average density of 3.5 or more units per acre.

While it is still too early to tell what the effects of Smart Growth will be in Maryland, it is encouraging that a neighboring state has taken this step. Could Pennsylvania be next?

### **Why *isn't* it working in Pennsylvania?**

If Oregon's statewide planning program was feasible to implement in the state of Pennsylvania, either on a logistical or even political basis, the benefits would be great. However, this is not a viable option for the state of Pennsylvania...yet. With its long-standing tradition of local government autonomy, it will be a lengthy and frustrating legislative process for the state to regain some of its planning power that was given to the local governments many years ago; however, there are many who believe that it can be done.

The issue of land use planning in Pennsylvania is laden with Constitutional and legislative technicalities as well as strong support on both sides of the issue. Environmentalists, liberals and "new-school" planners tend to agree that action should be taken toward changing our current land use policies due to the implications associated with urban sprawl. On the other hand, developers, homebuilders, conservatives, "old-school" planners and property rights activists do not agree that there is a problem and new land use planning policies will be a threat to their industry. Politically, there seems to be low support for introducing new land use planning policies as local elected officials assume that any new policies may reduce their power at the municipal level.

As stated, Pennsylvania contains one of the most fragmented systems of local government in the United States. Within the 67 counties in Pennsylvania, there are 2,571 local government jurisdictions or municipalities, which include townships, boroughs, 1<sup>st</sup>, 2<sup>nd</sup>, and 3<sup>rd</sup> class cities. Pennsylvania's constitution makes the General Assembly the source of the "police power," which is the power to enact laws that protect the public health, safety, morals, and general welfare. The General Assembly has, in turn, given local municipalities the primary responsibility for regulating land use and development through the Municipalities Planning Code (MPC) since municipalities have no inherent powers to regulate land use. Articles in the MPC address: comprehensive planning, zoning, subdivision, planned residential development, official maps, ordinances, joint zoning, and appeals to court.

The MPC currently has many good provisions; however, many are merely advisory and thus ineffectual. For example, both making comprehensive plans and the power to zone is voluntary. Past efforts toward more effective land use planning in the state of Pennsylvania should not be overlooked -- the MPC is in its 13<sup>th</sup> edition, with Act 170 amendments in 1988, Act 209 amendments in 1990 and Act 131 amendments in 1992 (Local Government Commission, 1993). All amendments attempted to improve the ability of municipalities to plan and manage growth, through strategies such as Transfer of Development Rights programs (TDRs), joint planning programs, open space zoning and agricultural zoning.

Finally, the implications associated with the lack of effective land use planning policies have been addressed with the formation of Governor Ridge's Environmental Advisory Committee (EAC) under his July 1, 1997 Executive Order 1997-4. Known as the 21<sup>st</sup> Century Environment Commission, this 40-member coalition has formulated a report with the top five environmental priorities within the state of Pennsylvania. 'Promoting Responsible Land Use' leads the way as the most pressing, albeit most controversial, issue at stake.

In the meantime, Pennsylvania communities do have a number of tools at their disposal to foster preservation and sustainability through land use planning. Some Pennsylvania counties are already using progressive zoning strategies to improve land use planning (see Table 3.4). We recommend that a wider range of the following zoning practices be implemented in Pennsylvania counties. This can be facilitated by providing information to all Pennsylvania counties about what zoning strategies exist to foster preservation and sustainability and to show how other counties have successfully implemented these tools.

**Table 3.4: Zoning strategies to foster preservation and sustainability**

<b>Strategies to foster preservation</b>	<b>What does it do?</b>	<b>How does it work?</b>	<b>Examples</b>
<b>Natural resource protection provisions</b>	Protects natural resources by limiting development in enviro. sensitive areas; bases allowable tract density on remaining buildable area.	Standards are set for limiting development intrusion into specific types of areas. A "net-out" may be used where land area that can't support development w/o negative enviro. impact are deducted from total parcel area before determining max. no. of units	Bucks County, Chester County, and Allegheny County (Findlay Township and Penn Hills), PA
<b>Performance zoning</b>	Protects natural resources, allows a variety of housing types, and allows flexibility in site design.	3 performance criteria are used: natural resource protection (determines no. of dwelling units allowed on a tract); open space ratio; and impervious surface ratio (specifies max % of tract that can be covered with non water absorbing surfaces).	Bucks County and Allegheny County (McCandless, Findlay Township and Penn Hills), PA
<b>Lot averaging</b>	Enables more flexibility in site design than conventional lot layout by making it possible to avoid destruction of natural features and to make better subdivision of oddly shaped tracts.	Allows lot sizes to vary down to a stated minimum so long as the total number of lots on the tract is not increased beyond the no. allowed by the underlying zoning. Usually the minimum size permitted by lot averaging is 2/5 the lot size of the district.	Chester County, Allegheny County (Marshall Township), PA
<b>Open space zoning (clustering)</b>	Enables more flexibility in site design than conventional lot layout or lot averaging, making it possible to preserve configurations of natural features and to effect considerable savings in site development costs.	Allows the total no. of dwellings permitted by the zoning for the tract to be located on small lots on the most buildable portions of the site.	Montgomery County, York County, PA.
<b>Historic district zoning</b>	Controls changes to exteriors of structures that would detract from historic or architectural character of district in which they are located, particularly as viewed from public realm.	An historic district can be established by PA municipalities under the authority of the MPC (Municipalities Planning Code) or the Historic District Act (Act 167).	19 counties in PA.
<b>Historic zoning for scattered sites</b>	Protects the character of historic resources by regulating their use, enlargement, alteration, and demolition.	An overlay zone is applied to individual sites that may be scattered throughout the municipality. More stringent regulations may govern the sites of greater historic value.	Chester County, City of Pittsburgh, City of Philadelphia, PA and various others.
<b>Tree preservation and planting</b>	Preserves yard trees as land is developed for residential and commercial uses.	Tree preservation may be regulated through zoning and subdivision ordinances or by adopting a separate tree preservation ordinance. Requirements are often implemented during site plan review.	Bucks County, PA.
<b>Sign regulation</b>	Regulates the location, size, and design of signs and billboards to promote traffic safety, protect property value, and preserve the aesthetic quality of a community.	Municipalities may adopt sign regulations through the Zoning Article of the MPC. PennDOT regulates interstate highway signs.	Gettysburg and a number of other municipalities throughout PA.

Strategies to foster sustainability	What does it do?	How does it work?	Examples
<b>New village zoning (complementary program: transfer of development rights)</b>	Incorporates design standards that typify traditional villages and towns to create an alternative to spread-out suburban development. Standards permit a walking environ., human scale, and higher densities.	Unlike other mechanisms here, this is not typically a zoning provision, but rather an additional ordinance. An example from Virginia includes these components: development density; design specs.; clustering; mixed uses; affordable housing; etc.	Loudoun County, VA. Nowhere in PA.
<b>Accessory housing</b>	Provides relatively small & inexpensive housing units for the elderly, single-headed households, young couples, and others. It expands the stock of affordable housing and reduces the typical age & income homogeneity of residential areas.	It provides one small additional dwelling unit on a single family lot. The addl. unit may be in the house, a separate structure on the same lot, or temporary units such as "elder cottages".	Bucks County, Lancaster County, and Montgomery County, PA.
<b>Provisions for narrow sideyards &amp; frontyards</b>	Provisions for one narrow sideyard and a shallow front yard yield more usable outdoor space on a given lot. They can also help provide more affordable housing by permitting smaller and less costly lots w/ same amount of outdoor space.	Conventional requirements for front, side, and back yards place house in middle of the lot. Result is often 2 narrow side yards, deep front yard & small back yard. This provision would enable more usable outdoor space.	Montgomery County, Delaware County, Allegheny County (Findlay Township), PA.
<b>Agricultural zoning</b>	Severely limits non-ag. uses in defined ag. zoning districts.	2 ways: exclusive and non-exclusive ag. zoning. In PA only non-exclusive is used. One form of this is very large lot zoning, requiring for example, a 40-acre lot for a non-farm dwelling.	Lancaster, York, Chester, Lehigh, and Berks Counties, PA.
<b>Floodplain zoning &amp; management</b>	Maintains floodplain function by establishing corrective and preventive measures that avoid or reduce flood damage, and restrict activities within a floodplain.	Towns may restrict development close to rivers to: conserve ecologically significant areas, minimize interference with flood flows, minimize flood damage, maintain groundwater recharge, & conserve flora and fauna.	Affected municipalities throughout PA.
<b>Steep slope protection</b>	Limits development on steep slopes and specifies how permitted development should occur in these areas.	A variety of techniques are available: slope-density provisions decrease allowable development densities as slope increases; slope-open space provisions specify % of land to be maintained in a natural state.	Affected municipalities throughout PA.

## Pittsburgh Zoning Code Revisions

There are two theories about zoning as it relates to the New Urbanism. Kunstler (1997: 122-23) exposes the first view: throw out the present zoning laws. Zoning, Kunstler says, prevents the building of communities where people want to work, shop and live.

Present zoning codes, Kunstler says, are thick stacks of materials filled with legal jargon that few -- even attorneys -- can comprehend. Zoning only benefits professionals and actually results in higher costs and wasted time (Kunstler, 1997: 148).

In order to build areas people want, Kunstler says zoning must be eliminated replaced by a consensus-building process that relies on formal planning and design codes that are easy to

understand. Traditional town planning presents pictures and graphic codes that the public can easily relate (Kunstler, 1997:148).

The second view of zoning and New Urbanism is: Without zoning, it's impossible to have any type of quality development. Urban design cannot be consistent and meaningful without zoning (Brean interview).

Kunstler's approach works with small towns, but in a city like Pittsburgh -- an agglomeration of small towns and neighborhoods -- the complexities of urban living means zoning must exist. That does not mean approaches to New Urbanism cannot be integrated into zoning. The idea is to mix traditional zoning with performance zoning.

This is the approach this section takes in evaluating the City of Pittsburgh's revised zoning ordinance, which went into effect on February 26, 1999. The former version of the code was written in 1958 -- a time when the steel industry dominated the City's (and region's) economy. Suffice to say the City has changed dramatically in 40 years, and the code was outdated.

Before evaluating the newly adopted zoning ordinance for the City of Pittsburgh, there remained the hope that it was rewritten to achieve goals related to the New Urbanism:

- Newly formed districts would incorporate mixed uses.
- The parking requirements would be loosened up.
- The downtown would incorporate more housing.
- The public realm would become more important, where the building meet the street.
- The need for public space would be emphasized.
- Higher density development would be supported.
- Alternatives to driving would be supported and strengthened.

The new zoning code is a step forward towards achieving these goals. At the very least, there are several changes that allow new development to blend in with the old and encourage

#### **Did Somebody Say That There Were Urban Growth Boundaries in Pennsylvania?**

Lancaster is probably one of the richest farming counties in America. Since 1960, Lancaster County has lost more than 72,000 acres of farmland, an area more than twice the size of Pittsburgh, to sprawling development (Hylton, 1995). Huge designer outlets and boxy residential subdivisions in the midst of precious agricultural land have contributed heavily to the County's explosive growth at the expense of the City of Lancaster, which has been experiencing serious economic decline.

After several years of brainstorming and debate, a coalition of businessmen, developers, farmers and environmentalists pioneered a plan to both protect the county's farmland and revitalize the City of Lancaster. Endorsed by the Lancaster County Planning Commission, an Urban Growth Boundary program was implemented. The Commission designated 13 urban growth areas around the City of Lancaster, which included 45 of the 60 municipalities. The County then asked each of these municipalities to enact zoning compatible with the growth boundary. Fortunately, a large percentage has participated. The growth areas contain sufficient land to accommodate all the commercial, industrial, and residential growth expected during the next 20 years, plus a safety margin of 50%.

Unlike other states, Pennsylvania has no law specifically authorizing urban growth boundaries. The Commission was able to formalize an urban growth boundary program through intergovernmental cooperative agreements. An agreement drafted by Lancaster County committed both the county and its municipalities to cooperate on establishing an urban growth boundary. Both the county and municipalities had differing roles in

urban infill. A hybrid between conventional and performance zoning, the new code strives to achieve mixed uses in an intelligent manner. The new zoning ordinance established six new mixed-use districts: Neighborhood Office District (NOD); Local Neighborhood Commercial District (LNC) replacing Commercial District; Neighborhood Industrial District (NID) replacing Limited Industrial Districts; Urban Neighborhood Commercial Districts (UNCD) replacing Commercial Districts; Highway Commercial District (HCD); and General Industrial District (GID) replacing Heavy Industrial District.

To get the districts passed through city council, emphasis was placed on protecting residential districts using a residential compatibility standards overlay. For example, if you choose to live in the NID, the ordinance will indicate that where you live will be noisy. Having been successful in establishing new districts, efforts were focused on amending existing regulations. First, the new code is more responsive to dense residential development due to relaxation of the square foot requirement for nonconforming uses. Also, it recognizes that the answer to parking problems is not providing more parking lots, but rather to loosen regulations on minimum allowable parking. Hence, in areas where a business absolutely can not provide the amount of parking required by the ordinance, regulations allow the business to locate there anyway. There is also a parking maximum requirement as well as the existing minimum. Additionally, there is emphasis on public space, or more specifically, how buildings meet the street. This effort is a move towards ensuring New Urbanist features such as pedestrian friendly sidewalks and civic minded streets.

Still there were many compromises on the New Urbanist-type ideas. For example, a provision in the parking requirement section allowing less parking *if* bike racks and showers were provided on site for employees did not stick. Public officials need to be educated on planning issues. Unfortunately, many believe that any kind of growth is good, regardless of how it happens. Hopefully, the positive effects from the new zoning code revision will be noticeable and those making planning decisions will finally get the point.

## **The Case of Houston: The Only Major U. S. City Without a Zoning Ordinance**

### ***Still no zoning in Houston***

On November 2, 1993 the citizens of Houston, Texas voted down the City's first zoning ordinance after City Council had unanimously voted to adopt it. Houston is the 4<sup>th</sup> largest metropolitan area in the United States and the only major city that remains unzoned.

### ***Who opposed zoning and why***

The vote tabulations show that the demand for zoning comes from areas that are inhabited mainly by black and white middle-income people. All other areas opposed zoning, including predominantly Hispanic precincts, low-income black areas, and both low-income and upper-income white areas (McDonald, 1995).

The pros and cons of zoning were discussed widely and openly prior to the referendum, and the vote was close – only 52 percent voted to reject it. Zoning proponents conventionally argued that zoning is necessary to control negative externalities and to protect property values. Advocates also said that neighborhoods of all income levels are threatened by trashy commercial uses where effective deed restrictions are lacking.

Zoning opponents pointed out that the true purpose of zoning is to “keep out the riffraff” (McDonald, 1995). Other stated drawbacks were the potential that zoning would result in inflated housing costs by limiting density, cause urban sprawl and waste energy, add bureaucracy, and promote segregation by race and income. The argument went that the real purpose of large-lot, low-density residential zoning is to exclude poor people from certain areas. It seems that sometimes when negative neighborhood effects resulting from incompatible land uses are discussed, it can be interpreted as referring to low-income people rather than gas stations, commercial traffic, or nuisance bars. Of course, large-lot, low-density is not the only kind of zoning that exists, but it happens to be the predominant post-war model.

A conclusion that can be drawn from the referendum voting pattern is that demand for zoning results from its use as an exclusionary device to keep low-income people out of certain areas (McDonald, 1995). However, the ordinance itself states that the goals of zoning are: promoting the general health and welfare, preventing overcrowding of land and undue concentration of population, facilitating adequate provision of public services, providing a guide for the physical development of the city, maintaining property values by stabilizing expectations, encouraging redevelopment of areas of the city, enhancing the supply of affordable housing, lessening street congestion, and providing safety from fire, panic, and other dangers (McDonald, 1995). Apparently many disagree that zoning is needed to achieve those goals, but given the close vote, the issue will probably come up again.

### ***Planning tools and land use controls are already in place***

Houston is known for taking a laissez-faire view toward land use controls. However, land use planning has taken place, but the public sector has not done much of it. Rather, many neighborhoods have controlled local land use through deed restrictions since the 1940s. There are also strong ordinances for billboards and manufactured housing in Houston, and incentives are provided for preservation and adaptive reuse through rehabilitation tax abatements for the City’s historic districts.

A development ordinance that sets standards such as minimum building setbacks and maximum block lengths has been in place since the early 1980s. A then city council member said that adoption of that ordinance “was the first instance of our saying to the world we are interested in planning.” She also said, “We’re not telling people what to put where, as zoning does. What we’re doing is letting the free market go where it wants but helping to guide it” (Peters, 1985).

Because there is no zoning ordinance, Houston has a development context unlike anywhere else in the U.S. In order to apply some protection to property owners and control over land use decisions, there are other mechanisms, however, such as development regulations, deed

restrictions, and a range of specific ordinances that set performance standards for certain land uses. In the area of inner-city revitalization, for example, the City is involved in an ongoing process of redrafting development regulations to a less suburban standard (CDAC, 1996).

Another dissimilarity of Houston is that it is not ringed by suburban municipalities. The city has extraterritorial rights over areas within five miles of its borders under Texas law. In that zone new municipalities cannot be set up and existing municipalities are not permitted to annex land without Houston's approval. Houston has seized this opportunity to avoid the creation of additional suburban municipalities. Also relevant is that in the entire metropolitan area only a few small municipalities have zoning ordinances. The under-supply of zoning seems to result from the metropolitan area's lack of small suburban municipalities dominated by middle-income homeowners where zoning ordinances are typically adopted.

Existing and proposed planning strategies in Houston include: neighborhood zoning, tax increment finance districts, urban villages, regional transportation, park lands, public art, and environmental management (Rice, 1995). Among the agencies and citizen groups that are involved with developing the City's public environment are City Council, the Municipal Art Commission, the Department of Planning and Development, the Cultural Arts Council, and the Houston Downtown Management Corporation.

### ***Maybe Houston just doesn't need zoning?***

What are some of the possible consequences of no zoning? One appears to show up in housing prices. Buyers paid seven percent more for houses in zoned areas compared with areas without zoning or effective deed restrictions (McDonald, 1995). Another consequence may be a negative image of the city. In the mid-1980s as Houston was attempting to make an economic recovery, a former councilperson said: "The image of Houston as an unplanned chaotic mess has hurt us in attracting economic development." And, of course, the lack of zoning is a convenient scapegoat. It becomes easy to blame all of the City's ills on that gap.

When it comes to issues such as whether zoning has contributed to increasing or decreasing sprawl, no conclusive studies have been performed. We would argue, though, that with the presence of numerous land use and development controls that partially serve some functions of zoning, differences in outcomes if zoning were in place could be negligible.

### **Southwestern Pennsylvania Commission (SPC)**

The SPC is rooted in the formation of the Southwestern Pennsylvania Regional Planning Commission (SPRPC), which was founded in 1962 largely to enhance transportation planning for its member units of government. In 1972, the SPRPC became the region's federally designated Metropolitan Planning Organization (MPO), and has since merged with the Southwestern Pennsylvania Regional Development Corporation to form the Southwestern Pennsylvania Commission (SPC). The SPC's planning region includes these member counties: Allegheny, Armstrong, Beaver, Butler, Greene, Indiana, Washington and Westmoreland. Fayette County is an associate member.



Similarly, the Delaware Valley Regional Planning Commission (DVRPC) was established in 1965 to handle regional capital and funding issues concerning transportation, economic development, the environment, and land use for the Philadelphia region. DVRPC serves nine counties in southeastern Pennsylvania and southern New Jersey (please see Figure 3.2). Pennsylvania Counties include Bucks, Chester, Delaware, Montgomery, and Philadelphia. New Jersey Counties are Burlington, Camden, Gloucester and Mercer.

Although the two organizations have been created as a result of the same federal and state legislation, they are two very different organizations. The following tables compare the organizational differences in three categories; mission, community involvement, and information exchange/dissemination.

<b>1. Mission</b>	
<b>SPC</b>	<b>DVRPC</b>
Operates under the guidelines set forth in the state and federal enabling legislation; however, the organization has no set statement that captures the two and distinctly defines their mission.	Sets out its mission as follows: “Proactively shape a comprehensive vision for the region’s future growth. We will do so by providing technical assistance and services; conducting high priority studies that respond to the requests and demands of member states and local governments; fostering cooperation among various constituencies to forge a consensus on diverse regional issues; determining and meeting the needs of the private sector; and conducting public outreach efforts that promote two-way communication and enhance public awareness of regional issues and DVRPC.”

Language in enabling legislation can only go so far in providing guidance for an organization. That language was developed as generalized parameters for MPOs. Though, it is important to use that language to guide the organization’s mission, these planning agencies have been set up at the regional level because of the realization that different regions have different problems and concerns. Therefore, it is logical that each MPO should adopt its own mission statement that speaks to the specific needs of its region. This is a serious deficiency in the SPC.

<b>2. Community Involvement</b>	
<b>SPC</b>	<b>DVRPC</b>
<ul style="list-style-type: none"> <li>• In 1998, Public Participation Panels (PPP) were formed in each of the member counties to collect public comment regarding the 1999-2010 PennDOT 12-Year Transportation Improvement Program.</li> <li>• County Commissioner approved the list of panel participants.</li> <li>• SPC calls the Panels a success because 243 persons were able to present oral or written testimony.</li> <li>• The Panels have been made a permanent part of the SPC’s Public Involvement Policy.</li> </ul>	<ul style="list-style-type: none"> <li>• The Regional Citizens Committee’s (RCC) mission is to provide citizen access to, and participate in, the regional planning and decision-making process.</li> <li>• The RCC Chairman presides over its 60 members and sits as a non-voting member of the DVRPC’s Board and reports the RCC recommendations to the board for its appropriate action.</li> <li>• The purpose of the RCC is to promote two-way communication to enhance public awareness of DVRPC, educate a cross-section of the general public about regional issues, monitor the ongoing projects and activities of DVRPC, keep the DVRPC staff and board apprised of emerging citizen concerns, investigate and propose new initiatives, work cooperatively with the DVRPC staff and Board to increase public participation.</li> </ul>

The SPC's Public Participation Panels were created only to address the PennDOT 12-year plan. Since then, the organization has decided to keep the panels. This seems to be the biggest component to their public involvement strategy. Unfortunately, the 243 persons who were able to make formal presentations to the panel are hardly an adequate mechanism for allowing public input. Additionally, unlike DVRPC's Regional Citizen's Committee, SPC's Public Participation Panels do not even have a formal mechanism to ensure their concerns are heard by the Board of Directors. Much more can and must be done to ensure ample public participation. While DVRPC (and for that matter, any MPO) would like to have more participation, they are miles ahead of SPC.

<b>3. Information Exchange/Dissemination</b>	
<b>SPC</b>	<b>DVRPC</b>
<ul style="list-style-type: none"> <li>• The Commuter Connections program is addressing commuting alternatives in preparation to the Ft. Pitt Bridge and Tunnel projects.</li> <li>⇒ Individual and corporation ridesharing assistance.</li> <li>⇒ Publication of the <i>Triangle Commuter News</i>—provides information about construction projects and commuting delays.</li> <li>• Southwest PA Ozone Action Partnership</li> <li>• Beginning talks about an integrated GIS system for the region. (Currently there is not a regional approach to GIS.)</li> <li>• Training documents for use by local government employees.</li> <li>• Assistance to welfare case workers with GIS-based employment, transportation and poverty concentration data.</li> <li>• No active Internet presence (and no formal plans to implement).</li> </ul>	<ul style="list-style-type: none"> <li>• The Travelsmart link, provides the user advisory information about construction delays, special events and frequently congested areas.</li> <li>• Ozone Action Program</li> <li>• Mobility Alternatives Program is intended to give the users more information about their commute to and from work. It is a specific effort to save the commuters and employers money.</li> <li>• On-Line services: <i>The Commission's operates an active website that provides regional residents with background information, project/initiative descriptions, news releases, a current calendar of public hearings with attached agendas, and a variety of Internet based services.</i></li> <li>• On-Line mapping where users (municipalities &amp; citizens) can create a variety of thematic maps using GIS data.</li> </ul>

Many of the same services are offered in both organizations. However, DVRPC offers most of theirs via the Internet. This is an easy way for citizens of the Philadelphia Region to acquire information and services. SPC has no such mechanism, and is not currently planning on adopting such a mechanism. For the average citizen from Greene County to get information from the organization, they must either weave their way through a web of staff members on a toll-telephone call, or find a way to get past the security guards at the "Regional Resource Center." An Internet location will improve awareness of the organization. It is essential to provide information and to promote participation among southwestern Pennsylvanians.

In addition to the differences in the above three categories, much can be said about the SPC's Board, in comparison with that of DVRPC. For the most part, SPC's board structure is

similar to DVRPC's.<sup>1</sup> However, there are a few glaring differences that may point to some of the reasons that the flow of state funds is tipped toward the eastern part of the Commonwealth:

- The Director of the Governor's Policy Office sits on the DVRPC Board, but not the SPC. *Although both organizations have an appointee of the Governor on their board, the Policy Director provides DVRPC a direct pipeline to the Governor's ear.*
- DVRPC has the Secretary of PennDOT on their board, SPC can only muster a Deputy Director.
- Representatives from the PA Division of the U.S. Department Transportation provide non-voting membership to DVRPC, but are absent from SPC.
- Finally and probably most importantly, where DVRPC reserves a non-voting board position for the chairman of the Regional Citizen's Committee, *SPC fails to even have a committee that expressly solicits public opinion*, let alone have those views represented at board meetings.

## **Conclusions and Recommendations**

### ***State land use policies***

Land use planning including growth management has become a hot topic over the past few years in Pennsylvania. As a matter of fact, it was designated the top environmental priority based on findings from Governor Ridge's 21<sup>st</sup> Century Environment Commission's report finalized in the latter part of 1998. Perhaps Oregon, Maryland and Vermont are all states that could be viewed as models where effective and efficient land use planning is happening on a larger scale. Whether or not this is logistically or politically feasible in Pennsylvania is yet to be determined.

In the meantime, recommendations toward better land use planning in the state of Pennsylvania might entail a legislative overhaul of our guiding land use authority, the Municipalities Planning Code. Senate Bill 270, House Bill 1613, 1614, 1615 are all state bills that are waiting to be passed in Congress. Their provisions include more voluntary intergovernmental cooperation, financial incentives, technical assistance and protection from curative amendment litigation. While proposed acts of legislation may require patience and perseverance, education is paramount and might be one of the most realistic recommendations. Environmental advisory councils need to advise local planning commissions and elected officials on matters dealing with growth management and the protection, conservation, management, promotion and use of natural resources located within the municipality.

### ***Zoning***

Pennsylvania law permits a variety of useful zoning tools that foster sustainability and natural and historic preservation. A problem with the current system, though, is that the use of these tools is often the exception rather than the norm. In many cases, only one or two counties have implemented zoning strategies that would make sense to carry through in many other

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<sup>1</sup> See the Appendix for a more detailed description of each board structure.

counties, if not all, counties of the state. A recommendation to facilitate this is to provide information to all Pennsylvania counties about what zoning strategies exist to foster preservation and sustainability and to show how other counties have successfully implemented these tools (see Table 3.4).

It is too early to determine how Pittsburgh's new zoning code will influence development. It is our belief that the rewrite process was effective by incorporating New Urbanist principles, but that in the end too many of them were compromised. Time – and development patterns – will tell whether this is the case.

But how influential a tool is zoning? Planners have often marveled at how Houston can maintain some semblance of land use order without a zoning ordinance. But zoning is only one tool of land use control, and Houston does implement other mechanisms such as deed restrictions, which may mean that zoning just isn't needed. Although a study shows that housing prices may be higher in zoned areas, there do not appear to be other conclusive studies to show that zoning decreases sprawl, and therefore, sustainability.

### ***The Southwestern Pennsylvania Commission***

As the region's federally designated MPO, SPC controls the federal transportation funds that are allocated to the region. Because land use planning and policies ought to guide transportation planning, it is important that any discussions of land use policies incorporate SPC and its roles. In order to become a more effective organization that is worthy of its critical designation, we suggest the following changes be implemented:

- Develop a formal mission statement that not only states the principles expressed in the state and federal enabling legislation, but also states the organization's specific focus based on the specific needs of southwestern Pennsylvania.
- Improve citizen involvement through the creation of a Citizen Planning Review Committee, that will meet monthly to hear citizen concerns and ideas. Also, ensure the relevance of that board by reserving a *voting* position on the SPC Board of Directors for the President/Chairman of the Citizen Review Committee.
- Create an active website to improve public participation, enhance dissemination of information, and increase both the number of services and the number of customers reached by those services.
- Fill state- and federal-level Board of Director positions with individuals with better decision-making capacity.

## CHAPTER IV – RECLAIMING OUR RIVER’S EDGE

Pittsburgh is defined both locally and internationally by its three rivers. The confluence of the Allegheny and Monongahela in forming the Ohio creates one of the world’s most picturesque urban views. Additionally, the rivers continue to provide an excellent mode of transport for industrial materials. While the industrial use of the rivers has declined, the rivers remain an underutilized resource of the region. Brownfield sites, particularly along the Monongahela, and the presence of industrial railroads have created a substantial barrier to creating riverfront developments that link the river-towns to this critical natural resource. The challenge facing the region’s planners and economic development professionals in the 21st Century is how to **Reclaim Our Rivers' Edge**.

When the Pittsburgh region was producing much of the world’s steel, few people viewed the rivers as a recreational asset. But since the industrial shift, the region has slowly begun to realize the potential impact of linking the vacated riverfronts to the former “mill towns” and nearby residential communities. The underutilization of the riverfront in the Pittsburgh Region is largely due to three factors:

- The historic use of our rivers and riverfronts has primarily been for industrial purposes.
- The patterns of development of most area municipalities have been to build facing away from the riverfront. (This pattern can be largely attributed to the small towns turning away from the riverfront’s industrial uses.)
- There has been a general lack of attention in the region—even since the industrial shift—on sound river and riverfront development policy.

The Steel Industry Heritage Corporation of Homestead has led the response to this problem with its “Rivers of Steel” initiative. The City of Pittsburgh has incorporated uses for the riverfront in several of its plans that have been produced since the industrial shift. Despite recent administrative controversy, the Three Rivers Regatta continues to be one of the most popular events in the region, drawing more people to the City in its two weekends than the Pittsburgh Pirates draw during their entire season (Carlino, 1999). Even with all this new attention, however, the rivers of the Pittsburgh region continue to remain underutilized.

But Pittsburgh has not been the only region forced to rethink how it utilizes its rivers. Successful developments in other North American cities such as Winnipeg, Cleveland, Portland, Columbus, San Antonio, Philadelphia, and Chattanooga have shown that successful riverfront development policy must incorporate four critical themes:

- Environmental Sustainability
- Historic Preservation
- Economic Sustainability
- Social Sustainability

As partnerships continue to form to address these issues, it is important to look at what other cities have done so that we may successfully reclaim our edge.

## **Theoretical Construct of Riverfront Development**

The waterfront regeneration phenomenon is widespread, occurring in thousands of communities around all parts of the globe. Since 1965, urban waterfront redevelopment has occurred on every type of water body and on all types of scale. Waterfront redevelopment is the best current example globally of the resilience of cities. This movement can be seen as a city's ability to adapt to changed circumstances, adjust to new technological impacts, seize opportunities and forge new images for themselves, and create new or altered neighborhoods for its citizenry.

Most modern waterfront redevelopment projects are generally tied to, and sometimes lead the way in city-center rejuvenation. Waterfront transformations are, however, unique expressions that meet the needs and aspirations of cities. Most are not alike in geography, character or history.

To reclaim the river's edges in Pittsburgh, regeneration programs and initiatives must involve a variety of interests and purposes.

### ***Environmental sustainability purpose***

Since the 1970s, there has been an emphasis on cleaning up bodies of water and water supplies. Demand for waterfront cleanup in the interest of health has made it widely appreciated to encourage new waterfront investment. Cleaner water is a crucial factor in most current urban waterfront work. For example, until the canals in Birmingham, UK, were cleaned up, little investment was taking place along them. As recently as ten years ago, the canal-sides were desolate and decaying. The dramatic comeback on the Birmingham riverfront is built on an investment in water purification.

Investment in a clean, safe river is the first step to a city's commitment to reclaiming the river's edge. It is at the root of most other projects, and massive efforts and large sums of money go along with the commitment to correct years of pollutive practices. Two good examples of riverfront regeneration with an environmental purpose are the Chattanooga Riverfront and the Schuylkill Riverfront. We will explore these projects in more detail later in the chapter.

### ***Historic preservation purpose***

Traditionally, riverfronts are among the most colorful and dangerous areas in a city. Instead of condemning old riverfront structures to non-use, decay and ultimate abandonment, Pittsburgh must work toward the preservation and adaptive reuse of historic buildings and precincts, favoring a restorative approach.

When discussing historic riverfront preservation, some commentators complain about gentrification and the creation of a false history. However, if it were not for the popular appeal of such historic sites and the revenue that they generate, most riverfront historic buildings would fall victim to the wrecking ball.

While an old warehouse reborn as a trendy alehouse is no longer a true warehouse, the reused structure maintains a tangible sense of the past that no new building can. The Forks Renewal and Assiniboine Riverwalk in Winnipeg, Canada, is an excellent example of a historic riverfront regeneration plan.

### ***Economic sustainability purpose***

There is no doubt that in Pittsburgh, there has been a movement away from the traditional industrial sites lining the rivers. The consequence of this change to the city center is that vast stretches of land, many of which are brownfields that are often low in price, have become available. Economic regeneration of the river edges can assume the form of residential development, the renewal of a working riverfront, or retail/commercial development.

Waterside living is so attractive that today some developers create artificial lakes and ponds around their waterfront housing. An axiom in the real estate trade is that the same residence on a water body will command a higher price than its landlocked counterpart. Riverfront residential development is one method used to reclaim our rivers' edge for an economic purpose.

Another method used to preserve the river tradition of a community is the rejuvenation of the working river. Some of the most powerful and exciting areas of the urban waterfront are associated with the working river. Heavy industrial equipment, factories and water-treatment plants, along with such transportation facilities such as bridges, cause waterfront space to have a dramatic impact on city design. This is very true in the Pittsburgh region. The working river, while not as dramatic as major commercial transformations or new cultural or recreational facilities, can provide much needed industrial employment.

A final method of encouraging economic reinvestment in the riverfront is retail/commercial development. Successful retail/commercial riverfront development has the capacity to encourage public enjoyment of the waterfront for work, shopping or recreation. Most retail/commercial waterfront developments take the form of a 'festival marketplace' and are a public focal point. Riverplace in Portland and Cleveland's Flats are two fine examples of mixed-use retail/commercial riverfront regeneration projects with an economic purpose.

### ***Social sustainability purpose***

Our global culture today demands more open space for recreation and physical activities. More leisure time and greater mobility has created an expansion of tourism in general, and the emergence of what has come to be "cultural tourism" or "eco-tourism." These related factors add up to a market for sophisticated installations along water bodies that combine areas of open space and leisure. These establishments cater not only to local residents and the traditional tourist, but also to visitors from nearby areas – the regional tourists.

The social aspect of reclaiming the river's edge is as wide as the rivers themselves. From major aquariums, which possess a unique ability to fascinate and educate people about the natural world, to emotionally charged memorials, riverfront cultural and educational sites are



among the most engaging features of modern cities. Aside from their aesthetic or symbolic power, many social installations inform the public about the water supply and its influence on lives. The best of recent cultural and educational riverfront installations emphasize the vital connections between man and water and can have a real effect on the way we think about a basic resource. Projects in Columbus, Ohio and San Antonio, Texas are fine examples of riverfront regeneration with a social purpose.

## **Riverfront Development Case Studies in North America**

### *Environmental sustainability*

Schuylkill River – Philadelphia, Pennsylvania: The Schuylkill River Development Council oversees the Schuylkill River Park development. This development is currently under construction, with the completion of phase two scheduled for July 1999.

The Schuylkill River Park development plan includes a promenade and marina to provide opportunities for leisure strolls, boating, and waterfront dining. Food concession stands and sports equipment rentals will be available from barges anchored by the riverbank. Railing and lighting will be added for safety. Access to the River Park will be provided through stairways, gateways, and pedestrian bridges to the riverfront plazas. Also, there will be a new pathway constructed to link Center City to River Drive in Fairmount Park. This pathway will eventually link to the 22-mile trail to Valley Forge. This greenway makes the Schuylkill River Park environmentally sustainable.

The vision of Schuylkill River Park development is to act as a catalyst for economic revitalization and reunite people with the river through culture and nature rediscovery. The mission of the development is to:

- Increase public awareness of the River Park.
- Increase public access to the Lower Schuylkill.
- Link local and regional recreational systems and cultural resources.
- Promote activities to enliven and sustain the River Park.
- Extend the Schuylkill River Park from Spruce Street to the Fairmount Water Works.
- Develop strategies to maintain and manage the park (Schuylkill River Development Council, 1999).

The goal of the development is to make the Schuylkill River Park a gathering point for recreation and entertainment in Philadelphia. Phase one of the Schuylkill River Park development was completed in February 1998. Phase one includes the completion of the bulkhead from Walnut Street to Chestnut and Cherry to Vine Streets. Phase two of the development will be completed in July 1999. This will include a bikeway from Spruce Street to the Art Museum, fencing, lighting, and access points.

The Schuylkill River Park development is sustainable because it addresses our four forms of sustainability: history, environment, economics, and social cohesion. In terms of history, the

Fairmount Water Works site was once a grand attraction in Philadelphia. The reuse of the site is historically sustainable. With regard to environmental sustainability, criteria are met through extension of the park, regional recreation, and greenways. Waterfront dining and the riverfront plaza will bring economic growth to the area, thus addressing economic sustainability. Social sustainability is dealt with linking the Art Museum with the River Park.

Chattanooga, Tennessee: The Chattanooga Downtown and Riverfront Revitalization plan is a focus of the Presidents Council on Sustainable Development. This focus is due to the successful sustainable revitalization by the City. After extensive comprehensive planning, Chattanooga's downtown and riverfront is now engaged with new activity.

Through community forums in the 1980s, a Tennessee Riverpark Master Plan was developed to guide riverfront redevelopment efforts. The community included provisions for open green space for recreation, preservation and protection of the natural environment in the plan. The Tennessee Riverpark was proposed as a circuit of parks, trails, and landmarks that would stretch 20 miles from the Chickamauga Dam through downtown Chattanooga to Moccasin Bend. This proposal established a unified greenway system in Chattanooga. This focus on green space makes Chattanooga environmentally sustainable.

In addition, the Tennessee Riverpark plan suggested the construction of the privately funded freshwater Tennessee Aquarium at Ross's Landing District. This district is where the river and downtown meet in Chattanooga. Today, the aquarium is surrounded by the Ross Landing Plaza that highlights the regions unique archeology, biodiversity, and culture. Approximately, \$150 dollars of new development has been completed, bringing new jobs and tax revenues to the community. The riverfront development has drawn attention to the city's downtown as well. New projects in the downtown such as apartments and restaurants are underway.

The initial developments of the Riverpark have been very successful. Other phases of the Tennessee Riverpark include:

- The Walnut Street Bridge, which is over one hundred years old. In 1993, the bridge was opened as a pedestrian bridge.
- The Bluff Furnace Segment will provide a link between the Tennessee Aquarium, the Walnut Street Bridge, and the future Bluff Furnace historical exhibit.
- The North Chickamauga Creek Greenway is a 1.25-mile greenway that will provide a connection to the Greenway Farm. This farm will be transformed into an environmental education center.

Overall, the trails along the river will form a continuous greenway system that will provide recreation opportunities, protection of the environment, and alternative transportation links in Chattanooga.

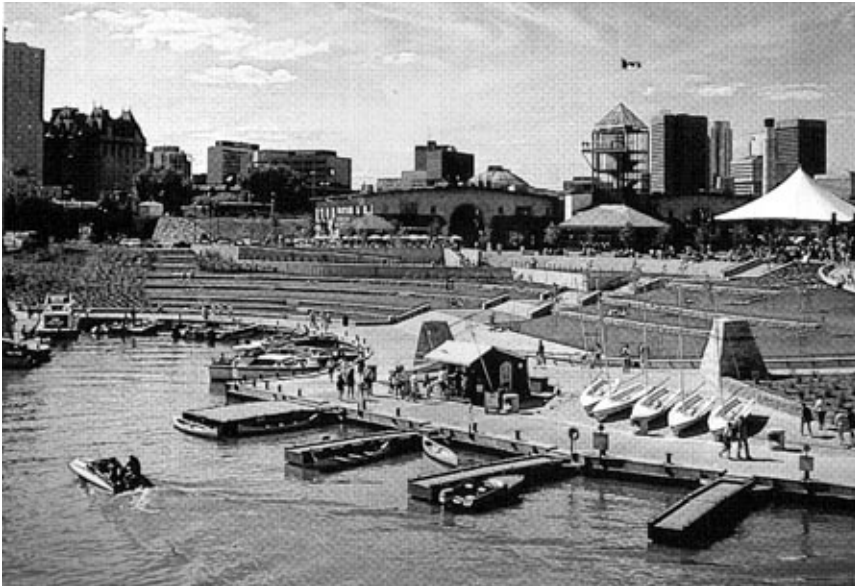
Chattanooga's Riverpark is a sustainable development. The Riverpark will address historic sustainability when the Bluff Furnace historical exhibit is built. Economic sustainability will be realized through the growth and development of the apartments and restaurants. Environmental

sustainability is prominent with the building of the greenways and the environmental education center. Social sustainability is demonstrated when the citizens participate in planning forums.

### *Historic preservation*

The Forks Renewal and Assiniboine Riverwalk – Winnipeg, Canada: The Forks Renewal and Assiniboine Riverwalk is a 56-acre historic riverfront regeneration project located in Winnipeg, Canada. This project, completed in 1987, cost \$32 million (Canadian) and was sponsored by a public-private partnership, the Forks Renewal Corporation.

The history of Winnipeg greatly revolves around its rivers and railroads. Its rivers were the principal reason for settlement in 1738, and the construction of the Canadian Pacific Railway in 1880 led to a development boom.



Before major restoration or development on the riverfront occurred, the first action taken was the establishment of the Forks National Historic Site, a nine-acre area along the river that includes a modest structure, a play area, a walkway and plantings.

New construction and recreational space focused on a circular amphitheater that faces the juncture of the two rivers.

The first significant project was the setting up of a public market in two renovated and expanded turn-of-the-century railroad buildings. A tent-style structure dominates the market, which shelters an ice-skating rink and warming hut. There are river-walkways, including a 'walk through time,' complete with commemorative plaques. Also included are a small marina, a section of prairie grass and plans for additional development. The signature building of this project is a lighthouse.

By capitalizing and promoting history along the riverfront in Winnipeg, they are ensuring future success for the city.

### *Economic sustainability*

“The Flats” – Cleveland, Ohio: Over \$3.5 billion has been invested in downtown projects, mainly along the riverfront, to transform Cleveland’s image. The City of Cleveland itself has an active redevelopment community, which has garnered national and international attention for its ambitious downtown improvement projects. Most of these have been focused on Cleveland’s Cuyahoga riverfront, as well as its lakefront.

Thanks to heavily publicly financed redevelopment projects, the downtown boasts of shopping and nightlife along the renovated multi-block areas of the Cuyahoga River known as “The Flats.” The Cuyahoga River, once so polluted it caught on fire, now plays host to an entertainment and dining district known throughout the region.

“Riverplace” – Portland, Oregon: Located on the Willamette River, this 14.7-acre riverfront redevelopment project cost \$209.5 million and was sponsored by a public-private partnership, the Cornerstone Columbia Development Company. An initial public investment of \$6 million provided shore stabilization, the building of two breakwaters and a marina. This is a mixed-use project that maintains a low physical but high social profile against the downtown Portland skyline.



Developed via the removal of the city’s busiest roadway, the Harbor Drive Expressway is a one-mile greensway. A mixture of shops, restaurants, a public promenade and town houses, offices, apartments, a hotel and a marina line this development. The most successful aspect of the development is the combination of a public space—a 25-foot wide, curved riverfront promenade above the marina.

Separation between the business and residential portions of the development is achieved by a difference in elevation. An effort was made in this project to include a number of middle-income housing units. There are two signature buildings associated with Riverplace; a small luxury hotel at one end and a health club facility with a prominent clock tower at the other. A floating restaurant, colorful dragon boats and tour vessels are all accessible by ramps and walkways. This riverfront economic redevelopment has done nothing but enhance the livability of the City of Portland.

### *Social purpose*

Columbus Riverfront Commons Corporation – Columbus, Ohio: The Columbus Riverfront Project involves planning for a six-mile stretch of the Scioto and Olentangy rivers, run by the Riverfront Commons. The Riverfront Commons is a non-profit corporation, mandated to develop a vision and implementation plan for the river corridor. The organization is funded by the City of

Columbus, with additional contributions from the Greater Columbus Arts Council and Ohio State University. The Riverfront Commons' priority is to maintain access to the rivers.

The project's result was a plan between the public and private sectors. The name of the Columbus Riverfront Commons Corporation suggests the social goals of the project. The planning and design are the result of a number of public forums, open houses and neighborhood meetings.

On June 1, 1998, the Columbus City Council voted unanimously to adopt the Columbus Riverfront Vision Plan. The estimated project cost is \$150-\$300 million, to be spent over the next 15-25 years. Proposed projects include: a 1,000 home development; a lake and regional wildlife center; and numerous recreational opportunities.

The “River Walk” – San Antonio, Texas: The City of San Antonio's riverfront development gem is the River Walk. The River Walk is a premiere tourist attraction that is maintained by the City's Park and Recreation Department.

In the 1920s the City made plans to straighten the river and divert its waters through a concrete tunnel. Concerned citizens, in an effort to save the river, formed the San Antonio Conservation Society. Through this organization, various improvements have been made to the riverfront, namely the River Walk. In the late 1920s, architect R. H. H. Hugman and the San Antonio Conservation Society developed the River Walk plan.

The River Walk consists of 3.51 miles of trails that line the banks of the river in the heart of the City. The River Walk has adapted very well into the social fabric of San Antonio. It provides a downtown interaction area as well as a staging ground site for public festivals and celebrations. This focus on culture makes the City of San Antonio socially sustainable.

Currently, the downtown plan for San Antonio is under review in its third draft. Mainly, the plan would like to provide a cultural link along the river. Sustainability of the River Walk is apparent in the way environmental, economic, and social issues are defined. The City views river clean up and greenery with importance. The City of San Antonio's riverfront development is excellent in bringing together social cohesion through the cultural festivals.

Our examples show successful riverfront planning, redevelopment and revitalization in their compliant with our four necessary themes for successful riverfront development:

- Environmental Sustainability
- Historic Preservation
- Economic Sustainability
- Social Sustainability

Additionally, and Table 4.1 shows, they offer very important lessons that can be learned and applied to riverfront development initiatives in the Pittsburgh area.

Table 4.1: Lessons Learned from North American Case Studies

Philadelphia	Pittsburgh can benefit greatly by replicating aspects of this riverfront development plan, such as greenways and regional recreation.
Chattanooga	The City of Pittsburgh can gain insight from the greenway system that Chattanooga has developed. Pittsburgh must focus on recreation, preservation, and protection of the natural environment in order to have a successful riverfront plan.
Winnipeg	This riverfront development project successfully capitalized on its river-oriented heritage, restored significant landmarks, and promoted their regional history through both public and private ventures.
Cleveland	This high-profile riverfront development has aided in the transformation of the image of Cleveland from the 'mistake on the lake' to a vibrant, growing and successful city.
Portland	This riverfront development project proves that riverfront regeneration schemes are economically and socially important both to the city, and to its citizens. It should be treated with as much promise as a new highway.
Columbus	This project proves that public-private partnerships dedicated to celebrating the unique opportunities that riverfront enhancement brings to residents and visitors, coupled with strong community involvement and input, work.
San Antonio	San Antonio is further proof that social cohesion can be achieved through riverfront development that not only creates a meeting ground for local residents, but also promotes and enhances tourism, creating more wealth for the City.

## Riverfront Development Case Studies in Pittsburgh

### *Station Square riverfront-Mt. Washington scenic trail and marina*

Forest City is an example of a private developer initiating sustainable development. Forest City, a developer from Cleveland, Ohio, has brought their proposal for new development to Pittsburgh through a "working group" of representatives from many organizations. The Station Square Riverfront-Mt. Washington Scenic Trail and Marina will include Station Square, Mt. Washington, the Duquesne and Monongahela inclines. The developer is proposing to add a year-round amphitheater, a festival center and marina. Forest City wants its development to connect to the neighborhoods and other amenities.

It is a rare occasion when the private developer drives a development that incorporates the neighborhoods. The community involvement makes this development an important case study for Pittsburgh. This case study will show how the Station Square Riverfront-Mt. Washington Scenic Trail and Marina meet the following sustainability criteria: historic preservation, environmental sustainability, economic sustainability, and social sustainability.

Historic Preservation: Forest City proposed the Monongahela Historic River Trails that will expand upon the great historic preservation examples started at Station Square. The Freight House Shops and the Landmarks Building are shining examples of adaptive-reuse projects. Monongahela Historic River Trails will become "Mile Zero" for the eventual Heritage Trail from Pittsburgh to Washington D.C., and will also connect Station Square with the oldest running inclines in the city, the Monongahela Incline and the historic Duquesne Incline. The River Trail will also extend to historic Carson Street. It is possible that Station Square could be the center for a number of trails that extend to various parts of the city. The River Trails will include along its route educational "points of interest" showing the history of Pittsburgh and the steel industry.

Environmental Sustainability: One of the principles of this development is to improve transportation connectivity. This will include light rail, water taxi, pedestrian/bike paths, bus/shuttle services and automobile traffic. The planned marina will also allow boat access to development and will help lessen automobile traffic. Forest City and the "working group" have identified a number of places where connections between the development and public transportation can be improved to help alleviate automobile traffic. Even with increased transportation alternatives, parking remains as a concern. Half of the development is covered with ground level parking producing a sea of cars. Looking at a variety of transportation options is a step toward sustainability.

Economic sustainability: Station Square combines office, retail and tourism as a great economic generator. The integration of the two inclines, the view from Mt. Washington and Station Square will draw on estimated tourist traffic of 6 million (KA Incorporated, 1998). The development combines a nice blend of both day and evening uses. There are office buildings for workers, a light rail station, and parking for commuters who park and cross the Smithfield Street Bridge to go to work. In the evening and weekends, there are restaurants, shops, a hotel and a party boat line. These businesses are stable and the hotel averages 98% occupancy.

Forest City plans to expand Station Square with the proposed Bessemer Court that will feature high profile national restaurants, an entertainment plaza, and a 120-foot wide musical dancing fountain. More importantly, a new ramp under the railroad tracks leading to a classic Boardwalk and marina will connect the South Shore with other riverfront developments. From the marina, tourists and business travelers will enjoy easy access to water taxis, charter boats, public docking and the nation's largest inland party boat fleet, the Gateway Clipper. The mix and variety of economic activity makes the Station Square development economically sustainable.

**Pittsburgh's Riverfront and Gambling: Economic success or failure?**

When discussing Pittsburgh riverfronts and economic revitalization, the issue of riverboat gambling is sure to rear its head. Recently, a referendum that would place the gambling issue on the May 18 primary ballot was voted down. However, many people feel that the issue is not dead. According to Charlotte Sonne, a spokeswoman for No Dice, a nonprofit organization opposing gambling, said, "The issue will come back, but we do feel...it will probably not come back for a number of years" (Brown, 1999). Proponents of riverboat gambling feel that bringing in the boats and legalizing gambling will bring economic success to the region. But what price will we have to pay for this "economic success"? Iowa, which has nine riverboat casinos, has seen a 3.7% increase in the number of residents with a gambling problem since the casinos sailed into town. Another negative aspect of is that most addicts go bust in the end. Ironically, this device that is supposed to bring economic vitality to our region is one that causes 3% of Americans to become compulsive gamblers and compile average of personal debts of more than \$31,000 (Economist, 1997).

**Calls to Gamblers' hotlines**

	Nebraska	New Jersey	Texas
1993	475	14,577	1,665
1994	990	15,025	1,756
1995	1,518	24,270	3,097
1996	3,587	26,080	3,404
1997	4,800	35,000	2,961

The Economist, 12/31/97

Riverboat gambling revenue has allowed the city of Lawrenceburg, Indiana to rebuild its municipal water system and

Social Sustainability: Forest City has taken a great step by incorporating a variety of organizations to make the project fit into the city and surrounding neighborhoods. In early January 1999, a working group was brought together that includes representatives from many organizations: the Urban Redevelopment Authority, the Mayor's Office, City Planning, Port Authority, Mt. Washington Community Development Corporation, Duquesne Incline, South Side Local Development Company, and Forest City/Station Square. Other groups will need to be involved as the project moves forward. Forest City has the funds available to make improvement to their own property, but also wants to improve its development through connections to neighboring communities.

Overall: Forest City and the Station Square Riverfront-Mt. Washington Scenic Trail and Marina show how the private sector can incorporate sustainability. The process just began in January 1999, and if it continues this approach, the development will be an example of sustainable riverfront development. It combines historic preservation with environmental, economic, and social sustainability. To help make the project proceed more efficiently and effectively, it is recommended that a consultant be hired that is familiar with dealing with all the members of the "working group." The Station Square Riverfront-Mt. Washington Scenic Trail and Marina will benefit Forest City and developers as well as the community, the City and the region.

### ***Steel Industry Heritage Corporation***

The Steel Industry Heritage Corporation (SIHC), based in Homestead, is an organization devoted to conserving, interpreting, promoting, and managing the historic, cultural, natural, and recreational resources of steel and related industries in southwestern Pennsylvania. The mission of SIHC also involves the rivers, which is why we chose to highlight SIHC.

Historic Preservation: SIHC does a good job at incorporating preservation aspects into their planning activities. In fact, preservation is a central theme in SIHC's mission. The policies include adopting the guidelines of the U.S. Secretary of the Interior for historic rehabilitation. SIHC also plans to help develop systems to identify and conserve significant historic resources within communities, and also enlist the services of public and private sectors to counsel on sources of historic information related to the steel industry. An integral historic preservation project is the establishment of a new National Park Service site at the Pinkerton Landing and Carrie Blast Furnaces of the former US Steel Homestead Works. Once this is secured, the historic sites will be utilized as a tourist attraction. Several National Historic Landmark nominations have been submitted for some of the sites and buildings involved in this project.

Environmental Sustainability: SIHC projects also have a strong environmental aspect. The rivers and river valley of southwestern PA are prime candidates for environmental sustainability. These rivers are a central part of all development that is to occur through the projects promoted by SIHC. They are committed to revitalizing the river valleys into a scheme of trails and greenways that will form a "green net," linking significant natural, historical, and recreational sites. This "green net" will aid in sustaining the environmental health of the region.

Economic Sustainability: One criteria developed to evaluate the riverfront policies of Pittsburgh and other cities was, "Does the project contribute to the economic growth goals of the place?"



This is a resounding “yes” for SIHC. At the Allegheny Conference on Community Development in November of 1994, a key issue was to make the region a leading destination for visitors and tourists. The Rivers of Steel Heritage Area was distinguished as a major initiative to be implemented immediately due to the fact that the focus was on river development, themed attractions, tourism, and special events. The Rivers of Steel will also be included in the overall marketing strategy for the region. This will allow for pooled and coordinated resources, and leveraged economic development funding.

SIHC includes new development opportunities at the river landings and a market niche strategy to target businesses and facilities close to one another. The riverfront landings will also provide opportunities for economic development further inland in the forms of bed and breakfasts, restaurants, retail shops and museums, along with riverboat tours. Vacant industrial buildings will also be marketed for new industry, and historic downtown areas of Rivers of Steel communities will be revitalized.

SIHC estimates that new tourism-related activity will create approximately 1,127 jobs with a gross annual payroll of \$15,800,000. The following chart shows estimated annual revenue for the Rivers of Steel projects.

**Table 4.2: Steel Industry Heritage Corporation’s Estimated Annual Revenues**

Economic Development	\$30,000,000
Special Events	\$14,500,000
Visitor Spending	\$7,500,000
Gate Receipts	\$5,000,000

Source: Policy and Management Associates, 1995

**Social Sustainability:** SIHC also should receive high marks for social sustainability. Its projects reflect the social history and fabric of the area. The public is very actively involved in this process. SIHC conducts town meetings in order to glean ideas and input from the residents of the communities where the development will take place. These town meetings are also a resource in that they are used as a way to procure photos, newspaper clippings, and other memorabilia about the area from residents.

***Pittsburgh’s Past Riverfront Policies***

*"The rivers hold the promise of both greatness and civility for our city. That promise will be fulfilled if every decision which affects our rivers is truly based on our civic responsibilities as conservators of the `natural, scenic, historic and aesthetic values of the environment" (City of Pittsburgh, 1989)*

The City Planning Department released "The Plan For the Pittsburgh Waterfronts" in June 1989. The plan was a comprehensive study on how to preserve and develop the city's three rivers. It was the first time the city took a comprehensive review of its riverfronts in a systematic fashion, as a means to place public value on the rivers (Lurcott, 1999). The plan called for:

- Using the potential of the rivers, thus making the city attractive for development.
- Increasing public access to the rivers.

- Protecting the rivers from inappropriate development
- Promoting compatible riverfront development.
- Encouraging public financing.

The plan established a riverfront district including river and riverfront property. This became an overlay district of the City's Zoning Ordinance, which is now revised. Properties in the three districts were classified as preservation, conservation or development. The rivers themselves were placed in either the preservation or conservation areas.

Three areas are placed in the preservation category: Nine Mile Run along the Monongahela River, the slope from the Parkway East to the Smithfield Street bridge, and the slope between East Carson Street to the Ohio River.. These cannot be developed because of steep slopes and small parcel size; uses are limited to recreation such as trails and walkways. In the conservation area, parks and other uses that do not change the basic character of the site were permitted under the plan. The remaining properties were placed in the development category.

Public access to the rivers was also a key part of the development plan. The strategy called for a system of parks that permitted walking, and vehicular and visual access. The plan identified five existing and proposed riverfront parks -- South Side, Nine Mile Run, Washington Boulevard, Clemente Park and Chartiers Creek. The plan had several categories to determine progress on the recommendations:

- Adopt the comprehensive strategy and revise the city's long-range general land use plan.
- Have city departments conform to the plan through an approval process and riverfront cleanup.
- Revise the Riverfront District regulations.
- Develop, adopt and enforce development standards.
- Develop an inventory, assessment and classification of all public riverfront property.
- Establish a regional recreation authority to fund and manage major riverfront parks.
- Promote and establish neighborhood river access.
- Set priorities for major public access sites.
- Address abandoned barge cleanup and riverfront railroad property.
- Coordinate efforts for a park from the West End Bridge to Herr's Island.
- Present annual reports to the city Planning Commission on the progress of the plan.

### ***Comparison to current riverfront development policy***

The success of the first riverfront plan was somewhat limited because the city's vision of its riverfront changed with the election of Tom Murphy as Mayor. For instance, Mayor Murphy envisioned a series of linear parks along Pittsburgh's three rivers. The idea of linear parks went into the background because of financial considerations, although the City is in the process of developing public access to the Ohio River at the mouth of Chartiers Creek in the city's West End.

This resulted in a second study of the Pittsburgh riverfront. This work took a policy emphasis befitting of the Mayor's philosophy. A new focus was brought to Pittsburgh's

riverfronts in 1998 with the adoption of the City of Pittsburgh's Riverfront Development Plan. The plan divided the city's riverfront into four districts:

Central District: The Golden Triangle, the North Shore and Station Square. Already a business center and visitor destination, this district is evolving into a centerpiece of regional attractions including new sports venues, an expanded convention center, and new commercial development. A goal is to remove barriers to riverfront access and encourage riverfront living.

Community Districts: Includes Lawrenceville, South Side, Washington's Landing and Nine Mile Run. New riverfront housing and neighborhood scale mixed-use development will be encouraged in all community districts.

Industry Districts: Flexible guidelines will be incorporated into Industry Districts to accommodate the market while non-traditional elements will be introduced to provide added value and employee amenities, such as natural green river edge spaces and public access.

Green Districts: Encompass densely wooded and/or steep hillsides along riverfronts. Wildlife habitat preservation and natural area restoration will be the primary focus of development policy in these districts.

The plan is intended to ensure the highest possible quality for both building development and the treatment of the river's edge, illustrate the city's expectations for riverfront development, and provide a level of consistency in the treatment of the riverfront, which cuts across all properties:

- Insist on interconnected, linear waterfront development with broad public access.
- Create synergy between office, retail, residential and recreational use of waterfront sites.
- Protect and enhance the natural riverfront environment.
- Reclaim Pittsburgh's identity as one of the world's great river cities.

(City of Pittsburgh, 1998)

There are many similarities between the two plans. The most important similarity is the City's continued feeling that the rivers are an underutilized asset. Can it then be concluded that the 1989 plan did not do enough to increase the value of this asset? Because the newest edition of Pittsburgh riverfront planning is more in tune with a mayor's "vision" rather than specific tasks to accomplish, it remains even more questionable whether this document will lead to the proper refocus of the City's 32 miles of riverfront.

### ***Riverfront themes in the Pittsburgh Downtown Plan***

While there is not a separate riverfront section of the Pittsburgh Downtown Plan (DP), the term "riverfront" is mentioned 54 times throughout the document, and riverfronts are integral

in most aspects of the plan. The areas of housing, transportation, and urban design are those where riverfronts are discussed:

Plan Overview: Limited riverfront access and amenities are seen as stress points in the downtown fabric that have contributed to the need for a comprehensive development strategy. A fundamental principle of the plan is that “Pittsburgh’s rivers and riverfronts should serve as the central features, uniting rather than dividing a greater downtown.” In other words, the downtown is no longer considered to be bordered by the rivers – instead, the rivers and riverfronts are included in the downtown, and the downtown borders are extended to include the north and south shores.

In Phase I of the DP (present to 2001), the Allegheny Riverfront Park (downtown shore) is scheduled to be completed. This Park connects the Convention Center to Point State Park.

***Focus Areas:***

Housing: A few existing housing developments that take advantage of waterfront locations are the Lincoln at the North Shore apartment complex (232 units), the Village at Washington’s Landing, and the FirstSide Loft condominiums (8 units).

Transportation: Transportation includes not only automobile and transit travel, but also bicycle and pedestrian modes. The DP sets forth the goal of a convenient and safe system of radial bicycle trails for commuting to and from downtown along the riverfronts. Existing and proposed pedestrian enhancements along the riverfronts downtown include the Allegheny Riverfront Parks (both downtown and north shores) and the Fort Pitt Park along the north shore of the Monongahela River.

Urban Design: There is a clear vision that the extensive and beautiful riverfronts downtown need to be seen and used as amenities. A principal goal is to "emphasize the rivers’ central role and to place the rivers at the heart of downtown. To do this will allow us to see them as the elements that unite the greater Downtown, rather than divide and separate it.” Design controls accommodating the rivers require lower buildings along the rivers and permit taller buildings only in the core of the Triangle to achieve a pyramid effect.

A general goal of the DP is to set up a continuous riverfront park system along the Golden Triangle and along the North Shore of the Allegheny and Ohio Rivers and expand access points to the rivers. The system could be expanded to the south shore of the Monongahela River. The projects aimed at facilitating this are the renovation and enhancements of Roberto Clemente and Point State Park and the construction of new parks along the Golden Triangle -- Allegheny River Park and Fort Pitt Park. The Fort Pitt Park would be constructed to complete a continuous system of riverfront parks for bicycle and pedestrian travel in the Golden Triangle that would connect Point State Park along the Monongahela River with the recently completed Eliza Furnace Trail.

### ***And the importance of Station Square***

Station Square must be mentioned here, because it is a development that has been critical not only as a visitor destination in Pittsburgh, but also as a means to provide better access and provide amenities at riverfront locations in the downtown. It is linked directly with the themes of this study because it is an adaptive reuse and historic preservation project that served to expand the downtown and make the rivers and riverfronts central to its experience.

### ***Recommendations***

To reclaim our rivers' edge, we must incorporate environmental, economic and social sustainability as well as historical preservation into all projects and initiatives. The case studies have shown that successful riverfront initiatives are possible with proper planning and development. Pittsburgh can lead the next wave of riverfront projects by incorporating aspects of these successful river development models. Pittsburgh can have an environmentally sustainable riverfront by including green spaces and cultural amenities, similar to Chattanooga and the Schuylkill River. Pittsburgh can preserve the rivers' historical integrity, similar to Winnipeg. Pittsburgh can promote economic sustainability through its riverfronts, similar to Cleveland and Portland. And Pittsburgh can ensure social sustainability, similar to Columbus and San Antonio. The question is whether or not Pittsburgh *will* learn from these lessons and promote sustainability through its riverfronts.

Certainly a key determinant of the region's ability to be successful lies in the organizations implementing the strategies. At the regional level, the Steel Industry Heritage Corporation has taken the lead. With plans on the way for the Homestead Mill Site, and commitments for trails and river landings, the organization is heading in the right direction. While the projects are still in the planning stages, they involve aspects of historic preservation and economic, environmental, and social sustainability.

A theme incorporated throughout the Pittsburgh Downtown Plan is that of riverfront preservation for recreation. In the past, limited riverfront access and amenities have limited the potential of the downtown, and the riverfronts were seen as the borders of the Golden Triangle. Under the new Downtown Plan, the Downtown, North Shore, and South Shore riverfronts unite rather than divide the downtown. The City of Pittsburgh's Riverfront Development Plan refers to the city's riverfronts as its "most important natural and economic resource." Interconnectedness, not only in terms of linear waterfront development, but also in support of linking aspects of urban life (such as housing, commerce, recreation, industry, and transportation) along the riverfronts, is key in the "Riverfront Development Principles" that the plan sets forth.

To ensure effective implementation of the region’s initiatives—to “*Reclaim Our Rivers’ Edge*”—the following are recommended:

- Encourage inter-municipal and inter-county cooperation in planning for standardized riverfront docks to be used as transportation nodes, perhaps with the assistance of the Steel Industry Heritage Corporation (who is already working with several towns in the Mon Valley).
- The City should adhere to providing a 50-foot buffer zone along the riverfronts. Two new developments along the North Shore – the new Alcoa headquarters and the Lincoln Housing Development – were able to circumvent the provisions. While private property owners would prefer to limit access, the riverfront is one of Pittsburgh’s most public resources.
- Formation of a riverfront consortium of county planning agencies in the region, perhaps through SPC, in order to facilitate coordinated riverfront planning and development in a consistent and coherent way.
- Incorporate signage to provide directional, attraction, and historic information to pedestrians and cyclers on riverfront trails.
- The City should integrate the linear parks with public access to the rivers. While linear parks took precedence over public river access when the Murphy administration took office, both ideas are compatible.
- Ensure cooperation and collaboration with the existing groups in the Mon Valley such as the Mon Valley Initiative and the Mon Valley Progress Council.
- Enhance the progression of the Forest City project by hiring a consultant who has experience working with all the members of the working group.
- Implement suggestions of the Downtown Plan to preserve riverfronts for recreation.

## CHAPTER V -- ADAPTIVE REUSE

### Background on Adaptive Reuse Projects

#### *What is adaptive reuse?*

Adaptive reuse -- or "building recycling"-- involves modifying an existing and probably obsolete building to make it more suitable for new needs or different conditions that may result from market forces. Examples include: conversions of churches or schools into multi-family housing; warehouses or industrial space to restaurants; entertainment centers; artist studios; and rehabilitation of obsolete office buildings for hotel uses.

Contrary to the claims of some critics, adaptive reuse is not a “never tear anything down” strategy. Instead it emphasizes maintaining and effectively returning to service the best of the character-defining buildings in a city.

#### *What are the benefits of adaptive reuse projects?*

There are a range of reasons to support strategies that foster the redevelopment of existing buildings. The traditional benefits that support preservation and sustainability that are often cited are cultural, environmental, educational, aesthetic, and social rewards. Adaptive reuse is now becoming increasingly beneficial for economic reasons both for the public and private sector through investment opportunities with building recycling.

Historic preservation and adaptive reuse have moved from the traditional approach of being ends in themselves by saving old buildings to a more holistic approach of being effective vehicles to achieve larger goals within cities. The goals that various cities achieve through adaptive reuse of buildings include improving the city’s aesthetics and economic viability.

In order to motivate the private sector to take on projects that will have potential spillover effects in cities, there must be economic benefits. The most important private sector incentive for undertaking adaptive reuse projects is the federal historic tax credit program (HTC). A tax credit is a direct offset of tax liability – for every \$1 of tax credit, taxes are reduced \$1.

A major criticism of the HTC has been that it only applies to commercial, industrial, and residential rental property uses. However, legislation was introduced in 1998 that would change that. The proposed Historic Homeownership Assistance Act would create a tax credit for the substantial rehabilitation of owner-occupied residential properties that are on or eligible for the National Register as well. This tax credit would provide a direct financial incentive for homeowners and prospective homeowners to invest in the rehabilitation of historic properties.

#### *Why is it still often difficult to make adaptive reuse projects work?*

In spite of the fact that they are appropriate for a range of reasons, the following factors contribute to the difficulty of doing adaptive reuse projects:

- Banks tend to consider them risky and are more reluctant to invest in them.
- Appraisers want to use comparable properties to assess their values, but comparables often don't exist.
- Older buildings have a negative image in some markets. They may be considered unsafe, "low tech" and/or "non-state-of-the-art."
- Appropriate incentives and programs from the public sector may not exist.
- Building code compliance is often arduous.
- Cost estimates may be more complex in renovations, because architects and contractors sometimes cannot identify at the outset what construction issues and "surprises" will arise during the course of the rehabilitation.
- Markets for adaptive reuse projects are not always well-established and the brokerage community may be either unfamiliar with or not sold on them.

In the next two sections, we highlight the experiences of several cities including: Pittsburgh, Philadelphia, Cleveland, Portland, and Denver. The different experiences of these cities offer lessons for facilitating adaptive reuse projects.

### **Sustainable Downtown Neighborhood Criteria**

If a residential community is to survive and prosper within the heart of a commercial urban business district, there are some additional considerations beyond those of a traditional community which must be highlighted in order to insure the success of such a community:

1. Availability of Community Support Services: Sustainable residential communities require support services and facilities such as grocery stores and other necessary commercial establishments within proximity to the bulk of the population. Downtown residential districts must account for and include these amenities if they are to succeed.
2. Adequate Parking Facilities: Through the creation of parking garages, or other residential parking permit programs, a downtown district has many options regarding how to accommodate the parking problems of inhabitants.
3. 24 Hour Community Security: Community residents must feel secure in their environment at all times, both before and after sunset. Through the creation of after dark civic activities and a recognized police presence, community confidence is easily attainable.
4. Mixed Income Inhabitants: Income integration among area inhabitants remains a desired goal for sustainable communities. Tax abatement and other such incentives offer integrative options to community organizers seeking to balance the demographics of the urban area.
5. Mixed Use Zoning: Residential and commercial enterprises cannot be distinctly isolated as they are within traditional neighborhood environments. Mixed-use zoning that accounts for the community needs of the area is essential to the success of a sustainable downtown urban community.
6. Community Involvement: Churches, community centers and the like cannot be forgotten within a residential urban environment. Opportunities and facilities for community congregation are integral to sustainable success.

The creation of a vibrant urban district remains an essential part of our efforts here in Pittsburgh at reclaiming our edge. In Pittsburgh, as in other places, a downtown residential community contributes to the balance and energy of the contemporary urban experience. Attention to the needs of community residents, as indicated by the downtown neighborhood's special set of criteria, remains crucial to sustainable downtown development strategies. When



properly implemented, downtown residential districts become one of the most attractive aspects of our modern urban areas.

### **Adaptive Reuse in Pittsburgh**

Adaptive reuse projects dot Pittsburgh's cityscape in a cultural mosaic of civic rebirth. Many different types of buildings are used for a myriad of different purposes. Adaptive reuse within Pittsburgh represents a concerted effort to reestablish a modern urban community based upon the classic buildings of the past.

The City of Pittsburgh contains numerous adaptive reuse projects scattered throughout its many neighborhoods. In addition to lone standing adaptive reuse projects, Pittsburgh features entire neighborhoods designated as historic districts. All buildings in Manchester and the Central North Side feature historically representative street facades.

Inside all of Pittsburgh's historic preservation neighborhoods, residents wishing to make exterior alterations to their homes must obtain Historical Review Commission approval before commencing proposed alterations. Design approval by the Historical Review Commission ensures physical consistency among neighborhood houses and preserves the traditional appearance and atmosphere of the neighborhood. Included within those areas designated for historic preservation are the neighborhoods of: Deutchtown, Manchester, Schenley Farms, and the Mexican War streets.

The Mexican War streets represent one of the greatest rehabilitative success stories of a historic preservation program in Pittsburgh. At one time, the Mexican War streets suffered from severe urban blight. In a landmark program sponsored by the City of Pittsburgh, the Urban Redevelopment Authority acquired much of the property in the Mexican War streets and initiated historic preservation within the neighborhood. Under the terms of the program, the City of Pittsburgh sold many of the properties to individuals for \$1 under the condition that those purchased in the property restored it to Historical Review Commission specified standards and make it their permanent residence for at least three years. The Mexican War streets underwent a complete turnaround shortly after the initiation of the program and became one of the most attractive neighborhoods in the city. To the credit of neighborhood residents and the historic preservation program, the Mexican War streets remain in top condition to this day, and offer a range of affordable housing options in a historic neighborhood.

In addition to the historic preservation neighborhoods, there are many examples of adaptive reuse projects in other areas of the city. Individual projects include the former Armstrong Cork building in the Strip District and new loft housing in the proximity of downtown. Numerous excellent examples of adaptive reuse projects accent Pittsburgh's Riverside within Station Square. The former railroad Freight House now stands as a collection of shops and restaurants brimming with activity. Once the Pennsylvania and Lake Erie train station, that structure now serves as home of the Grand Concourse restaurant, one of Pittsburgh's finest. Another restaurant making success of an adaptive reuse project is the Church Brew Works located in the Lawrenceville neighborhood of the city. This project features a neighborhood place of worship turned microbrewery and restaurant in a unique blending of

classic architecture and modern commercial feasibility. Lord and Taylor also perceives commercial opportunities for adaptive reuse projects here in Pittsburgh and plans to renovate the old Mellon Bank headquarters in downtown and transform it into a new department store without any exterior alteration, though with planned destruction of its majestic interior. These and many other adaptive reuse projects fill the neighborhoods of Pittsburgh and stand as testament to the successful possibilities of a well thought out and planned adaptive reuse projects.

Each of Pittsburgh's adaptive reuse projects, including those undertaken by both local and national industries, demonstrate an excellent reuse of an existing structure for modern purposes. Whether for housing, commerce, industry, or entertainment, adaptive reuse projects represent an important consideration for future community sustainability initiatives. These projects accent the city of Pittsburgh and its heritage -- all part of reclaiming our edge.

Although there are examples of successful adaptive reuse projects in Pittsburgh, obstacles still remain. One obstacle that developers of adaptive reuse have had to overcome in Pittsburgh are zoning regulations and building code issues. Currently many areas that have potential buildings for reuse having zoning restrictions that do not allow the use of a building for residential living. The potential developer then must go through the lengthy process of applying for a zoning variance.

Strict building codes also inhibit adaptive reuse conversions. The cost of keeping a renovated structure compliant with an inflexible building code often discourages would be developers from pursuing adaptive reuse projects. Philadelphia is one city that provides an example of how a simplification of the building code requirements and the use of tax incentive can spur adaptive reuse projects.

## **Adaptive Reuse Policies and Projects Other Cities**

### ***Philadelphia***

A change in the City of Philadelphia's tax abatement legislation in 1997 is credited with creating over 1,000 units of adaptive reuse housing since that time. Essentially tax abatement allows the owner of a vacant commercial or industrial building to renovate the structure as housing and not be taxed on the value of those improvements over ten years. Philadelphia Mayor Ed Rendell championed this policy as a way to bring life to hundreds of vacant office building in the center city. No older office buildings had been sold in nearly five years before the rush of transactions after the change in the abatement law.

Developers insist that the market for adaptive reuse exists in Philadelphia, and that a strong tax abatement policy and the changes to the building code help reduce the high costs of renovating vacant structures. Many developers are converting old office buildings into extended stay hotel space that can command rents as high as \$2000 a month. Other large-scale projects are occurring as well (Wallace, 1999). A 1912 light manufacturing building is being converted into 150 apartments at a cost of \$20 million (Walsh, 1997).

Another way that Philadelphia policy addresses the costs and complications surrounding adaptive reuse is by allowing for flexibility in meeting the building codes. For example, a developer may now choose from a number of fire safety options rather than install a costly sprinkler system on each floor (Center City District, 1997). The changes in Philadelphia's tax abatement program and building code ordinance are two important components to making adaptive reuse projects feasible.

Despite the recent wave of adaptive reuse projects in Philadelphia, local developers think more policy changes are needed to encourage more of this type of redevelopment. A state-based historic rehabilitation tax credit would go a long way to financing adaptive reuse projects because these projects are often seen as high risk. While the market for adaptive reuse in Philadelphia has not reached its full potential, changes to tax abatement and building code laws have encouraged the first of what the City hopes will be a long line of adaptive reuse projects. Philadelphia's tax abatement legislation: abates Philadelphia property taxes on the value of improvements for 10 years; requires the conversion of at least 50% of a non-residential property to residential use; applies to residential portion of the building only; includes buildings 2/3 vacant at the time of conversion; applies to rental properties only; and conforms with Pennsylvania's Local Economic Revitalization Tax Act (LERTA).

### *Cleveland*

Many lenders and local leaders in the City of Pittsburgh hesitate when housing rehabilitation projects come across their desks, but in cities such as Cleveland, these projects have provided the means to revitalize and reinvigorate downtown life. Cleveland looks to reorient itself for the 21<sup>st</sup> century by building upon the legacy of the past. Along with new sports stadiums and the Rock and Roll Hall of Fame, Cleveland features many notable adaptive reuse projects taking advantage of the former industrial sites which fill the city.

One of the most notable adaptive reuse developments in the Cleveland area lies in the Historic Warehouse District. Cleveland's first neighborhood and oldest commercial district, the warehouse area was originally designed for residential purposes. Filled with the outstanding examples of Victorian architecture, the district contained many of Cleveland's earliest newspapers, hotels, and theaters. As industry came to dominate the area in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, the Warehouse District lost its residential community and fell into disrepair.

A significant historical restoration program begun in the early 1980's transformed the area to a modern urban Mecca that is now a national Historic Landmark and features a synergy of mixed-use residential and retail activities. One of the city's premier downtown residential districts, the warehouse area features elegantly restored buildings complete with dramatic living lofts overlooking the river and the downtown area. The Warehouse District also features a combination of restaurants, galleries, business, nightclubs, and specialty shops designed to complement the residential community. Between 1500 to 1600 units have been constructed or adapted in this area.

The Cleveland City Planning Department together with developers and the City Landmarks Commission facilitated many of the projects--organizing review sessions, designing standards and underwriting the various projects. Funding was accomplished by using historic tax credits, HUD insured loans, and most importantly, money from the statewide carpenters pension fund.

Historically, Cleveland was much like the current Pittsburgh with regard to downtown housing and adaptive reuse. Projects were initially taken on apprehensively by lenders if undertaken at all. Fears of unexpected costs, difficulty obtaining appraisals and the general "newness" of reuse projects kept lenders at bay. However, as Cleveland's groundbreaking projects provided precedence, lenders, planners and local government began to feel more comfortable about the projects and successful endeavors followed. Is Pittsburgh's day far behind?

Although Cleveland's strides in preservation and reuse fall short of the notoriety and magnitude of those in occurring in cities such as Chicago, the City is beginning to coalesce around preservation by developing partnerships and taking action. Much of this success is in response to alternative funding (carpenters pension fund) which provided initial projects the essential funds to be completed. These projects in turn, became the benchmark for those projects that followed.

Using public-private partnerships, Cleveland has succeeded in transforming a destitute area of the city into a thriving and urban neighborhood while preserving the character that defines the city's identity.

### ***Examples of Specific Adaptive Reuse Projects***

Portland, Oregon, and Denver, Colorado, are two cities that have a tradition of reusing old buildings. Projects in both cities offer important lessons as Pittsburgh attempts to reclaim our edge through the reuse of historically significant buildings:

**Table 5.1: Adaptive Re-use Case Studies**

<b>Project</b>	<b>City Lofts</b>	<b>Denver Dry Goods Building</b>
<b>Location</b>	Portland, OR	Denver, CO
<b>Developer</b>	Brandt Development Co.	Denver Urban Redevelopment Authority, Affordable Housing Development Co., BCORP Holdings Inc.
<b>Completion</b>	1993	1996 (Phase III)
<b>Project Cost</b>	\$2.4 million	\$39 million
<b>Sale/Rental Price</b>	\$150,000 to \$270,000. Retail \$8.00/sq. ft.	Rental units: \$440-\$1,050; For sale units: \$140,000-\$230,000; Office space: \$12.75/sq. ft.; retail space: \$10.00/sq. ft.
<b>Summary</b>	Former light industrial facility built in 1927; project developed 13 for-sale residential "shells" that could be developed to the purchaser's specifications; shells range from one-bedroom flats to three-story townhouse; project includes 6,500 square feet of street-level retail space.	Warehouse built in 1888 in the heart of downtown Denver; building is about 350,000 sq ft.; redevelopment project and financing broken into several smaller projects; uses include: 51 rental units (40 affordable), 66 for-sale units; 115,000 sq. ft. of retail space, 29,000 sq. ft. of office space.
<b>Important Lessons</b>	<ul style="list-style-type: none"> <li>▪ Private financing difficult to obtain in unproven markets; requires significant amount of pre-sales or pre-leasing (70 percent).</li> <li>▪ Offering unfinished shells is less desirable than doing pre-development marketing study and tailoring units to specific market.</li> <li>▪ It does not pay to underestimate fundamental system costs (in this case, the sound transmission system).</li> </ul>	<ul style="list-style-type: none"> <li>▪ Large, unconventional buildings can succeed by redefining into smaller components and uses which make project easier to finance.</li> <li>▪ Public/Private partnerships can succeed through consensus.</li> </ul>

**Micro Study: An Adaptive Reuse Development in Pittsburgh-FirstSide**

While adaptive reuse projects in general are not new to Pittsburgh, there is a subset of project types that is new -- the conversion of former commercial and industrial buildings to housing in Pittsburgh's downtown. There is a trend toward increased downtown living in cities across the United States, including downtown Pittsburgh. The Pittsburgh Downtown Plan published in 1998 by the Department of City Planning finds that there is market potential to expand housing downtown at the rate of 300 units per year over the next 10 years.

One of the first downtown housing adaptive reuse projects is called FirstSide, and it is, appropriately, located in the First Side section of the Downtown at 429 First Avenue (please see Figures 1, 2 and 3). An eight-story former paper warehouse that had been vacant for eight years was bought by No Wall Productions and converted it to seven stories of for-sale housing (one unit per floor), with the first floor used as a combination photographer's studio and housing loft.

The total project costs were \$1.1 million (including acquisition), and sales prices of the housing units ranged from \$150,000 to \$195,000. The housing is market rate and no public subsidies were provided. National City Bank was the lender and provided a grant to the project. All but one of FirstSide's housing units had been sold as of January, 1999.

**Figure 5.1: FirstSide facade: 429 First Avenue, Downtown Pittsburgh**

**Figure 5.2: Interior finishes include exposed timber, brick and concrete floors**

**Figure 5.3: 2<sup>nd</sup> floor view: Smithfield Street Bridge and Station Square**

***Barriers to developing adaptive reuse housing downtown***

No Wall and other developers encounter a range of obstacles in their attempts to undertake adaptive reuse housing projects in the Downtown. Our research has shown that these are some of the barriers to development:

- Appraisers want to use comparable properties to arrive at market value, but comparables for this type of project just do not exist yet.
- Banks are generally not willing to take on the risk they perceive of adaptive reuse projects, but if there were more City support they may be.

- The City's tax abatement program is inadequate. There is no distinction made for adaptive reuse projects for abatement purposes. They are considered renovation, which receive much less subsidy than new construction.
- It is sometimes difficult to meet building codes. For example, with many projects there is a problem with a single stair exit. Also, a building over 6 stories is classified as a high-rise building, which means that stiffer codes are in place.

Some suggestions that have been made to improve the conditions for adaptive reuse development are:

- Commitment from the Mayor's office to do these types of projects.
- Prompt answers to developers' questions from City agencies.
- Incentives that are determined on a project by project basis. Currently, the City is talking about providing a one-size-fits-all incentive package for developers, and there is concern that one size will not fit all of them.

### *A new project*

In spite of the obstacles, No Wall recently purchased another property in the Downtown's Cultural District for its next adaptive reuse project. The Bruno Building at 945 Liberty Avenue will be renovated into rental housing on the upper floors, and the first floor will become a retail storefront. According to the developer, this project is not feasible without subsidy. Anticipated subsidies for the project include a Streetface grant from the Urban Redevelopment Authority for the retail storefront renovation and a 20 percent federal historic tax credit. (The 20 percent federal tax credits may only be used for commercial projects.) Dollar Bank is the project lender.

Adaptive reuse projects need to be seen as a team effort. The public, private and nonprofit sectors need to work together to provide the right incentives and overcome all the obstacles if we are serious about reclaiming our edge through recycling our obsolete buildings for more appropriate uses. Critical to forming a team effort at developing adaptive reuse housing is generating involvement from private lenders and foundations.

## **Lenders and Foundations in Pittsburgh**

### *Lenders*

Private lenders provide the primary source of financing for nearly all residential real estate projects. For adaptive reuse projects, a private lender typically is the primary lender. More often than not, the primary loan is not enough to cover the total project cost. The developer must then apply for government subsidies and foundation grants to fill this financing gap. We analyzed the roles of both private lenders and foundations in adaptive reuse projects, particularly in Pittsburgh.

The primary issue with adaptive reuse arises while the project is in the hands of the lender, often well before other influences emerge. From the very beginning, lenders are weary of the unknown. These "unknowns" are major concerns because they can compute to higher

construction costs. These hurdles include environmental issues such as underground tanks and toxic building materials. It appears that rehabilitation in general is risky business for lenders.

Adaptive reuse makes lenders wary, especially in Pittsburgh. Though Pittsburgh is not that different from other U.S. cities, it does not have a long record of adaptive reuse projects for housing. There is one question lenders ask themselves when considering a project: Can you show me another building with similar price, and how long it took to sell the units? When the developer must concede defeat, the project often dies. This dilemma is a chicken-and-egg issue. How can one finance a project if the bank uses such an analysis to distribute their funds? Some argue that it often has to do with the nature of the project and reputation of the developer. However, such a solid reputation often requires the developer to have completed several projects.

A combination of forces works together in Pittsburgh--foundations, banks and government--and an answer to the funding problem may rest within them. Understanding the financial aspects of developing, these projects will become easier once precedence exists. It makes sense for major stakeholders to share the risk in projects. By bringing these individuals on board about major plans, partnerships may be developed that will provide a clear vision toward effective communication and the dispersal of risk. This in turn will provide a forum or baseline for the development of adaptive reuse projects. It is an unfortunate predicament many cities face; however it can be overcome. According to one of the city's professionals, "It is often the life experience of the lender that dictates how progressive they are--in a conservative city like Pittsburgh, you are lucky when you find the right lender." This likely will change once lenders have acquired the necessary experience to earn the classification of being progressive. Apparently, the key to achieving this status is partnerships.

### *Foundations*

Pittsburgh is a city blessed with a wealth of private foundation money. These assets remain from the families who profited immensely from the steel industry era. They continue to support arts, cultural, economic development and human services initiatives in the region. Thus, efforts were made to identify private foundations and organizations in the City who funded and support the Downtown Plan, are members of the Housing Task Force or are simply interested in the management of Downtown. The goal was to find out if these organizations supported adaptive reuse or set any money aside specifically for adaptive reuse projects.

The underlying message was that many of the organizations contacted support adaptive reuse, but do not have initiatives in place that directly support it financially. In fact, a few organizations required a definition of what adaptive reuse was, or suggested another organization or contact to adequately address the questions presented. However, most of the foundations support adaptive reuse projects, but not as a primary goal. For example, the Hillman Foundation helped to fund the development of a homeless shelter in the City from an existing, vacant structure simply because it made sense financially for the agency.

Foundations in Pittsburgh need to be made aware of adaptive reuse as a strategy for downtown revitalization and its ability to help us reclaim our edge. One possible way of increasing awareness about adaptive reuse is through an educational and promotional campaign.



In West Palm Beach, an educational committee was formed, under the direction of the Mayor, whose purpose is to enlighten public officials on design and planning issues. It might be wise for advocates of adaptive reuse to devise an educational packet that would detail the community benefits of these types of projects in the Pittsburgh region. These educational packets could be distributed to public officials, as well as private funders, banks and other state agencies.

## Prospects for Downtown Housing: Targeting Adaptive Reuse

*"You can redo anything depending on the market. It's all about location for the specific use. You can't draw generalities about adaptive reuse projects. The market is site- and deal- specific, and it's necessary to reuse old buildings – especially in Pittsburgh." -Interview with a real estate broker*

Our analysis shows prospect for housing in the downtown, with limitations. Housing in the Fifth and Forbes corridor seems to be inappropriate. The periphery of downtown is better suited for housing development. Some professionals we interviewed see no market for downtown housing at all, running counter to the City's plans.

Lenders are quick to point to obstacles such as building codes and zoning that may stifle downtown housing development and pose problems for housing in the fifth and Forbes corridor. Certainly, code modifications are needed if any downtown housing can be developed. Others point their finger at politics. Most agree that if downtown housing is what the City wants, then must develop a housing strategy-whether in the Fifth and Forbes corridor or elsewhere. With Fifth and Forbes, attention has been diverted to generating revenue (sales tax), so national commercial draws have taken precedence. On one level, this is rightfully so. This downtown location thrives on its commercial base and has existed as a center for commerce since its birth.

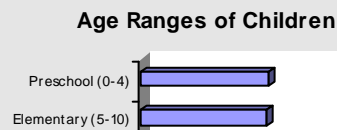
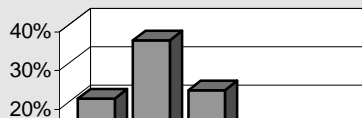
### Who Buys Homes in the City of Pittsburgh?

With the city losing more than an estimated 3,000 residents per year between 1990 and 1996 (Census 1997), it is important to find what the characteristics are of those moving into or staying in the city. Who are the homebuyers in the City of Pittsburgh? Are they young or old? Do they have families? Earlier this year, the City Controller published a "New Homeowner Survey" to answer these questions.

Many people want to see young working age people move into or stay in the city. It is interesting that the largest age category of homebuyers is 30–39 a perfect age for energetic young people. City Source suggested that young families do not mind buying in the city. An important factor keeping middle aged homebuyers from home buying is poor public education.

Half the homebuyers have children, over 40% of those children are 19 or older. This may reflect that there are many "empty nesters" buying homes in the city. Children 10 or less account for more than 40% of children moving into the city suggesting that young families move to the city. However, families are not willing to bring middle and high school aged children *into the city. This shows a great lack of confidence in the public school system.*

This supports the notion that young families with or without children buying a "starter home" are willing to live in the city. It also shows that "empty nesters" who appreciate the conveniences of cities and do not need the space some families want are also relocating to the city.



Nevertheless little is done in the way of housing development, as one of our professionals noted, because "local leaders are too busy rationalizing their stadiums to think through the issue of developing housing downtown." Is it simply that Pittsburghers lack the "Manhattan mentality" to fulfill the market? No matter the issue is viewed, downtown housing is supported by many for its social benefits. Opinions diverge when public subsidies for downtown are suggested. This may explain why the City has not provided any aid for housing and continues to focus their resources on commercial development.

## **Conclusion:**

Pittsburgh has tremendous potential to revitalize its downtown through adaptive reuse projects. It is potential, though, that remains unrealized. We must work to turn the potential into reality as we strive to create a vibrant urban district that is essential to reclaiming our edge. To facilitate adaptive reuse projects in Pittsburgh, we make the following recommendations:

- Training appraisers about market conditions so that they will not have to rely so heavily on comparable properties to determine market value.
- Providing banks financial information on successful adaptive reuse projects that have been done here and in other cities such as Cleveland, Denver, Portland and others.
- Proving commitment on the part of the City to undertake adaptive reuse projects by implementing a tax abatement program that is tailored for them. Philadelphia implemented a tax abatement plan targeted at adaptive reuse in 1997. This plan could be adopted in Pittsburgh.
- Exploring non-traditional forms of financing. For example, Cleveland provides subsidies to adaptive reuse projects through Carpenters Pension Funds.
- Providing a one-stop-shop in the Mayor's Office of Economic Development for adaptive reuse developers.
- Adapting building codes, where appropriate, to meet the needs of adaptive reuse projects. This does not mean that safety needs to be compromised. Many of the codes were written with new construction in mind.
- Allowing for flexible zoning that allows and encourages residential and particularly mixed use development downtown.
- Designing incentives with developers, the City, foundations, and banks that will be properly targeted to get the desired kinds of projects done.
- Supporting current legislation before the U. S. Congress to modify the Federal Historic Tax Credit Program to include not only commercial projects, but also for-sale housing.

Commitment, vision, and leadership will be necessary to implement our recommendations. Adaptive reuse and preserving Pittsburgh's architectural heritage and sense of place, is a vital part of reclaiming our edge.

## CHAPTER VI -- FIFTH-FORBES CORRIDOR

### Golden Triangle and the Fifth/Forbes Corridor

Pittsburgh is a city willing to re-invent itself in order to survive and prosper. This is particularly evident in the City's downtown. The Golden Triangle, focused on the Point, is edged by the Monongahela and Allegheny Rivers that form the head of the Ohio. The Golden Triangle has been the site of many revitalization schemes. Some of these schemes were built, such as the laying out of Market Square in the late 18th century and the 20<sup>th</sup> Century Renaissances I and II. Some were only imagined such as Frank Lloyd Wright's helical complex at the Point.

The area of the Golden Triangle located between Forbes and Fifth Avenues is currently under review for its own renewal project. Approximately four years ago, planning to create City Center, an enclosed 946,000-square-foot mall. The acquisition of Nordstrom as the key retailer in the mall was critical to the success or failure of the plan. After over a year of negotiations, planning, and even helicopter tours of the city, Nordstrom backed out of the deal and the City Center plan died. Apparently, the predicted impacts of an enclosed downtown mall did not appear to be very positive. As a result, the overall downtown retail strategy had to be rethought.

The city then asked Urban Retail Properties, a Chicago-based developer, to complete a one-year study of the Fifth and Forbes corridor. Urban Retail Properties concluded that the enclosed mall ideas of the past were in fact not the best remedy for the retail situation facing the city. Instead, the developer recommended that the best strategy for the corridor would be to develop what is known as an "Urban Entertainment District".

### Urban Entertainment Districts

Many American cities, particularly those devastated by the impact of de-industrialization and government cutbacks, have begun to 'reinvent' themselves. Old warehouses, piers and factories have been transformed into casinos, megaplex cinemas and themed restaurants (Hannigan, 1998). One of the most frequently cited characteristics of the contemporary city is its role as a center of consumption, a place where advertising, shopping and entertainment are incorporated into every aspect of human life. The proposed Market Place at Fifth and Forbes in Pittsburgh is a converging of consumer activity systems in an urban entertainment district, which includes (Hannigan, 1998):

- Shoptertainment
- Eatertainment
- Edutainment

### *UED characteristics*

According to John Hannigan in Fantasy City, the defining features of an urban entertainment district are:

1. It is aggressively branded - UEDs are not financed and marketed exclusively on the basis of their ability to deliver a high degree of consumer satisfaction and fun, but also their potential for selling licensed merchandise on site. It is not accident that the profit core of themed restaurants and attractions (including retail) is not from food, drink or simple purchases, but is generated instead from its logo-imprinted souvenir merchandise acting as a passport stamp which confirms that the tourist has come and gone. This is termed the 'passportization of experience'.
2. It operates day and night. This reflects its intended market of baby-boomer and Generation X adults in search of leisure, sociability and entertainment.
3. It is modular, mixing and matching an increasingly standard configuration of components in various configurations. Typically, a UED will contain at least one themed restaurant, a megaplex theater, a book megastore and some form of interactive, high-tech arcade. Large, publicly sponsored projects may also include an aquarium, stadium or science center. Paradoxically, the more cities seek to differentiate themselves on the basis of different UED themes, the more they resemble each other with the same line-up of attractions.
4. It is solipsistic, isolated from surrounding neighborhoods physically, economically and culturally (Hannigan, 1998).

In some ways, the retail-entertainment line-up of the UED is similar in format to the suburban malls of the past, since, generally speaking, it's the same case of operators. Whereas suburban malls feature branches of downtown department stores and national clothing chains, UEDs court merchants whose products tap directly into the leisure experiences of their customers (Hannigan, 1998).

Supporters of UEDs include the Urban Land Institute, with its monthly newsletter, E-Zone; development and entertainment industries; and many local politicians, planners and economic development officers who see UEDs as the key to continued urban growth (Hannigan, 1998).

Economic development is the creation, retention and expansion of jobs, and development of the tax base. Retail and entertainment, whether in the form of an urban entertainment district or other venue, has always been an important part of that mix.

### **The Market Place Plan**

The City of Pittsburgh and Allegheny County have been interested in boosting retail shopping and the vibrancy of the downtown area for some time. Although many people do shop downtown currently, including city residents and downtown workers, the stores have not been able to compete with suburban shopping malls. Downtown lacks the national chains or convenient parking that can be found in those malls. The existing stores, which include wig shops, pager stores and clothing stores, are perceived as being too low-scale. As a result, the City had been searching for a developer to partner with them to redevelop the downtown business district.

After being turned down by several local developers, the City signed a memorandum of understanding in the summer of 1997 with Chicago-based Urban Retail Properties (URP). The developer, with some financial support from the state and the City's Urban Redevelopment

Authority (URA), will convert the existing Fifth and Forbes Corridor area into a shopping and entertainment district. The URA will acquire the buildings, move businesses and clear the land, and then sell the properties to Urban Retail Properties for fair market value. URP will then be responsible for ownership, management, and marketing of the district. Neither the City of Pittsburgh nor Urban Retail Properties have made many of the specific design plans of Market Place public. As a result, most of the details described in this chapter are based on newspaper articles about the initiative (Post-Gazette Special Report, 1999).

### ***Is Market Place an urban entertainment district?***

Market Place meets all of the criteria of an Urban Entertainment District. During the day, many of the stores and restaurants will cater to the local business crowd and daytime shoppers. At night, it will attract individuals seeking entertainment with the megaplex movie theater, theme restaurants and entertainment locations. Market Place plans include many standard modular components of an Urban Entertainment District, including the super-bookstore (Border's), the movie theater, theme restaurants (Planet Hollywood and Johnny Rockets) and adult entertainment venues (Dave and Buster's.) In addition, the area will be "branded" as a destination location. People will want to come to Market Place for the overall experience, not just to go to a single store or restaurant. It is also isolated physically from the rest of downtown by office buildings. The nearest potentially competitive districts are the Strip District and the Cultural District.

### ***Description of the plan***

Urban Retail Properties, in conjunction with the city, intends to transform the existing retail corridor into a more upscale, street-level shopping and entertainment district. Plans call for the area to be distinctly urban, with shoppers travelling from store to store via the sidewalks. According to the *Post-Gazette*, approximately 100 retailers currently reside in the six to seven block area to be targeted by Urban Retail Properties. Some existing buildings will be renovated for use for the new stores and facilities, but most will be razed and rebuilt. (Historic preservation plans are discussed below.)

#### **Retailer Profile: Dave and Buster's (www.daveandbusters.com)**

Founded in 1982 and headquartered in Dallas, Texas, Dave & Buster's is an upscale restaurant/entertainment concept. With over 3,100 employees and revenue of \$128.5 million, Dave & Buster's operates 17 locations across the United States. Dave & Buster's plans to open six new sites in 1999, which puts the company on course to double its current store base within the next 30 months. Their selling pitch is that they combine "beer, burgers, billiards and lots more." Rather than being geared toward families, Dave & Busters offers 50 different beers on tap and adult-oriented games like golf simulators, virtual reality systems and basketball. Traditionally known for its warehouse-type major market mega-size stores, the company opened up a scaled-down version in Columbus in 1998, which is its prototype for expansion into intermediate markets.

Dave & Buster's, traded on NASDAQ: DANB, had a 52 week high of 27 3/4 and a 52 week low of 10 1/2 in 1998. Its price/earnings ratio was 21.47 and earnings per share in 1998 were \$0.92. Sales growth accelerated to 45% in 1998, and earning per share rose 31% despite the costs of new site construction. There are currently two Dave & Buster's operating in the United Kingdom under a licensing agreement with Bass plc. The company also has international licensing agreements for portions of the Pacific Rim as well as Western Europe.

- The thirty-eight businesses that the developer has preliminarily identified for the corridor are all national chains – no local shops or restaurants are included in the preliminary plans that have been made public.
- Twenty of the thirty-eight proposed businesses have a presence elsewhere in the Greater Pittsburgh area.

**Retailer Profile: Restoration Hardware  
(www.restorationhardware.com)**

Founded by Stephen Gordon in 1979, Restoration Hardware is a rapidly expanding home furnishing store business with a "near cult following" (Restoration Hardware, 1999). Restoration Hardware is a specialty retailer of home furnishings, functional and decorative hardware and related merchandise that reflects the Company's classic and authentic American point of view. The company maintains 65 stores nationwide, and operates under the simple philosophy that people want to surround themselves with what they love.

Restoration Hardware, Inc., traded on NASDAQ: RSTO, reported for fourth quarter a net profit of \$6.2 million, or \$0.35 per share, compared with a net profit of \$3.0 million, or \$0.20 per share, in the quarter ended January 31, 1998. During the fourth quarter, Restoration Hardware opened 5 new stores in: Trolley Square in Salt Lake City; Manayunk in Philadelphia; The Atrium in Chestnut Hill, Massachusetts; and on Broadway in New York City. There is one Restoration Hardware in the greater Pittsburgh region, located in the Galleria Mall in Mount Lebanon.

Among the "wish list" of tenants the developer has been trying to attract are several large anchor stores. They include the newly built Lazarus department store and the existing Kaufmann's as well as Nordstrom's and Lord & Taylor. However, the commitments for Nordstrom's and Lord & Taylor are not yet firm. In addition to the anchor stores, proposed stores include Victoria's Secret, Gap, Banana Republic, J. Crew and Ann Taylor. It is important to note that all of these can be found elsewhere in the Greater Pittsburgh area. There are also plans to bring in upscale specialty stores like bebe, Kenneth Cole, Montblanc, and Tiffany & Co. (Post-Gazette Special Report, 1999).

***What constitutes a successful UED?***

"Entertainment and retail-base redevelopments which work are the ones that are woven into the city's fabric, while the failures are those that become stand-alone islands which do not evoke or preserve the locale's culture, history and identity. Market Place must add value, social value, economic value, and physical value, to the Golden Triangle, the City of Pittsburgh and the greater region to be a successful venture."

***Project costs and impacts***

The uses of funds for the Market Place have not yet been publicly released. City officials were, however, able to talk in general terms of the dollar amounts allocated for various components. The following details general funding allocations:

- The project is expected to cost about \$300 million in total.
- One-third or \$100 million, is expected to be used for site assembly, relocation, demolition, and abatement.
- Ten percent or \$30 million, will be spent on two parking garages.
- Five percent or \$15 million, will be spent for public space improvements and open space enhancements. This could include improvements to Market Square. In preliminary discussions, substantial improvements were planned for the Market Square area, but because of budget constraints and enhancements, e improvements to the Square will not be significant.
- The remaining 52%, or \$155 million, will be spent by Urban Retail Properties on the private development of the structures.

The project is expected to create over 1,000 jobs for local residents. Some of these positions are expected to be at the management level, but most will be lower-end service jobs. Based on the initial cost estimates, this will break down to about \$145,000 of public investment per job created. As a benchmark, most public economic development incentives invest only \$15,000 to

\$35,000 per job created. Also, those programs are typically geared to value-added manufacturing or high technology jobs, which provide local residents with quality career-enhancing employment.

Although there will be some management positions among the 1,000 jobs expected in the Market Place project, common sense tells us that most of the positions will be for sales clerks—low-skill, low-wage jobs. With so much talk around the region about continued exodus of the younger population due to a lack of professional employment opportunities, it seems to be a policy paradox that \$145 million dollars of public funds will be spent to create 1,000 sales clerk and wait staff positions.

### *Uniqueness*

Urban Retail Properties has to make Market Place unique, otherwise it is destined to fail. With this failure would come not only the loss of dollars, but also the loss of credibility as an urban developer.

### *Historic preservation considerations*

At present, it is not clear which buildings within the Fifth and Forbes corridor will be saved and which will be lost. It has been the subject of much discussion among local development and preservation organizations. The buildings in the Market Square business area, due to its designation as a historic district, will certainly be preserved. Aside from Market Square, the plans are up in the air. Preservation groups and the City agree that some buildings in the corridor may have historic importance and architectural significance. They plan to further review these buildings before making final decisions about them.

There are arguments for and against preservation in this district. Some individuals involved with the project have stated that many of the buildings and storefronts will have to be torn down because they are not large enough for the needs of the new businesses. Others have stated that some of the facades can be preserved, but concede that the costs may be extremely high (Post-Gazette Special Report, 1999).

#### **Retailer Profile: Nordstrom ([www.nordstrom.com](http://www.nordstrom.com))**

Mulugetta Birru, executive director of the URA, told the Pittsburgh Post-Gazette in November that there are benefits for a large-scale retail development at Fifth and Forbes (Post-Gazette Special Report, 1999). According to him, the lack of a beltway and the central location makes downtown Pittsburgh the best location for a "super-regional mall."

Does that strategy work when department stores also look at sites outside downtown? Besides the downtown store, Nordstrom officials have discussed opening a store at the planned Mall at Robinson Town Centre with the mall's developer, Forest City Enterprises of Cleveland. The Mall at Robinson Town Centre, a 1.2-million square foot development has been in the planning stages for nearly 10 years (Nordstrom taking look at Robinson site).

While Nordstrom's interest raises questions about the city's philosophy about the Fifth and Forbes site, it is not unusual for Nordstrom to have stores in multiple outlets in metropolitan areas, however. Philadelphia, for example, has Nordstrom store in King of Prussia and a

### **Case Study: Underground Atlanta**

Underground Atlanta is a shopping, dining and entertainment complex located in the heart of Downtown Atlanta and situated at the historic birthplace of the city and the site of the former Underground Atlanta. The revitalized Underground includes more than 220,000 square feet of gross leasable area with 126 operating shops, services and eating establishments.

Underground Atlanta is a cultural blend of Atlanta's history and future. Many significant architectural features survived from original storefronts, including ornate marble, granite archways, cast iron pilasters, decorative brickwork and hand-carved wood posts and panels.

Outdoor shops line Upper Alabama Street to Central Avenue and offer visitors a variety of merchandise from well known specialty retailers like the Gap and Victoria's Secret. Dining and entertainment are also an important part of Underground Atlanta. Clustered around Kenny's Alley, 12 restaurants and nightclubs offer a wide variety of food and entertainment ranging from 'Johnny Rockets' to the Old Alabama Eatery, a food court that seats 600 people.

Underground Atlanta was developed in 1989 by the Underground Festival Development Company (UFDC) in cooperation with the City of Atlanta at a cost of \$142 million. The project is managed by Underground Atlanta Managers, LLC, which consists of Urban Retail Properties and Huntley and Associates.

#### **Project Benefits:**

- Contains a variety of retail and entertainment venues. From high-end retail to the dollar store, anything can be found at Underground Atlanta.
- Highly popular with residents and tourists - it drew an estimated 1,000,000 people during its first weekend
- Has significantly impacted the MARTA's rapid transit system rider-ship by promoting public transit opportunities to Underground Atlanta
- Maintained and preserved historical buildings to compliment development
- Developed project around cultural significance of site

### ***Players -- Who is involved?***

- Urban Retail Properties, Chicago based, and one of the nation's largest retail property managers, with over 55 million square feet of space in 23 states and the District of Columbia.
- The City of Pittsburgh
- The Urban Redevelopment Authority of Pittsburgh
- The Pittsburgh History and Landmarks Foundation and Preservation Pittsburgh - the city's two preservation organizations

### ***Non-players -- Who is not involved?***

- Current property owners along Fifth and Forbes
- Current retailers along Fifth and Forbes

### ***What can we learn, and do we learn?***

Politicians and economic development officials view the Market Place project on Fifth and Forbes avenues as the economic salvation of the Golden Triangle. The combination of upscale stores like Nordstrom and Lord & Taylor with an entertainment complex is the linchpin that will make the Golden Triangle a 24-hour city.

Keeping shoppers from exiting the City's borders is an issue that has plagued officials for nearly a generation. Since the 1960s, there have been several attempts to capture shoppers that have left downtown for suburban malls. That motivation led to the development of Allegheny Center Mall, an enclosed shopping center on Pittsburgh's North Side. The same pressures also resulted in redevelopment plans for the East Liberty shopping district. Both plans failed.

Armed with this historical perspective, it is necessary to ask the following questions: Are city officials repeating mistakes of the past? Are they taking suburban models of economic development and placing them in an urban context? Simply, is this a policy paradox?

With these inquiries in mind, two questions were developed and posed to a selected group of planners, lenders, developers and preservationists. The questions are:



1. The city has good examples of Historic Preservation in economic development, most notably the South Side Main Street Program (with the facade improvements, etc). Why isn't (or couldn't) a similar strategy be implemented along the Fifth and Forbes corridor?

2. Present plans for the Fifth and Forbes corridor appear to copy a suburban model. Previous models such as Allegheny Center and East Liberty have failed. This appears to be a policy paradox. Do you agree and please explain?

The following is a summary and analysis of those responses.

### **Preservation in Pittsburgh...A Policy Paradox?**

Urban retail environments are interesting and complex entities. While there is no one real model that can be implemented to ensure success, the City does have some examples of successful retail projects. The most notable of these is the Carson Street district in South Side. Local merchants have adapted existing buildings and renovated facades in such a way that has created a vibrant retail and commercial district. Plans for the Fifth and Forbes projects will likely eliminate most of the existing buildings and facades. By ignoring the successful models displayed in places such as South Side, there seems to be a policy paradox.

This apparent paradoxical question was posed to several of the city's key players for their opinions. Of the many people interviewed, there was nearly unanimous agreement that historic preservation should be an important aspect of the Market Place project. However, there seems to be some disagreement over how much preservation ought to determine the progress of the project. While certainly, many agree that it would be wonderful to preserve every existing structure, there is a realization that the types of businesses being attracted cannot be retrofitted into existing structures. Preservation efforts in South Side were successful because the types of businesses were smaller in scale, and could exist in smaller structures.

The preservationist community, as one would expect, has taken a strong stand behind the notion that as many structures as possible should be saved in the project. While they realize that they will not be able to save every building, they do believe that the City

#### **Case Study: Detroit's Renaissance Center**

The Renaissance Center (RenCen) was built by the late Henry Ford II in 1977 as his legacy to the city, and was recently purchased by General Motors (GM). RenCen not only reflects the global profile of the car manufacturer, but it also shows the company's respect for its heritage. Much like Detroit, Pittsburgh has a strong industrial heritage, and the argument can be made that PPG's investment in their Market Square headquarters is somewhat of a shadow of the Detroit Renaissance Center. But this similarity is only on the surface - the Detroit Renaissance Center is a much larger project and is also currently expanding.

GM has recently released plans to renovate the RenCen to include even more extensive public spaces. The renovations are expected take five years to complete and will cost in excess of \$500 million. As reported by the Detroit Times, "the changes will include a "new front entrance, a five-story atrium of shops and restaurants called Wintergarden, a promenade, GM University, GM Heritage, and inter-active display of products" (Detroit Times, 1998)

The Renaissance Center is in itself linked to the city of Detroit, so it is not recommended that the City of Pittsburgh build its own version of such a structure. Instead, it is important to observe the links that the Renaissance Center has with its community. The link between respecting the industrial history of the city and the businesses themselves. It is equally important to observe the links GM hopes to create by giving back to the community (i.e. the establishment of a university). Pittsburgh must understand these lessons if there are to be any ties between the Market Place and the residents of this post-industrial city.

The Renaissance Center is also occupied by a nonprofit organization, known as the Detroit's Renaissance. When asked about any other aspects which make the Renaissance Center successful, they commented that "the key to locating retail in downtown areas is to know your customer. What market are you drawing from? What retailers can succeed in that market? Are there residents with disposable income living nearby? All these issues factor into the type of retail that should locate in a given area."

These questions require significant market analysis, but they are legitimate issues. The City of Pittsburgh must heed these words of wisdom from a similar city if Market Place is to succeed.

could be doing more to ensure that Urban Retail Properties places a higher emphasis on historic preservation. Urban's hiring of Mike Eversmeyer, former preservation planner for the City of Pittsburgh, was viewed as a positive step in that direction. However, several others have expressed that looking at the costs of preservation brings us back to the simple world of dollars and sense. Once preservation efforts push the project pro formas past a profitable point, it is no longer realistic to expect the City or the developer to commit funds to preservation efforts. So while most agree that is important to have the new development coincide with Pittsburgh's urban fabric, it is also important to have a realistic view of just how much preservation is possible given financial constraints.

**Case Study: Downtown Bethesda, Maryland**

Downtown Bethesda, Maryland, is a thriving entertainment and retail-based redevelopment that has been woven into the City's fabric. Bethesda's mile-long downtown district is a bustling commercial district by day and a dining and entertainment hotspot by night. This urban district is funded by a tax on the properties and parking in the district.

The Downtown Bethesda area consists of a mix of local and nationally based retailers. The local retailers offer specialty shops and antique shops that carry rare or handcrafted merchandise. It is unique to have national brand names mingle with local artisan created accessories, gifts, clothing, and furnishings in this manner (Washington Post, 1999). Furthermore, the METRO mass transit enables national capital area visitors to easily ride across the D.C. line into this retail district. This mixed-use in the retail district and accessibility brings economic growth to the Bethesda, making the area economically sustainable.

In addition, Downtown Bethesda lays claim to the largest single enclave of dining establishments in the Washington area. Within a 65-block area, there are approximately 200 restaurants, including many international establishments (Washington Post, 1999). Great dining is not all that Bethesda's restaurant district has to offer it is the place to enjoy arts and culture. Art galleries featuring regional and internationally known artists thrive throughout the downtown area. Furthermore, there are public sculptures and murals are integrated throughout Downtown Bethesda. During the spring and summer, concert series, special events and popular festivals take place. This combination of international restaurants and cultural amenities allows Downtown Bethesda to be socially sustainable.

Bethesda's downtown also consists of beautiful, landscaped gardens. There are 1,200 trees located in the district, and 325 of these trees have been planted in the last five years. Also, 53,000 flowers are planted in Downtown Bethesda each year (Washington Post, 1999). One can walk through downtown's tree-lined streets in 30 minutes. The encouragement of green spaces has led the area to become environmental sustainability. Overall, Downtown Bethesda is a notable example of sustainability incorporated in an urban city center.

**Are City Officials Imitating Suburban Malls...Or Is Fifth/Forbes Different?**

A majority of the respondents did not view Market Place as a copy of suburban malls, although some saw some similarities. One said it was the idea of a suburban mall that was an attempt by developers to copy the Main Street experience in a suburban form. Another said the concept of having a management company fits the suburban mall model.

One lender thought it was a paradox; yet later in the response, the person said Market Place wasn't a suburban idea. Another lender agreed the concept was a paradox; that the demolition of historical structures was "bad". Other lenders did not see any similarities between Fifth and Forbes corridor and the examples in Allegheny Center and East Liberty.

A planner questioned the logic of the Market Place. This planner called the concept "bankrupt". The person's assessment is that people do not want to shop in the Golden Triangle anymore, and the downtown shopping district is not attractive. As the planner put it, "They don't go with a Gap bag to the symphony". If the same stores are located in the suburbs, the planner questions whether suburban residents would venture into the city.

Another planner thinks that the Market Place project will bring the shopping vitality currently missing in the Golden Triangle. Upscale stores, the planner says, would bring back the comparative shoppers that are presently missing from downtown. Because of the lack of a beltway system and the region's topography, the ideal place for a shopping complex is in the Golden Triangle.

***Comparative Study: The Kansas City Power and Light District vs. Market Place***



The idea of re-attracting large-scale retail and entertainment to the center of Downtown is not a trailblazing initiative in urban development policy. Downtown retail districts seem to be the hot economic development tool today. Like Pittsburgh's Market Place at Fifth and Forbes, Kansas City's Power and Light District is intended to revitalize a key portion of the region's urban core by attracting workers for retail and entertainment purposes.

The district is anchored by a 30-screen multiplex AMC Theater, which will include stages for live performances. Spanning 12 city blocks, plans are multi-faceted with supporting retail and big name restaurants such as Planet Hollywood and the Hard Rock Café. It also includes plans for office space and housing. But the district is being billed primarily as an urban entertainment complex. This differs from Pittsburgh where the Fifth and Forbes development is a retail district with



entertainment facilities as supplements to attract additional shoppers. AMC Entertainment is based in Kansas City, which is the likely reason to why the Power and Light District will be built around the theater.



The financing differs a bit as well. First, the nearly 800,000 square foot development is expected to cost \$454 million. This makes Pittsburgh's \$300 million project look like a bargain. Additionally, \$176 million worth of public subsidies in the form of tax increment financing will be used to pay for the necessary transportation and site improvements. Over the 23 year term of the notes, the public subsidies will eventually cost the taxpayers of Kansas City \$300 million when interest and bond fees are included. While exact financing plans have not yet been released by Pittsburgh's backers, it is clear that their portion of the project will not be entirely paid for through tax increment financing.

**Figure 6.1: Project Comparison**

<i>Component</i>	<i>Power and Light District</i>	<i>Market Place at Fifth and Forbes</i>
<b><i>Retail</i></b>	yes	yes (key component)
<b><i>Movie Theater</i></b>	yes (key component)	yes
<b><i>Stages for live performances</i></b>	yes	no (cultural district is nearby)
<b><i>Housing</i></b>	yes	no
<b><i>Hotels</i></b>	yes	no
<b><i>Offices</i></b>	yes	no
<b><i>Size</i></b>	800,000 square feet	600,000 square feet
<b><i>Total Project Costs</i></b>	\$454 million	\$300 million (estimated)
<b><i>Cost per square foot</i></b>	\$567.50	\$500.00
<b><i>Public subsidy</i></b>	\$176 million in TIF bonds	\$150 million (estimated)

The brief comparison of the plans shows that the Market Place project is far less expensive, both on an aggregate and a per square foot basis. Additionally, it will be built with less public subsidy. While Pittsburgh officials are attempting to influence housing and offices in the airspace above the project, it is not part of the project. So although the Kansas City development is more expensive, they will gain additional housing, office space and hotel rooms, while Pittsburgh will not. With the differences between the district anchors, it will be interesting to see if the multiplex AMC Theater can drive the success of the Power and Light District.

### ***East Liberty and Allegheny Center—Take Two?***

Present plans for the Fifth and Forbes corridor appear to copy a suburban model. Previous suburban models such as Allegheny Center and East Liberty have failed. Is the City trying to build another East Liberty and Allegheny Center? This appears to be a policy paradox.

Despite the historic failures of the city’s large retail ventures, a surprisingly large number of professionals we surveyed did not see the Market Place project as similar to East Liberty and Allegheny Center. According to interviewees, the downtown is not trying to create a suburban mall because this project is a different project all together from Allegheny Center or East Liberty. The downtown is trying to create a regional attraction with a few anchor stores that you cannot find anywhere else such as Nordstrom, Lord & Taylor, and others. The feeling is that Allegheny Center was low end and didn’t offer anything different or new. However, it was noted that this downtown development needs to compete with suburban malls in order to attract shoppers.

The distinct physical differences of downtown contrast the enclosed, uninviting structure of East Liberty and Allegheny Center. The downtown is in a more centralized location and is easily accessible by public transportation, and therefore these developments are not comparable to the downtown development. Due to the downtown’s centralized location, preservation of its distinct buildings should be of importance to any development taking place along Fifth and Forbes, however. Examples such as Old Town, VA and Georgetown D.C. were given as examples where suburban models worked in urban areas.

Throughout the interviews there seemed to be a common thread. Few people seem to feel that the Fifth and Forbes corridor model is like a suburban mall, but then there was the mention of downtown needing to compete with these suburban malls. This seems to be a paradox in itself. There seems to be a reluctance to admit that what is being created is a "mall like" atmosphere, but there is acknowledgement that downtown must compete with these suburban malls. There were examples given also of suburban stores working in urban areas. These examples, however, were mostly in historic areas. This only strengthens the hypothesis that preservation must accompany development in order for it to reach its full potential.

It has been proven, through the disasters in East Liberty and Allegheny Center that the City development initiatives have not competed well against suburban malls. Is it not then a paradox to conclude that the Market Place development will suddenly reverse this trend?

### **Examination of 3 European cases as comparative studies to US urban form**

#### ***Case Study: Brindleyplace of Birmingham, England***

##### ***Policy Context:***

From the early 1970s on, Birmingham, England's second largest city, experienced serious economic decline. Heralded as a "sprawling, blighted industrial zoo whose citizens sport a collective inferiority complex," (Hubbard, 245, 1995) the City of Birmingham is a case study of a local authority, the Birmingham City Council, that has "explicitly recognized that improved urban design can contribute to local economic regeneration" (Hubbard, 243, 1995). The city government saw the enhancement of the built environment - the repackaging and revitalization of urban space itself - as a crucial policy instrument for economic redevelopment.



##### ***Description:***

Brindleyplace is the first mixed-use canal-side city development in the United Kingdom. This flagship project is an example for the rest of the country and won the 1995 International Excellence on the Waterfront Award. It is located at the hub of Birmingham's canal-side redevelopment that has recently been landscaped in a robust vernacular of recycled brick, cast iron and steel. Brindleyplace incorporates the National Indoor Arena, the International Convention Center, the new Hyatt Regency, the National Sea Life Center, Symphony Hall, an extended square of refurbished buildings for retail, commercial and residential use and a large civic square adjoining the major facilities with over bs800,000 of public art and sculpture.

*"Brindleyplace is next to the International Convention Centre, the National Indoor Arena, the Symphony Hall and a few minutes walk from Colmore Row and New Street. It is the place to be in Birmingham. It provides an unrivalled working environment with restaurants, shops, an art gallery, private houses and flats, a traffic free square and benefits from 24-hour security. It is already home to some of the most reputed companies and offers a truly international setting."*

- Regus Instant Offices Worldwide

### ***Preservation and Sustainability:***

Through projects like Brindleyplace, Birmingham's urban landscape has been re-imaged, in an attempt to attract investment, act as a catalyst for economic rejuvenation and create a healthier, more stable environment for those who live and work in Birmingham, as well as those who visit.

Brindleyplace has, through its re-use of existing structures and materials, preserved Birmingham's industrial and canal heritage. For example, the old glassworks, located near the site of the new Hyatt Regency, was not torn down to accommodate the new structure, but rather was incorporated into the building as its restaurant and public bar.

The major recreational and entertainment structures are interconnected through a series of pedestrian walkways, parks and riverboat canal bridges. They are accessible through various means of public transportation and linkages to both the airport and the rail terminal. The public spaces incorporate art and educational displays. There is also a developing residential element along the canal-side.

### ***5 Successful Elements of Brindleyplace***

1. Brindleyplace was funded jointly by the City Council and the private sector
2. Brindleyplace incorporated themes of Birmingham's industrial past as it moved toward service-oriented economic development.
3. Brindleyplace capitalized on the City's greatest natural resource, its canal system.
4. Brindleyplace is a mixed-use development, blending retail, commercial and residential elements together to create a healthy, sustainable downtown environment.
5. Brindleyplace is a result of Birmingham's commitment to responsible urban design as a tool for economic and image revitalization.

### ***Case Study: old city square of Banská Bystrica, Slovakia***

#### ***Policy Context***

Slovakia became a sovereign nation for the first time in 1993 when it split from the Czech Republic, and what was then a unified Czechoslovakia was dissolved. It was only four years earlier in 1989 when the communist regime in Czechoslovakia fell in what is known as the “Velvet Revolution”. Since that time, Slovakia has struggled to transition to a democratic system with a market economy. Because it had previously been a substantial producer of heavy military equipment to the COMECON countries, Slovakia was left with a large number of obsolete factories and high unemployment.



### ***Description***

The city square is the geographic, cultural and economic center of town. It is also a destination in itself, and a place where residents and visitors spend time when walking from one place to the next, shopping, or to just hang out. Officially called the Square of the Slovak National Uprising, the town center has always been the focal point of Bystrica. Despite some rebuilding in the Renaissance style, most of the buildings surrounding the square have retained many original Gothic elements.

### ***Urban Design and The Public Realm***

The town square is very much a public space. A key benefit of the square is its unique appeal in that anyone can feel at home and comfortable there. It is not dominated by any particular group -- businesspeople, foreign tourists, the elderly, unemployed people, school children, civil servants, and university students all gather in and pass through the square on a regular basis.

The square is a pedestrian-only area and is positioned in a way that critical masses of people walk through it to accomplish daily activities, similar to the way many successful city parks in the U. S. are situated. Daily trips that take people through the square include: from home to work; from work to grocery stores and the open air food market; from apartment to class; from library to the salon; from the museum to school; from work to the theater; from dinner to the movies; and from lunch to the department store.

### ***Preservation and Sustainability***

In its 700-year history, the City has undergone a great deal of political and economic change but has successfully saved a good deal of the historical building stock, especially in the old city square. The renovation of the square was intended to provide long-term sustainable uses for a range of purposes and constituencies. High quality materials are incorporated in pavers, lighting, furniture, monuments, underground restrooms, fountains, and building restoration. This was done to provide a versatile, aesthetically-pleasing environment in which generations to come can enjoy and take pride.

### ***5 Successful Elements of Banská Bystrica, Slovakia***

1. **The city square is a pedestrian zone** in the geographic heart of the town. However, limited access is permitted for loading and emergency vehicles and for special events such as weddings and funerals. But pedestrians always have the right of way.
2. **Mixed uses** that draw residents and visitors to perimeter buildings include shops, restaurants, hotels, museums, cafes, churches, and banks.
3. **Vast barrier-free space** on the square permits flexible use for large festivals, events and ceremonies. Stone pavers that incorporate ground lighting provide a dramatic effect at night and result in the opportunity for a larger “column-free” expanse.
4. **Public seating, public parking and public transportation.** There is ample opportunity for public seating on the square’s movable benches and around the perimeters of the decorative fountain, drinking fountain, and elevated landscaped gardens. Public parking is located at most of the zone’s borders, and convenient public transportation is provided from nearly every city neighborhood and surrounding villages to the borders of the zone.

5. **Monuments that commemorate the town's history** are incorporated as a reminder to residents and visitors of the rich and diverse history of the town. These cultural, military and religious memorials add to the square's "sense of place", because even if the square's buildings were reproduced elsewhere, no other town can claim the same heritage.

### *Case Study: Stuttgart, Germany*



#### **City Description**

Stuttgart is the capital of the state of Baden-Württemberg and lies on the Neckar River. When people think of "German engineering", Stuttgart is typically one of the key cities to which they are referring. In 1883 Gottlieb Daimler assembled the first high-speed gasoline engine in nearby Bad Cannstatt, and this fueled the growth of industry in the City, particularly that of automobile manufacturing. The City expanded rapidly during the Industrial Revolution and continued to grow throughout the 20th century.

It may be argued that there are two Stuttgarts. There is the "traditional" Stuttgart, a City that once served as home to the rulers of the land of Württemberg of the 14th century. This original Stuttgart was a city of a Schloss (castle) and its magnificent gardens. But with World War II came Allied bombings and the devastation of 60% of the city. The second Stuttgart is the post-war city, "modern" Stuttgart that was born shortly after this destruction. The City retained some of the charm of the traditional city and wherever possible, the memories of the firestorms and aerial bombardment were skillfully bandaged (Kelly in Van Vynckt, 1993, p 357).

#### **5 Successful Elements of Stuttgart**

1. **"Fussgängerzone" (Pedestrian zone).** Like many other European cities, Stuttgart features areas of the city that are reserved for pedestrians only. No vehicle traffic is permitted in these areas, which usually feature retail stores and other services.
2. **Perceptions.** Pittsburgh was labeled as a dirty, working-class city as a result of its history during the Industrial Revolution. Stuttgart was similarly an industrial mecca in Germany; however, the City embraced this industrial heritage and re-invented its image to become more of an engineering/technology oriented city. In essence, this re-invention allowed the City to change perceptions from being negative towards the externalities of being an industrial city to that of taking pride in those perceptions, and now the Germans are world-renown as retailers of quality-engineered products.
3. **Public Spaces Embrace Perceptions.** For example, even the Neue Staatsgalerie embraces the aforementioned concepts of quality German-engineering. The site of the building embraces the notion of the original Stuttgart, as it is located along the edge of a once-elegant Schloss (castle) garden of the 14th century, and it navigates a hillside site through a series of terraces and ramps to provide a public cross-site access between the State Theater buildings (located along the Schloss gardens) and the Urban Platz (home to the City's music academy).



4. **Public transportation.** The Germans are world-renown for their punctuality, and thus not only is public transportation plentiful, but it's reliable. For those of the approximate 600,000 residents of the city who do not travel by foot or bicycle (two very popular modes of transportation in Germany), the public transit features both a vast array of bus-lines and an excellent streetcar system. For those who live outside of the city, and tourists, the "Deutsche Bahn" (National Train System) offers a variety of specials; one of which is called the "Schönes Wochenende" ("Have a nice weekend") ticket. The ticket costs 35-DM (or \$20 US) and allows up to five people to travel on one ticket anywhere in Germany on the weekend. The ticket not only allows the 5 users to access Deutsche Bahn trains to various cities throughout Germany, but also includes permission to use local streetcar systems.
5. **Major Retailers offer Variety of goods and services.** In major cities in Germany, there are some very large department stores, which not only sell clothing and similar merchandise, but also contain restaurants, kiosks, and grocery stores. These major stores also offer Kindergarten (supervisory services) for parents who would like to shop. This variety of goods and services allows major retailers in Germany to provide customers with even more convenience while shopping.

### ***3 European Cities***

The three European city development projects examined incorporate bold and consistent themes that could provide insights to designers of the Fifth and Forbes retail corridor in Downtown Pittsburgh. While they are located in countries that are culturally, politically and economically divergent from one another, the cities of Stuttgart, Germany; Banska Bystrica, Slovakia; and Birmingham, England have, interestingly, brought together very similar elements in their developments that have led to their success.

#### ***Elements that contribute to the success of the three European cities are:***

- Pedestrian zones;
- Mixed-use developments;
- Ample public space;
- Image revitalization from an industrial past;
- Public transportation access; and
- Urban design that capitalizes on the cities' unique history and resources.

## Conclusion

### *The Market Place*

The Market Place initiative of Urban Retail Properties proposes to bring an Urban Entertainment District into the heart of downtown Pittsburgh in an effort to boost city retail shopping and expand entertainment options. Since the bulk of the plans and details have not been made public, it is unclear how components of this initiative will play out when implemented. This includes preservation efforts and plans for existing retailers. Planner's reactions to the proposal are understandably mixed. It is clear, though, that something must be done to revitalize the Fifth and Forbes corridor, and the presence of a plan is at least a step in the right direction. We must reclaim our edge by ensuring that the Market Place is sustainable.

### *Recommendations for the Market Place:*

- Make the development "Uniquely Pittsburgh." Bring local businesses to the development. It appears that no local Pittsburgh retailers are included in the roster of shops in the new Fifth and Forbes Corridor. As a result, few to no job opportunities will be available for local professionals or entrepreneurs. These kinds of jobs are needed in Pittsburgh.
- Establish 2 task forces: One to work with existing retailers to promote good will and ensure the success of the project, and a second to work with other downtown occupants - both office and (if any) residential - to provide a cohesive transition to Market Place.
- Incorporate options for the existing store owners who are being displaced to find new, acceptable space elsewhere in the downtown area. Perhaps the "existing" Fifth and Forbes Corridor can be moved elsewhere? Many stores that are currently in this area have a loyal customer base, composed largely of minorities and lower-income individuals. There will still be a need for retail stores to serve that population in geographically convenient location.
- Establish ties to the community, perhaps in a manner similar to that of the Detroit Renaissance Center through connections with the city's industrial heritage.
- Link to University focused place? With 29 universities and colleges in the region, there is a large population-base that is student-oriented. It is recommended that developers pursue retailers that will cater to this constituency (for example, an Eat 'n Park). Consider that university students have a reputation for being "night-owls", so this would certainly be one section of the population that could help make the Market Place more of a 24-hour place.
- Incorporate "green conscious" planning into the design, as suggested by the sustainable development community. Market Place must include more green spaces and trees in order for it to be environmentally sustainable. Planting flowers will add greenery making our downtown more attractive to the public.

## CHAPTER VII -- CONCLUSIONS

Preservation and sustainability remain critical issues for the 21st century. Victimized by the ravages of suburban sprawl, many urban centers in modern America lie as shadows of their former selves afflicted by blight and decline. Within these urban centers lies an unprecedented opportunity to rebuild and reinvigorate our central cities into the desired sustainable communities of the future.

### **Preservation:**

- Building upon classical success
- Monuments to American legacy
- Foundations exist for sustainable development

Preservation means building upon the timeless and classical success of the institutions and establishments of the past while at the same time looking forward to the future. Our inner cities contain monuments to our American past, soaring skyscrapers, industrial developments, Grand Hotels, vibrant main streets, quaint houses, and other cornerstones of quality communities. Unfortunately many areas of our inner city now stand in disrepair both underutilized and undervalued. However, underneath the sometimes-uninviting exterior lie the foundations for rehabilitated sustainable development.

### **Sustainability:**

- Economic opportunity
- Social cohesion
- Environmental responsibility

Sustainability includes numerous qualities related to economic, social, and environmental considerations. Those qualities that historically defined cities as the center of culture and civilization require rekindling within our modern urban areas. Citizens must perceive that there is economic opportunity and value in long term urban investment. Furthermore, sustainable communities must include social cohesion promoted by public awareness and community involvement through critical neighborhood institutions and arenas for public interaction. Governmental efficiency and effective delivery of services also remains crucial to the success of sustainable communities. Finally, future communities must include a pervasive sense of environmental responsibility in order to insure the future existence and viability of the region.

Communities containing the apparent or underlying characteristics of sustainability fill the City of Pittsburgh and the three rivers region. From residential neighborhoods to the downtown district and extending from the riverfronts to the fringe communities, opportunities for sustainable development characterize the area. Each neighborhood contains its own unique characteristics that facilitate or can facilitate sustainability and growth.

### **Land Use Policies:**

- Powerful tool for growth management
- Zoning (Oregon, Maryland, Vermont) positive examples

An important tool used to promote growth management and sustainable is the proper utilization of land-use planning. Designated as a top priority report by the governor's 21st century environment commission's report, successful policies include well thought out plans and successful inter-governmental cooperation throughout implementation. A clear mission statement and regional vision remains of the foundation for successfully integrated land-use plans. Following the inception of a plan, governmental organizations and regional alliances must distribute information to the general population in order to increase the public's knowledge, involvement, and participation in the effort to empower the region.

Effective zoning remains one of the major challenges facing planners of the 21st century. When properly implemented, zoning and becomes a powerful tool with which to foster sustainability and natural historic preservation. As with other aspects of land use policy, successful zoning requires the coordinated distribution of information among relevant governmental agencies and compliance with designated designs. Proper planning, coordination, and cooperation allows the comprehensive transformation of a region like Pittsburgh, as we reclaim our edge, from mountaintop to river valley.

### **Riverfront:**

- Examples exist/ precedent set
- Regional planning and coordination (standardization)
- Improved riverfront access

Once dominated by industrial development, Pittsburgh's riverfronts await rebirth at the nexus of our effort to reclaim our edge. Numerous cities throughout America actively engage in riverfront restoration programs, providing examples from which to derive ideas and insight for sustainable riverfront development here in Pittsburgh. Through out the Three Rivers Region, there are opportunities to improve riverfront access as well as interconnectedness in terms of coordinated waterfront development and supporting amenities. One of the keys to the success of riverfront rehabilitation lies in the ability of the organizations involved to implement their strategy on a regional level rather than merely local in scope. Revitalization of the region's most important natural economic resource will require inter-governmental cooperation among the many boroughs, townships, and cities that dot the three rivers. Standardization of development efforts also offers significant contributions to successful program implementation. A serious concerted effort undertaken by regional communities incorporating the appropriate aspects of sustainability can undoubtedly revive this region's vital natural resource.

### **Adaptive Reuse:**

- Revival of man-made resources
- Financially feasible

Sustainability and preservation entail not only the revival of natural resources, but also the revival of man-made resources as well. Adaptive reuse and historical preservation projects offer an excellent option for the revival of man-made resources. Rejuvenation of deteriorating existing structures through the reconstruction of the interior environment while preserving the historical facade allows developers a historically sensitive option for future development. Many types of architectural structures contain possibilities for conversion into new uses provided that the developer considers proper site selection for future purposes. Furthermore, tax credits and other allowances assist in the reduction of expense for approved historical preservation projects. Unfortunately, large sections of the population including those involved in the financial community are unaware of the benefits provided through historic preservation and adaptive reuse projects. Increasing public awareness exists as one of the premier goals for advocates of historic preservation and adaptive reuse projects.

New hotels, restaurants, offices, and entertainment areas await creation underneath the remnants of the industrial heritage of our region. When the proper time and consideration are given, Adaptive reuse and historic preservation projects offer a new world of opportunity for sustainable development.

### **Fifth and Forbes:**

- A uniquely Pittsburgh marketplace
- Integrate local stores and national chains
- Provide for relocation of existing merchants
- Include green-space

Creation of the new Fifth and Forbes corridor offers planners and developers the opportunity to create a uniquely Pittsburgh marketplace. Such a marketplace can capture and preserve the local atmosphere through the integration of local stores and national chains while simultaneously promoting mixed use and encouraging local entrepreneurship. Additionally, during the reconstruction process, developers must be conscientious of existing local merchants and ensure that adequate provision is made for their relocation in order to secure harmony within the downtown district. Also vital to the harmony of the district is the inclusion of sufficient green space in order to make the atmosphere aesthetically pleasing. If properly undertaken, we can remake the Fifth and Forbes corridor into one of the premier urban retail and entertainment districts in the country.

Approaching the 21st century, the three rivers region stands poised at the threshold of an unprecedented opportunity for growth and development. However, along with the new opportunities, await new challenges for the planners of a sustainable Pittsburgh region. Reclaiming our edge through land-use policies, riverfront design, adaptive reuse projects, and the renovation of the Fifth and Forbes corridor requires successful integration of the elements of

preservation and sustainability. Initiative, coordination, foresight, and flexibility are required if we are to successfully seize the opportunity before us. Jack Robins, one time director of the Pittsburgh Urban Redevelopment Authority once said, “One of the cardinal sins is to have the ability to affect things you would like to seek changed and to do nothing. If it is within my power, I will act.” It is within our power; we can act. We can reclaim our power of people and our power of place. We can reclaim our edge.

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## **APPENDIX I**

**SELECTIONS FROM WEB PAGE:**

[www.pitt.edu/~sustain](http://www.pitt.edu/~sustain)

## **APPENDIX II**

### **SUSTAINABLE NEIGHBORHOOD MATRIX**

APPENDIX II								
SUSTAINABLE NEIGHBORHOOD MATRIX								
Criteria	Shadyside	Aspinwall	Hill	South Side	Butler	Mt. Washington	Sewickley	Mt. Lebanon
<b>Economic Opportunity</b>	Up-scale establishments often found in cities such as New York and Paris; Major medical facility; Office space; Good transit access to Downtown and Oakland.	No major industries; Retail shopping; Good transit.	No major industry; Strong connection with the City's major employment centers, both Downtown and Oakland; Little retail.	Stable level of economic activity including convenient retail and basic services, hospitals, light manufacturing; Good transit access.	Large base industries such as Armco; Downtown shopping	Three small retail districts; Good access to downtown.	Bedroom community	Hosts major industrial employers & several retail nodes
<b>Public Awareness &amp; Involvement</b>	No neighborhood plan; Disparate neighborhood groups concerned with development issues.	No general or comprehensive plan for the borough	Neighborhood plan and planning process; Consensus group and Hill CDC; Churches and other nonprofit influential institutions	Neighborhood plan and planning process; Sustainability initiatives; Various business groups and a CDC.	Public involvement is minimal	Finished initial strategic planning process	Historic district; Chance to interact and learn more about their town and neighbors	Comprehensive plan due for adoption in 2000. High degree of civic participation from residence
<b>Social Cohesion</b>	Dense mixed-use development; New Urbanism features make a friendly civic minded atmosphere; Limited open space.	Not racially or ethnically diverse.	Dense community but holes in fabric; Training programs; Limited open space.	High-density mixed-use development; Limited open space.	Strong neighborhood identification	Many community organizations; however, no cohesion between them	Strong sense of social cohesion. Pedestrian oriented; Limited riverfront access.	High density development and many multi-family dwellings
<b>Environmental Responsibility</b>	Many examples of historic preservation	No formal campaign for preservation; however, preservation activities are taking place; Limited access to riverfront	Housing stock deteriorating, but some rehab; Recently purchased the New Grenada theater for renovations.	Examples of historic preservation and adaptive reuse; Riverfront park and access.	Remodeled City Hall	Conservation of hillside slopes; some preservation.	Town has kept its unique identity, something that many newer suburbs have failed to do; Limited connection to river.	Recently formed the Mt. Lebanon Historical Society
<b>Governing Efficiency</b>	Neighborhood groups organized around planning and merchants' activities; Groups antagonistic.	Traditional neighborhood zoning practices safeguarded in the MPC	Lots of social services; New efforts at coordination within and between neighborhoods; New housing developments in tradition of neighborhood.	Planning forum of numerous groups; Neighborhood zoning preserved with new development; Links to other neighborhood groups.	Involved with cooperative efforts regarding transportation and sewer	Traditional neighborhood zoning practices & shared resources within the neighborhood	Commitment to preservation and environmental responsibility	Active role is South Hills Area C.O.G.

## **APPENDIX II**

### **SUSTAINABLE NEIGHBORHOOD MATRIX**

### Appendix III Federal Money for Sustainability Initiatives

Program Name	Objective	Agency	Type	Recipients	Amount	Conditions/Limitations	How to Apply	Contact Information
Sustainable Development Challenge Grants	Meant to promote innovative approaches for that combine environmental health with economic and social goals for sustainability.	U.S. Environmental Protection Agency (EPA)	Grant	Incorporated nonprofits, local governments, tribes, education institutions, States, territories, and possessions	EPA will fund proposals in 2 funding categories: 1) \$50,000 or less and 2) \$50,001 to \$20,000	20% matching share required in FY98	Complete proposal information is available via Internet at: <a href="http://www.epa.gov/ecocommunity">http://www.epa.gov/ecocommunity</a> , or contact EPA Headquarters	Juanita Smith, U.S. EPA, Office of Air & Radiation (MC 6101), 401 M Street SW, Washington, D.C. 20460, Telephone: (202) 260-6812, Fax: (202) 260-2555, E-mail: <a href="mailto:smith.juanita@epa.gov">smith.juanita@epa.gov</a>
Environmental Monitoring for Public Access and Community Tracking (EMPACT) Grants Program	Pilot project for cities that emphasize active partnerships between local and state governments, research institutions, non-governmental organizations (NGOs), the private sector, and the Federal Government to provide timely environmental information to the public.	U.S. EPA	Grant	Community-based partnerships	\$250,000 to \$600,000 per project	Pilot phase project that limits eligibility	Applications are available at: <a href="http://es.epa.gov/ncerqa/rfa/empact.html">http://es.epa.gov/ncerqa/rfa/empact.html</a>	Dr. Barbara Karn at (202) 564-6824 or <a href="mailto:karn.barbara@epamail.epa.gov">karn.barbara@epamail.epa.gov</a> or Mr. Myles Morse at (202) 564-6827
Environmental Education Grants (EEG)	The purpose of the Environmental Education Grants (EEG) is to provide financial support for projects which design, demonstrate or disseminate environmental education practices, methods, or techniques.	U.S. EPA	Grant	Local, Tribal, or State education agencies, colleges and universities, nonprofit organizations, State environmental agencies, and non-commercial education broadcasting agencies	Project grants (up to \$25,000 regionally; \$25,000 to \$250,000 nationally) Funding level in FY 98 of \$3 million (estimated)	Non-Federal government match of 25 percent is required	Additional information available at: <a href="http://aspe.os.dhhs.gov/cfda/p66458.htm">http://aspe.os.dhhs.gov/cfda/p66458.htm</a>	U.S. Environmental Protection Agency, Office of Environmental Education (1707), Environmental Education Specialist, 401 M Street, SW, Washington, D.C. 20460, Telephone: (202) 260-8619
Community Development Block Grant Program	This program is intended to develop viable urban communities by providing decent housing and a suitable living environment and by expanding economic opportunities. Recipients may initiate activities directed toward neighborhood revitalization, economic development, and provision of improved community facilities and services.	U.S. Department of Housing and Urban Development	Grant	Cities and Urban Counties	Funding level estimated for FY 98 at \$4.6 billion	Based on population and state government distribution	Additional information available at: <a href="http://www.hud.gov/cpd/cdbgfct.html">http://www.hud.gov/cpd/cdbgfct.html</a>	Department of Housing and Urban Development, Office of Block Grant Assistance, Community Planning and Development, 451 7th Street, SW, Washington, D.C. 20410, Telephone: (202) 708-3587
Brownfields Economic Redevelopment Initiative	This program is designed to empower States, localities and other agents of economic redevelopment to work together in a timely manner to prevent, assess, safely clean up, and sustainably reuse brownfields.	U.S. EPA	Grant	States, cities, towns, counties, and Indian Tribes	Pilot project grants up to \$200,000 over two years. Federal funding level for FY 1998 is estimated at \$55 million.	??	Additional information is available at: <a href="http://www.epa.gov/brownfields/">http://www.epa.gov/brownfields/</a>	U.S. Environmental Protection Agency, Office of Solid Waste and Emergency Response (5101), Outreach and Special Projects Staff, 401 M Street, SW, Washington, D.C. 20460, Telephone: (202) 260-1223, Hotline: (800) 424-9346, E-mail: <a href="mailto:epahotline@bah.com">epahotline@bah.com</a>
Environmental Justice Community/University Partnership Grants Program	The Environmental Justice Community/University Partnership Grants Program (EJCUP) provides financial assistance to community-based group and Tribal governments to support projects that seek to effectively address local environmental justice issues through active partnerships with any institution of higher education.	U.S. EPA	Grant	Institutions of higher education and institutions serving minority communities, low-income communities, or Tribes that have a formal partnership with any affected party which is eligible under applicable statutory authorities (i.e., community-based/grassroot organizations, churches, schools or other non-profit community organizations, etc.)	Funding level estimated for FY 1998 at \$2 million.	??	Additional information is available at: <a href="http://aspe.os.dhhs.gov/cfda/p66710.htm">http://aspe.os.dhhs.gov/cfda/p66710.htm</a>	U.S. Environmental Protection Agency, Office of Environmental Justice (2201A), 401 M Street, SW, Washington, D.C. 20460, Telephone: (202) 564-2515, Hotline: (800) 962-6215, E-mail: <a href="mailto:environmental-justice-epa@epamail.epa.gov">environmental-justice-epa@epamail.epa.gov</a>



Program Name	Objective	Agency	Type	Recipients	Amount	Conditions/Limitations	How to Apply	Contact Information
Environmental Justice Grants to Small Community Groups	This grant program provides financial assistance to community-based organizations and Tribal governments to support projects to design, demonstrate or disseminate practices, methods or techniques related to environmental justice. Grants may be used for (1) education and awareness programs; (2) environmental justice programs (e.g., river monitoring and pollution prevention); (3) technical assistance in accessing available public information; and (4) technical assistance with gathering and interpreting existing environmental justice data.	U.S. EPA	Grant	Community-based nonprofit organizations (i.e., grassroot groups, churches), Federally-recognized Indian Tribes	Office of Environmental Justice provides funds to EPA regional offices which, in turn, select and award grants up to \$20,000.	Organizations must be incorporated to apply.	Additional information is available at: <a href="http://es.inel.gov/oeca/oejbut.html">http://es.inel.gov/oeca/oejbut.html</a>	U.S. Environmental Protection Agency, Office of Environmental Justice (2201A), 401 M Street, SW, Washington, D.C. 20460, Telephone: (202) 564-2515, Hotline: (800) 962-6215, E-mail: <a href="mailto:environmental-justice-epa@epamail.epa.gov">environmental-justice-epa@epamail.epa.gov</a>
Environmental Justice Through Pollution Prevention Grant Program	This program provides financial assistance to low income and people-of-color communities to implement pollution prevention activities. The USEPA strongly encourages cooperative efforts between communities, business, industry, and government to address common pollution prevention goals. Projects funded under this grant program may involve public education, training, demonstration projects, public or private partnerships, as well as approaches to develop, evaluate, and demonstrate non-regulatory strategies and technologies.	U.S. EPA	Grant	Nonprofit Organizations, Federally recognized Indian Tribes, and State and local governments and academic institutions	Up to \$100,000 for local projects and up to \$250,000 for projects that involve multiple communities.	Government entities are subject to a 25 percent matching requirement.	Additional information is available at: <a href="http://www.epa.gov/opptintr/ejp2/index.html">http://www.epa.gov/opptintr/ejp2/index.html</a>	U.S. Environmental Protection Agency, Office of Pollution Prevention and Toxics, Pollution Prevention Division (7409), 401 M Street, SW, Washington, D.C. 20460, Telephone: (703) 841-0483, E-mail: <a href="mailto:ejpa@erg.com">ejpa@erg.com</a>
Livable Communities Initiative	The objectives of the Initiative are to improve mobility and the quality of services available to residents of neighborhoods by: 1) strengthening the link between transit planning and community planning, 2) stimulating increased participation by community organizations and residents, 3) increasing access to employment, education facilities and other community destinations through high quality, community-oriented, technologically innovative transit services and facilities and 4) leveraging resources available through other Federal, State and local programs.	U.S. Department of Transportation, Federal Transit Administration	Grant or Loan	Eligible recipients are transit operators, metropolitan planning organizations, city and county governments, states, planning agencies and other public bodies with the authority to plan or construct transit projects.	Dependent upon the project. The sources of Federal funds for projects reflecting the Livable Communities Initiative principles are: the transit capital Discretionary Grant or Loan Program, the transit formula assistance Block Grants, the Planning and Research Program, the Planning and Design of Mass Transportation Facilities to Meet Special Needs of Elderly Persons and Persons with Disabilities, the rural transit assistance Formula Grant Program for Areas Other Than Urbanized Areas, the Surface Transportation Program (STP) and Congestion Mitigation and Air Quality (CMAQ) funds.		Additional information available at: <a href="http://www.fta.dot.gov/library/planning/livbro.html">http://www.fta.dot.gov/library/planning/livbro.html</a>	Federal Transit Administration, Region III, 1760 Market Street, Suite 500, Philadelphia, PA 19103-4124, Telephone: (215) 656-6900
FY 1999 Urban and Rural Community Economic Development Discretionary Grants Program	Projects must further the Departmental goals of strengthening American families and promoting their self-sufficiency. OCS is particularly interested in receiving applications that stress public-private partnerships that are directed toward the development of economic self-sufficiency in distressed communities through projects that focus on providing employment and business development opportunities for low-income people through business, service, physical and commercial development.	Office of Community Services, ACF, DHHS.	Grant	Eligible applicants are private, locally initiated, non-profit community development corporations (CDCs) governed by a board consisting of low-income residents of the community and business and civic leaders that has as a principal purpose planning, developing, or managing low-income housing or community development projects.	FY1999 there were (30) up to \$350,000 and (10) \$350,00 to \$500,000	1. A minimum of 75% of the jobs to be created under the grant will be for low-income individuals. 2. The grantee will have authority to screen applicants for jobs to be filled by low-income individuals and to verify their eligibility. 3. The grantee will have a seat on the Board of Directors of the third party's firm if the grantee's investment equals 25% or more of the firm's assets. (Not applicable to loans made to third parties.)	Additional information available at: <a href="http://www.acf.dhhs.gov/programs/ocs/urced99.htm">http://www.acf.dhhs.gov/programs/ocs/urced99.htm</a>	Administration for Children and Families, Office of Community Services, 370 L'Enfant Promenade, S. W., Washington, D. C. 20447, (202) 401-9345, (202) 401-9354, (202) 401-4687 (fax)

**APPENDIX IV**

**GSPIA STUDENT SURVEY**

## APPENDIX IV: GSPIA STUDENT SURVEY

This survey is being conducted for PIA 2096: Capstone (Preservation, Sustainability or Sprawl: Options for the Pittsburgh Region). **Please return this to Mailbox #162** by 3/22/99. Thanks!

1.) Age \_\_\_\_\_ 2) What degree are you pursuing? \_\_\_\_\_

3.) Are you from Pittsburgh? Yes \_\_\_\_\_ No \_\_\_\_\_

If "No", a.) Why did you move to Pittsburgh?

\_\_\_\_\_ School \_\_\_\_\_ Job \_\_\_\_\_ Other (please explain below)

b.) At what age did you move to Pittsburgh? \_\_\_\_\_

4) Do you plan to live in Pittsburgh after you graduate from GSPIA? Yes \_\_\_\_\_ No \_\_\_\_\_

If "No", a) Why do you plan to leave Pittsburgh?

- \_\_\_\_\_ No appropriate job opportunities
- \_\_\_\_\_ Not enough young people
- \_\_\_\_\_ Not enough things to do
- \_\_\_\_\_ I plan to return to my hometown
- \_\_\_\_\_ Other (please explain below)

b.) Where do you plan to move? \_\_\_\_\_

## **APPENDIX V**

### **METROPOLITAN PLANNING ORGANIZATIONS: PITTSBURGH AND PHILADELPHIA REGIONS**

#### **Board of Directors – Southwestern Pennsylvania Commission (SPC)**

Under SPC the Commission will consist of 5 members from each of the member counties (2 commissioners, 2 citizens, and 1 local elected official), The City of Pittsburgh is represented by the Mayor, 3 of his appointees, and an appointee of City Council. Additionally, the Commission has an expanded Executive Committee that consists of representatives from the Governor's Office, PennDOT and the Pennsylvania Department of Community and Economic Development.

#### 41 Voting Members Including:

- Pennsylvania Department of Transportation (PennDOT) Representatives
- Representative from the PA Department of Environmental Protection
- Representative from the Port Authority of Allegheny County Transit Operator
- An appointee of the Governor
- County Elected officials from Allegheny, Armstrong, Beaver, Butler, Washington & Westmoreland Counties
- Mayor the City of Pittsburgh, 3 of his appointees, and 1 appointee of City Council

#### 5 Non-Voting Members Including:

- Representative from the Federal Transit Administration's Region III
- Representative from the U.S. Environmental Protection Agency's Region III
- Representative from HUD Region III

#### **Board Committees and Their Functions**

##### ***Regional Policy Committee***

Meet monthly to discuss and make recommendations on regional transportation and economic development. State legislators and private sector members join Commission members in the discussions. They developed 23 goals and objectives that are intended to drive the long-range planning drafting and implementation stages. Under the direction of State Senator Allen Kukovich, the Financial Subcommittee is exploring ways to increase state funding for these projects as well as make necessary adaptations to state laws.

Merger with Southwestern Pennsylvania Regional Development Council allows transportation planning to intentionally consider economic development projects and initiatives.

## **Board of Directors – Delaware Valley Regional Planning Commission (DVRPC)**

### 39 Voting Members Including:

PennDOT & NJDOT Secretary/Commissioners  
Director of Governor’s Policy Office  
An appointee of the Governor from PA & NJ  
County Elected officials from Bucks, Chester, Delaware and Montgomery Counties in Pennsylvania, and from Camden, Gloucester and Mercer Counties in New Jersey  
Mayors of the Cities of Philadelphia and Chester in Pennsylvania, and the Cities of Camden and Trenton in New Jersey

### 30 Non-Voting Members/Alternates Including:

Representatives from the PA & NJ Divisions of the U.S. Department Transportation  
Representatives from the Federal Transit Administration’s Region III  
Representatives from the U.S. Environmental Protection Agency’s Region III  
Representatives from HUD Region III  
Representatives from the Pennsylvania and New Jersey Departments of Environmental Protection  
Representatives from the New Jersey Office of State Planning and the Pennsylvania Department of Community and Economic Development  
Representatives from Southeastern Pennsylvania Transportation Authority, New Jersey Transit Corporation, Delaware River Port Authority and Port Authority Transit Corporation  
The “Regional Citizens Committee” Chairman

## **Board Committees**

- Regional Transportation Committee
- Delaware Valley Goods Movement Task Force
- Information Resource Exchange Group
- Regional Air Quality Committee
- Regional Aviation Committee
- Regional Housing Committee
- Tri-County Water Quality Management Board
- Board Work Program Committee
- Board Policy Analysis Committee
- Regional Citizens Committee

**APPENDIX VI**

**STATION SQUARE DEVELOPMENT**

## APPENDIX VII

### 1998 Leasing Plans for Market Place and Company Web Sites

A.	Maggiano's	<a href="http://www.maggianos.com">www.maggianos.com</a>
B.	The Cheesecake Factory	<a href="http://www.thecheesecakefactory.com">www.thecheesecakefactory.com</a>
C.	Restoration Hardware	<a href="http://www.restorationhardware.com">www.restorationhardware.com</a>
D.	Brooks Brothers (already downtown)	<a href="http://www.brooksbrothers.com">www.brooksbrothers.com</a>
E.	Banana Republic	
F.	Talbots (already in Oxford)	<a href="http://www.talbots.com">www.talbots.com</a>
G.	Eddie Bauer (located in Fifth Avenue Place until 1993)	<a href="http://www.eddiebauer.com">www.eddiebauer.com</a>
H.	Ann Taylor	
I.	Lazarus (constructed)	
J.	Proposed Saks expansion	<a href="http://www.saks.com">www.saks.com</a>
K.	Lord and Taylor	<a href="http://www.lordandtaylor.com">www.lordandtaylor.com</a>
L.	Hotel	
M.	Nine-West	<a href="http://www.ninewest.com">www.ninewest.com</a>
N.	Kenneth Cole	<a href="http://www.kennethcole.com">www.kennethcole.com</a>
O.	Montblanc	<a href="http://www.montblanc.it">www.montblanc.it</a>
P.	The Gap/Gap Kids	<a href="http://www.gap.com">www.gap.com</a>
Q.	Bebe	<a href="http://www.bebe.com">www.bebe.com</a>
R.	Harold's	<a href="http://www.harolds.com">www.harolds.com</a>
S.	Abercrombie and Fitch	<a href="http://www.abercrombie.com">www.abercrombie.com</a>
T.	Victoria's Secret	<a href="http://www.VictoriasSecret.com">www.VictoriasSecret.com</a>
U.	Bath and Body Works	<a href="http://www.bathandbodyworks.com">www.bathandbodyworks.com</a>
V.	Tiffany and Company	<a href="http://www.tiffany.com">www.tiffany.com</a>
W.	FAO Schwartz	<a href="http://www.faoschwartz.com">www.faoschwartz.com</a>
X.	J-Crew	<a href="http://www.jcrew.com">www.jcrew.com</a>
Y.	Polo (already in Oxford)	
Z.	Cache	
AA.	Coach	<a href="http://www.coach.com">www.coach.com</a>
BB.	Johnny Rockets	<a href="http://www.johnnyrockets.com">www.johnnyrockets.com</a>
CC.	Planet Hollywood	<a href="http://www.planethollywood.com">www.planethollywood.com</a>
DD.	AMC Theatres	<a href="http://www.amctheaters.com">www.amctheaters.com</a>
EE.	All-Star Café	
FF.	Finish Line (already downtown)	<a href="http://www.finishline.com">www.finishline.com</a>
GG.	Computer City	<a href="http://www.computercity.com">www.computercity.com</a>
HH.	Virgin Records	<a href="http://www.virginrecords.com">www.virginrecords.com</a>
II.	P.F. Changs	<a href="http://www.pfchangs.com">www.pfchangs.com</a>
JJ.	Café Odyssey	<a href="http://www.cafeodyssey.com">www.cafeodyssey.com</a>
KK.	Dave and Busters	<a href="http://www.daveandbusters.com">www.daveandbusters.com</a>
LL.	Urban Outfitters	