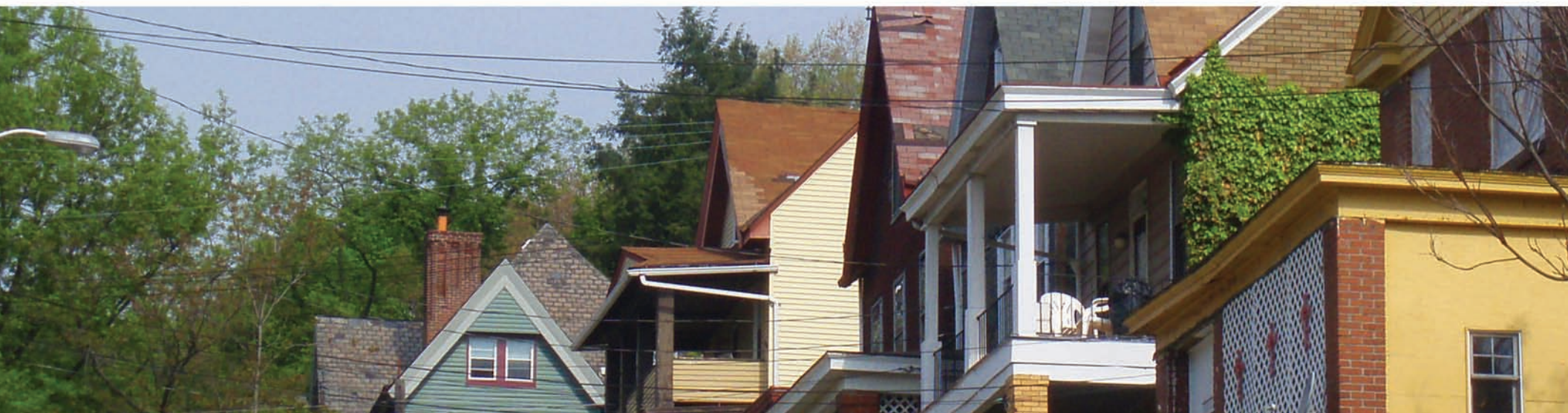


2030 PLAN

NEIGHBORHOOD PLAN FOR HOUSING AND DEVELOPMENT



GARFIELD'S 2030 PLAN

NEIGHBORHOOD PLAN FOR HOUSING AND DEVELOPMENT

BLOOMFIELD GARFIELD CORPORATION

GARFIELD JUBILEE ASSOCIATION

Prepared By:

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"IT'S HOME."
GARFIELD RESIDENT OF 33 YEARS

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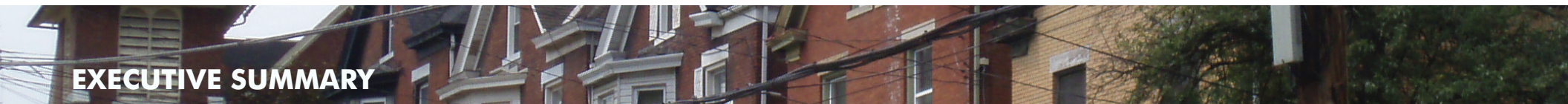
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EXECUTIVE SUMMARY

Garfield's neighborhood settlement began in the 1880's with housing for the growing population of Irish immigrants who had come to work in Lawrenceville's riverfront industries. The neighborhood grew to a solid working-class community, which lasted for about eighty years. St. Lawrence O'Toole Church is one of the physical legacies of Garfield's roots, but its more recent history is reflected in the Garfield Heights public housing, the Community Activity Center on Pacific Avenue, and the new apartments on Penn Avenue. These give a sense of the transitional character of the neighborhood since the 1960's: the past forty years have been a time of great change and challenge for Garfield.

While change may be inevitable, the direction of the change is not. The Garfield community today is committed to reversing the disinvestment of the last forty years--developing Garfield, not into what it once was, but into a new and valued community. Recognizing that this will require a comprehensive strategy in housing and development, the Bloomfield-Garfield Corporation has undertaken this plan in order to define a long-range direction for the neighborhood.

Garfield's 2030 Plan sets forth recommendations for housing and development that are intended to lead to new investment and a greater sense of Garfield's value as a neighborhood of choice. To sustain that investment over time, improvements in the physical environment of

the neighborhood will also need to lead to greater social cohesion, civic engagement, economic vitality, and ecological health. The 2030 Plan will be the basis for a shorter-range Strategic Implementation Plan, which is yet to be developed. With this long-range vision, the community can engage with major stakeholders in the neighborhood to create a strategic plan that will integrate those interests with the community's goals.

Garfield's original layout reflects many of the typical shortcomings of industrial-era neighborhoods. Poor development practices and forty years of disinvestment have left high vacancy, depressed housing values, and public infrastructure in disrepair.

Nevertheless, Garfield's convenient location, its affordability, and its many other assets give it good revitalization potential. Making the most of these assets not only fulfills neighborhood goals but is also good public policy. There are a number of reasons to be optimistic about Garfield's revitalization:

- Its context, strong neighborhoods with increasing property values.
- Convenience to jobs and transit.
- Small size with well defined boundaries.
- Little non-residential uses or traffic.
- Good stock of affordable housing.
- Housing Authority removing 'barrack-like' buildings.
- Large areas of vacant land, woods, and good views.

"WE LIKE THE EAST END AND IT'S
WHERE OUR COMMUNITY IS.
WE LIVE IN GARFIELD BECAUSE
OF THE PEOPLE."

GARFIELD RESIDENT OF 1 YEAR



“STREETS NEED
IMPROVEMENT, WE NEED
MORE GREEN SPACE AND
PUBLIC SAFETY.”
GARFIELD RESIDENT OF 63 YEARS

Based on our analysis of the neighborhood, consulting neighborhood design standards and lessons learned from other neighborhood revitalization efforts, we engaged in a community-wide discussion, from which the following goals for the Plan were defined:

Increase Garfield's population

Promote creation of a viable, affordable neighborhood

Improve the quality of housing and reduce vacancy

Increase open space and a good pedestrian environment

Improve high visibility neighborhood frontages

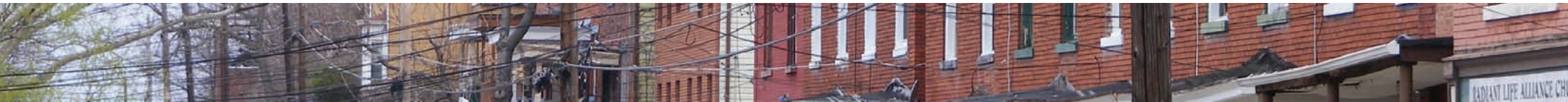
Create a more ecologically-functional community

In brief, the 2030 Plan proposes a Development Program that ultimately takes the neighborhood population to a density of nine units/acre, which will sustain affordability and urban amenities. To rebuild the neighborhood to a sustainable density and eliminate the negative effects of vacant property, a total of 900 units needs to be built. This will also accomplish the critical goal of increasing the proportion of owner-occupied property in the

neighborhood. To increase homeownership to at least the citywide average, 370-400 more owner-occupied units than rental units must be added. The density of housing should respond to the difference between the flat “urban” area (Edge) nearest Penn and Negley Avenues (averaging 14.4 housing units per acre) and the slopes of the Hill (averaging 7.8 housing units per acre). Renovation and weatherization of existing units should be an integral part of Garfield's affordable housing strategy. To achieve the targeted homeowner/renter balance by 2030, at least 15 new homeowner units have to be added annually, and more if rental housing is increased.

Development Policies are proposed for neighborhood form, housing, and public open space. To strengthen overall neighborhood form, Garfield's land use should remain residential and its basic structure of streets and blocks maintained. Housing should be diversified for market appeal but based on the wide range of traditional housing types in the neighborhood. Streets and open spaces need tree planting and maintenance. Other “greening” strategies, such as reducing excess paving width, can add to neighborhood livability by slowing traffic and creating a safer, more pedestrian-friendly environment.

In order to maximize the benefit of new housing on the neighborhood--its “spillover” effect--new infill units should



relate to the scale and proportion of the surrounding housing. New housing should be designed to fit on single lots (even on multiple-lot sites) to create usable side yards and leave open the possibility for future development.

Good housing management should be a high-priority neighborhood policy. In addition to increasing homeownership, this will entail a multi-faceted effort, ranging from homeowner education to property acquisition.

Garfield's revitalization must be comprehensive and coordinated. The Bloomfield-Garfield Corporation and Garfield Jubilee Association have a longstanding working relationship, through which the neighborhood has been improved with housing development, homeowner counseling, employment training, and many other successful programs. Their working relationship extends beyond the neighborhood to collaborative planning projects with community organizations in Friendship, East Liberty, and Lawrenceville. The planning for the upcoming reconstruction of Penn Avenue, as well as the ongoing initiatives that have brought new businesses and residents to Garfield's "front door", are good demonstrations of the value of coordinated multi-neighborhood efforts.

Garfield's implementation strategy should integrate new construction, renovation, and public improvements, along

with any demolition of existing units. The BGC should take a leadership role in convening interested property owners and developers to coordinate efforts and insure that the projects are aimed at Garfield's long-range targets.

Five major initiatives are outlined:

Garfield's Hilltop Parks: developing a new 34-acre city park at the top of the hill (land currently owned by the Housing Authority of the City of Pittsburgh-HACP) and expanding Fort Pitt School grounds into an environmental/gardening center

Garfield's Front Doors: introducing new mixed-use buildings and small park spaces at vacant or deteriorated entries to the neighborhood

The Green-Link Streets: intensive landscaping of key streets that create strong links between the new parks and the entrances to the neighborhood

Penn Negley Corner: developing this high-visibility site with new mixed-use and multi-unit residential buildings

Neighborhood Squares: creating several small urban spaces throughout the neighborhood to improve access to open space and as catalysts for housing development

"I BOUGHT A HOUSE ON BROAD STREET HOPING THE AREA WOULD IMPROVE."

GARFIELD RESIDENT OF 7 YEARS

“NICE, FRIENDLY
NEIGHBORHOOD
ACCESSIBLE TO BUS LINE,
STORES AND CHURCHES”
GARFIELD RESIDENT OF 39 YEARS

PURPOSE OF PLAN

If, one summer day in 2030, we were to take a walk through Garfield, what would we see? New houses and older houses with freshly painted trim? New homeowners tending their gardens? A family reunion in the new park pavilion? Bleachers full of people watching the girls' softball city championship? Pleasant shady sidewalks?

Envisioning what Garfield could become in the next twenty years is a challenging and exciting task. During the last six months, community residents and leaders worked with the urban design team to envision the kind of neighborhood they would like Garfield to be. The 2030 Plan is the neighborhood's tool to help achieve that goal. It is a long-range plan and the beginning of a two-part planning process. The first part envisions a long-range future from the perspective of community residents. The second part will involve input not only from the community, but also from important community stakeholders, such as the Housing Authority and the Board of Education, to develop strategies that address their interests as well as the community's goals.

The 2030 Plan is not a traditional “master plan” for the neighborhood. The maps and drawings illustrate ways to meet the twenty-year goals of the community but do not determine the use of any particular properties. Given that it is impossible to predict the future status of property, it makes no attempt to anticipate the availability of property or the plans of current property owners. It is, however, essential to engage with neighborhood stakeholders in developing a short-range plan for implementing this vision.

The ultimate purpose of the 2030 Plan is perhaps best defined as neighborhood sustainability, a goal that is both fundamental and far-reaching, and essential to realizing a community's vision. It is a concept that encompasses ecological sustainability, but as part of the larger goal of making the neighborhood a good place to live and a good investment. Garfield, like many of Pittsburgh's inner city neighborhoods, is not currently sustainable: its population is becoming poorer and older, housing is scheduled for demolition faster than it can be replaced, and the neighborhood is not attracting enough new investment to maintain its viability. To become sustainable, Garfield must build on assets that will attract investment and restore a functional real estate market.

Garfield's 2030 Plan is intended to provide a coherent planning framework that links an inspiring vision with plausible recommendations. It is based on an assessment of the neighborhood's situation today—both in itself and in relation to its East End context—and identifies its strategic assets and critical issues. It establishes a set of goals for housing and neighborhood development. It addresses those goals with the benefit of best practices and benchmarking, from which it derives a long-range development program with specific targets for physical improvements. Finally, it provides recommendations for housing, streets and other public open spaces, key sites, and community facilities. The intent of the 2030 Plan is to provide both guidance and flexibility, to define targets for accountability, yet allow for the inevitable unpredictability of a twenty-year timespan.



INTRODUCTION

If the purpose of the 2030 Plan is neighborhood sustainability, it is sustainability defined broadly, not just ecologically, but economically, socially, and politically. Neighborhood sustainability is the goal of neighborhood revitalization: vitality that can be sustained.

Today, we understand the goal of neighborhood sustainability in a comprehensive way. It's more than conserving energy, or keeping the environment clean and healthy. It means more than a place where the streets and houses are attractive and well-kept; nor is it defined simply as a place where people like to live or can afford to live. These are only indicators of sustainability, not sustainability itself. Sustainability does not define the neighborhood conditions, but the processes that gives rise to those conditions. It is about the way a neighborhood works: it recognizes that a neighborhood has a complex ecology—natural, social, economic—and when it functions well, it is sustainable.

The 2030 Plan sets forth recommendations for housing and development not for the purpose of improving Garfield's appearance, but, more importantly, for their role in bringing about Garfield's sustainability, which, in turn, is the source of better conditions. There are four dimensions of neighborhood sustainability, which are the goals of the Neighborhood Plan:

Social sustainability: Residents know each other, the sense of community is strong, social cohesiveness is important.

Civic sustainability: A shared sense of neighborhood "ownership" and standards of respectful behavior are upheld. Garfield citizens have an active and effective engagement in political process.

Ecological sustainability: Quality of air, water, soil is protected, to create a good habitat for neighborhood residents. Naturally functioning systems help keep the neighborhood affordable.

Economic sustainability: Households are self-sustaining, and neighborhood has a functional real estate market that sustains asset values.

Improving the quality of housing, streets and open spaces, and community facilities can play an important role in this multi-dimensional approach to sustainability, such as by increasing home ownership, attracting investment, strengthening community pride and a sense of neighborhood belonging, and providing for greater economic and social diversity. New housing construction, weatherization, building renovation, landscape and public space maintenance, and food production are all potential sources of employment for neighborhood residents and opportunities for local entrepreneurs.

However, a neighborhood plan for housing and development is not going to solve Garfield's problems. They are the problems of poverty, poor education, underemployment, and hopelessness: fundamentally the community's inability to establish and maintain social control in the neighborhood. The neighborhood population today cannot sustain itself or its neighborhood. Yet attracting new residents, while it brings more resources into the neighborhood, is not in itself, the answer. Garfield's residents need to be prepared to have a major stake in the improvement of their neighborhood, through youth development, parenting support, better education, public safety initiatives, new standards in housing management, and homeowner counseling. This plan does not address that critically important work; it only acknowledges here that the success of the plan ultimately depends on it.

It also depends on the "fit" between Garfield and its larger context. Penn Avenue is a critical artery not only for Garfield, but also for Friendship, Lawrenceville, Bloomfield, and East Liberty. These neighborhoods share a stake in business vitality, safe streets, public transit, good parks, and high-quality education. The BGC and other community organizations will need to continue collaborating toward common goals. The Penn Avenue Plan is a good example of such collaboration. Similar efforts are needed to address issues of broad concern such as vacancy, responsible property management, stormwater management, and education and employment.



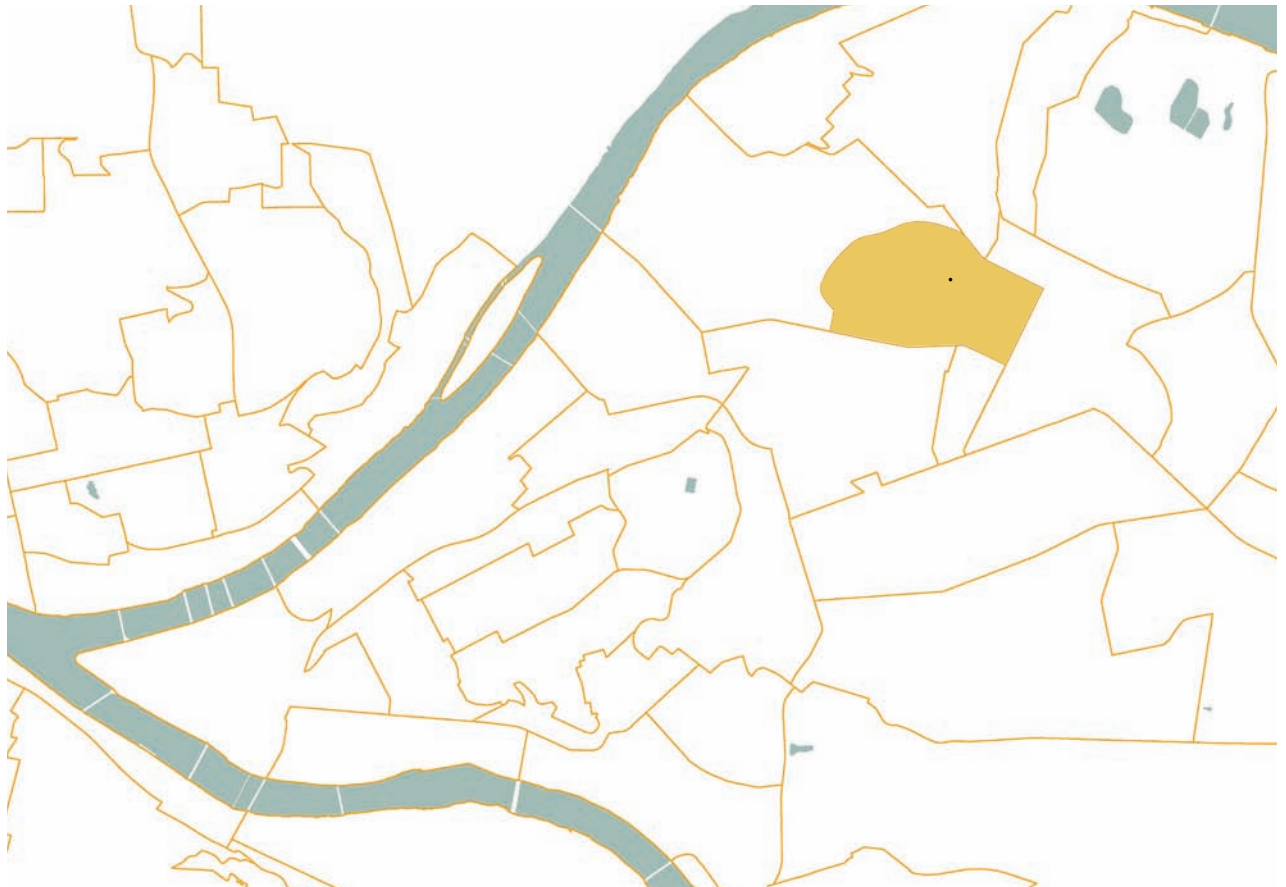
CHAPTER ONE

GARFIELD TODAY

GARFIELD TODAY

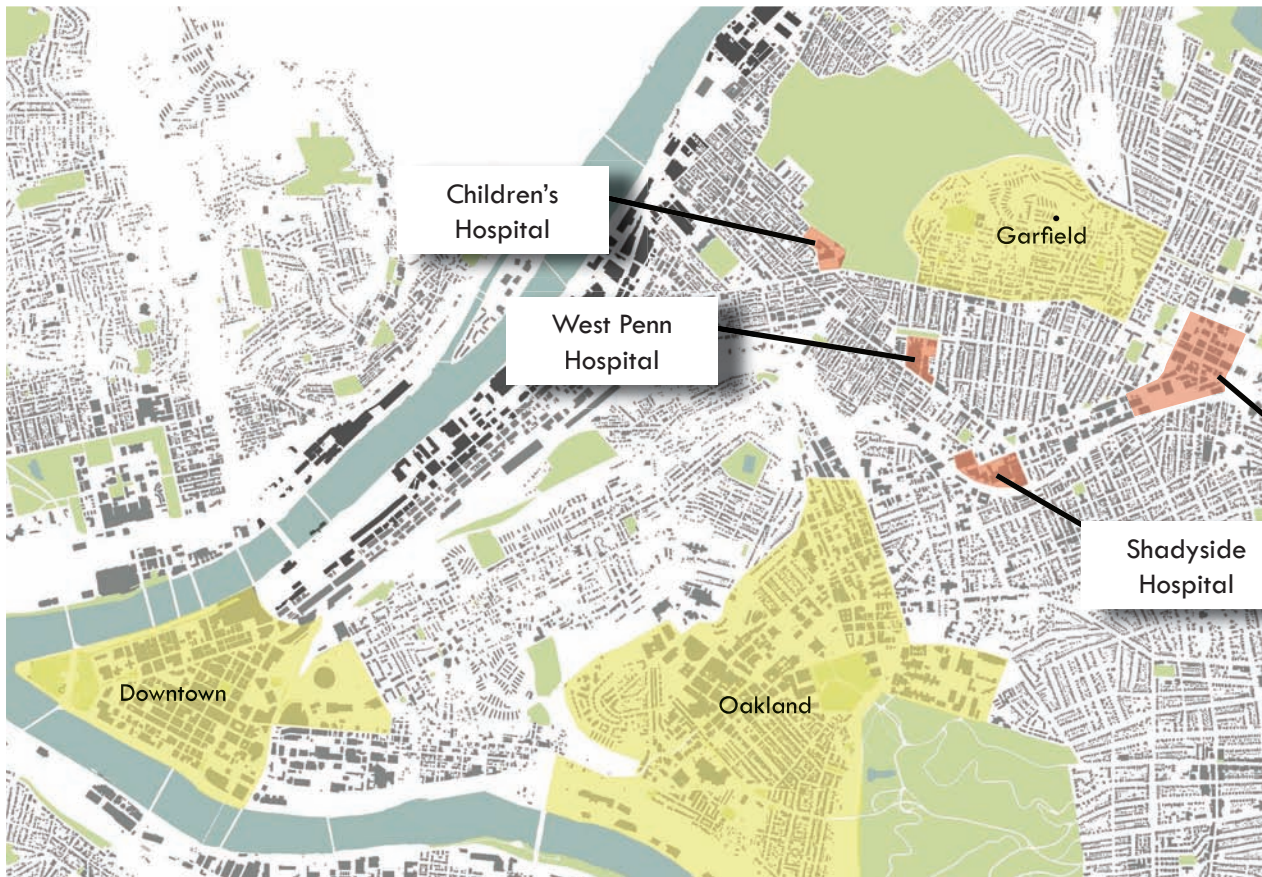
Garfield is one of Pittsburgh's most conveniently located urban neighborhoods. Its geography alone should make it one of the most attractive neighborhoods in the East End. Developed as a working class neighborhood in an industrial era however, it was not built to adapt to change. Poor development practices and a half-century of disinvestment have left it no longer a neighborhood of choice: vacancy is high, housing values are depressed and public spaces are in disrepair.

Nevertheless, Garfield's location, its affordability, and its many other assets give it good revitalization potential. Making the most of these assets by developing Garfield as a sustainable urban neighborhood not only fulfills neighborhood goals but is also good public policy. There are a number of reasons to be optimistic about Garfield's revitalization: its location, its context, its neighborhood fabric, its natural beauty, and its affordability.



Data Source: PNCIS, Census 2000

GARFIELD RESIDENTS ARE CLOSE TO THE REGION'S TWO MAJOR EMPLOYMENT CENTERS AS WELL AS A VARIETY OF LARGE LOCAL EMPLOYERS.



Major job centers:

- East Liberty Business District (1.1 Miles)
- Children's Hospital (.95 Miles)
- Shadyside Hospital (.8 Miles)
- West Penn Hospital (.7 Miles)

Oakland (2.9 Miles) and Downtown (3.7 Miles) are both within a 20 minute commute, and are accessible by bicycle as well as by bus or car.

According to the Pittsburgh Downtown Partnership there are 110,00 jobs in the Downtown Golden Triangle and 140,000 in the Downtown Central Core.

East Liberty
Business District

Shadyside
Hospital

Distances measured from the center of the Garfield neighborhood.

Yellow Downtown/ Oakland/ Garfield Red Major Employment Opportunities

Data Source: PNCIS, Field Observation, PDP

GARFIELD OCCUPIES A STRATEGIC LOCATION IN THE EAST END.

Garfield's location is advantageous with respect not only to the region's two major employment centers but also to a large number of nearby neighborhood serving enterprises and amenities.

It is surrounded by more stable neighborhoods with better condition and housing values: Friendship, Bloomfield, East Liberty and Stanton Heights.

Bounded on two sides by one of the largest protected green spaces in the city, Allegheny Cemetery, Garfield has access to one of the most beautiful and historic resources in the city.

As the map shows, neighborhood residents enjoy excellent access to local services.



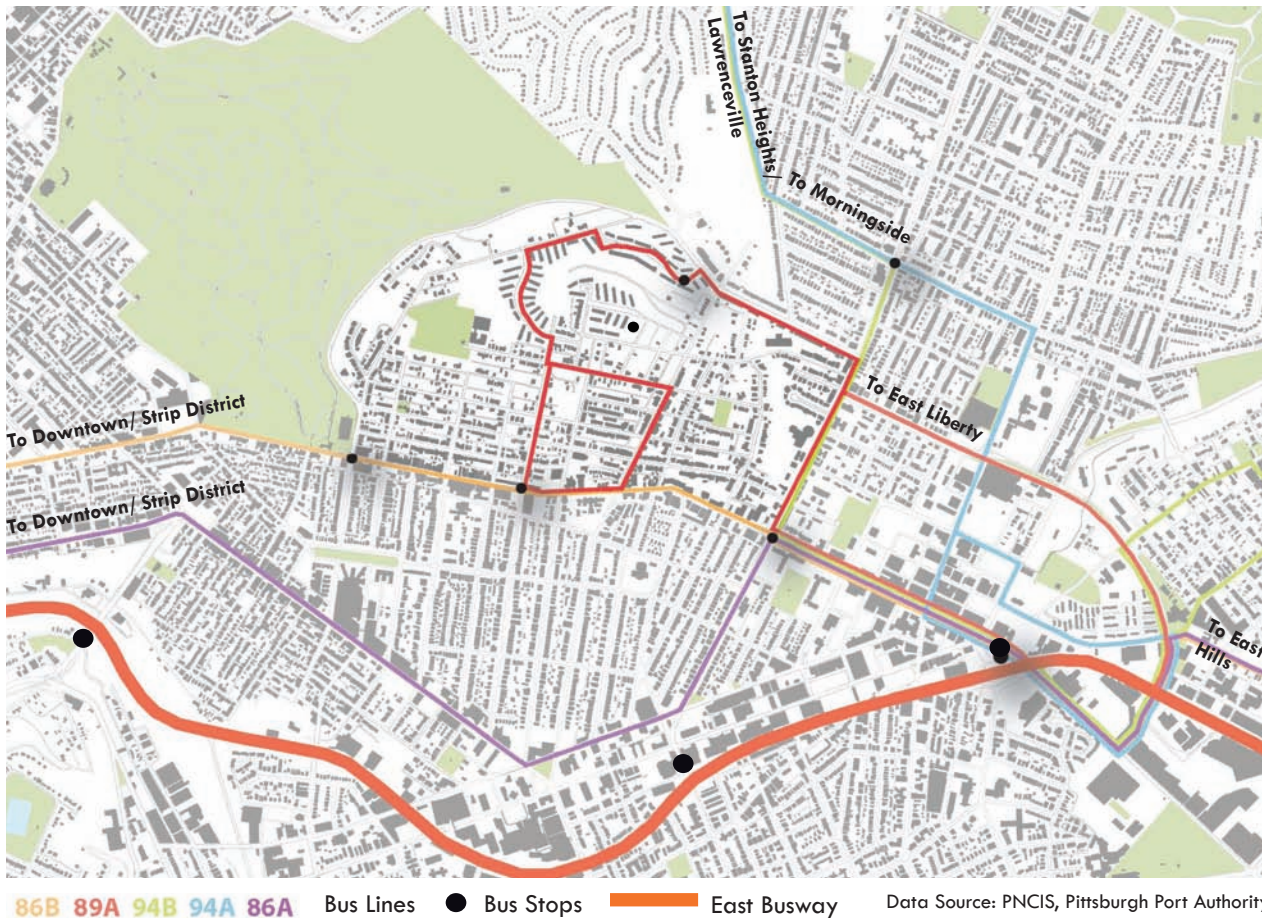
Allegheny Cemetery provides a beautiful green lawn along Garfield's north/west boundaries.



Data Source: Google Earth, Field Observation

Pharmacy ● Bank ● Grocery/Convenience ● Gas Station ●

GARFIELD IS BETTER SERVED BY PUBLIC TRANSIT THAN MOST NEIGHBORHOODS IN PITTSBURGH.



Garfield is served by four bus lines.

The average distance from within Garfield to a bus stop is 1/2 mile.

On a weekday the bus stop 356 times in or around Garfield, giving residents excellent access to public transportation. Buses connect to Downtown, Butler Street, Fox Chapel Waterworks, and East Liberty.

Garfield meets the criteria for a “smart location” as defined by the US Green Building Council and the Congress for New Urbanism. Situated within an “urban service area”, the neighborhood is integrated into city-wide and regional utility systems. Most of the property in the neighborhood is “improved” with access to streets and utilities. It is served by transit, with bus routes that run through and along the edge of the neighborhood.

Garfield’s advantageous location is evidenced by specific measures of a “smart location”:

- Previously developed: at least 75% of vacant land was previously developed
- Proximity to transit: at least 50% of dwelling units are within a 1/4 mile walk of bus stop
- Access to at least 60 bus weekday trips
- Access to at least 40 bus weekend trips
- Access to services: neighborhood boundary within 1/4 mile of at least five neighborhood-serving uses, including one food retail establishment
- Connectivity: located in area with at least 90 intersections within a 1/2 mile of the neighborhood

GARFIELD IS AT THE HEART OF PUBLIC AND PRIVATE INVESTMENT IN THE EAST END.

The URA estimates that more money has been invested in Garfield than any other neighborhood in the East End.

Major investments in East End:

- East Side commercial development East Side
- Bakery Square
- East Liberty Branch, Carnegie Library
- East End Cooperative Ministry Community House
- New restaurants and shops in East Liberty business district
- Children's Hospital
- Penn Avenue Arts District
- Garfield Heights Redevelopment

URA funded projects in Garfield:

- Bride Row Renovations
- Penn Avenue Corridor
- Fairmont Apartments
- Garfield Homeownership Choice
- North Fairmount Housing Improvement

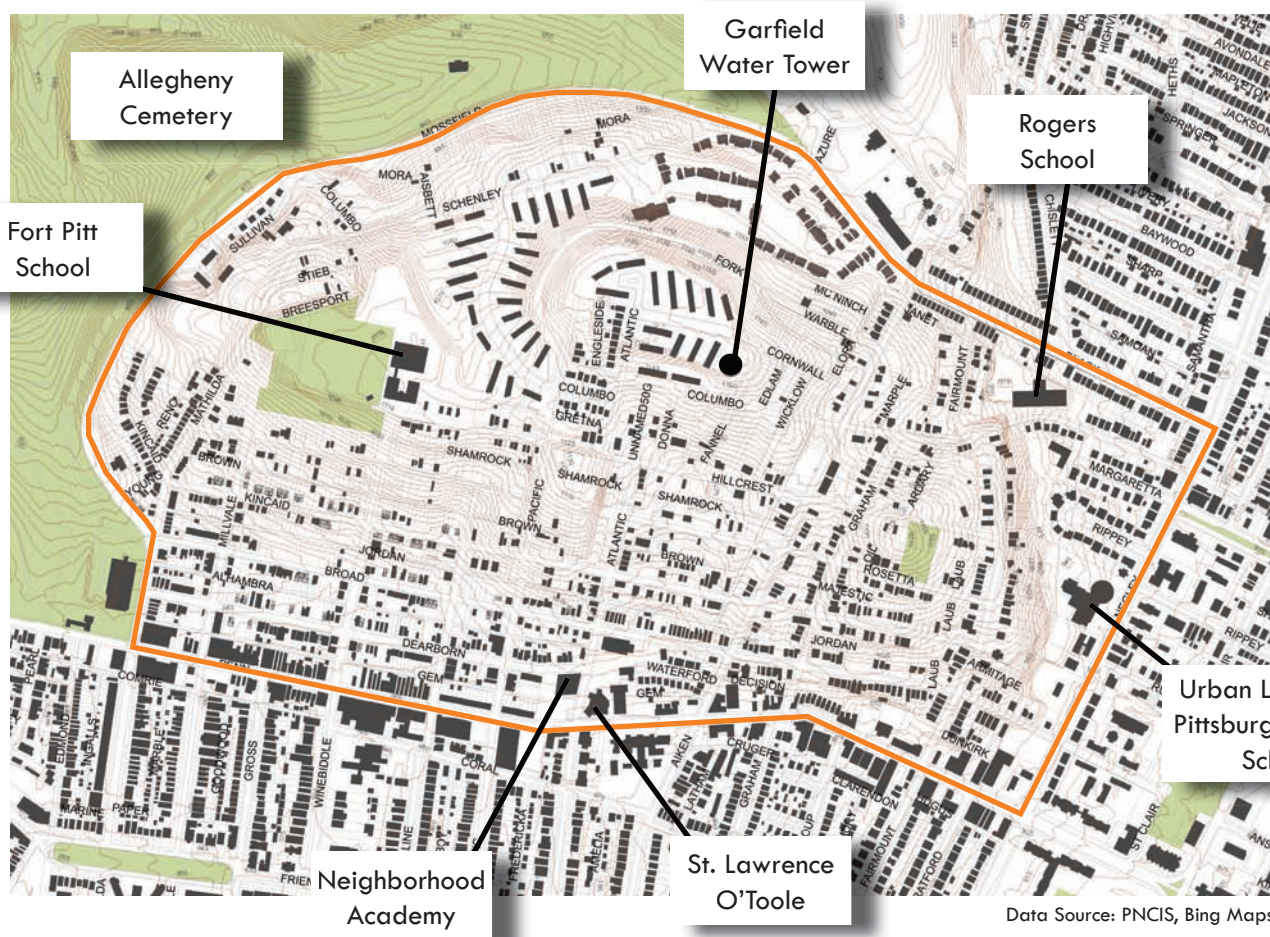
URA funded projects around Garfield:

- Baum/ Liberty Mixed Use
- East Liberty Gardens
- Eastside Beatty
- Eastside Pedestrian Bridge
- Glass Lofts
- Y Lofts

New development in the East End has brought a variety of employment opportunities, ranging from small businesses to large institutions. However, its effects are hard to see within the Garfield neighborhood. Small-scale infill projects have done little to reverse its decline.



GARFIELD OCCUPIES A SMALL, WELL-DEFINED AREA.



Garfield is bounded by Penn Avenue to the south, Negley Avenue to the east, Black and Mossfield Streets to the north and Mathilda Street to the west. Penn Avenue, the main commercial corridor, connects Garfield to East Liberty, Lawrenceville, and Downtown.

Garfield has not only strongly-defined edges but also a distinctive center: it rises to a hilltop, marked by a water tower.

Garfield is one smallest and therefore most manageable neighborhoods in the city.

Garfield	294	acres
Friendship	215	acres
Bloomfield	302	acres
East Liberty	374	acres
Highland Park	748	acres
Stanton Heights	473	acres



Negley Avenue links Garfield to Highland Park, Shadyside, Squirrel Hill, and Oakland.

GARFIELD HAS TWO DISTINCT AREAS: THE HILL AND THE EDGE.

Garfield's topography and settlement patterns have created different areas of the neighborhood. Garfield is thought of as the neighborhood on Garfield Hill, but along the east side of the hill, there is a steep slope that runs between Negley and Fairmount Avenues. This wooded embankment is so steep that no street connects those two avenues between Broad and Columbo. The slope divides the upper area of the hill from a lower and much flatter area that stretches from Black Street, where it extends nearly to Aiken Avenue, to Penn Avenue, where it is less than a block deep.

Similarly, the south side of Garfield Hill doesn't slope all the way to Penn Avenue. Rather, it slopes down to Broad Street. Between Broad and Dearborn was the original streambed that drained the water from the hillside westward through the cemetery and eventually to the Allegheny River. Today, the area between Broad and Penn is noticeably flatter than the area north of Broad Street. The hillside is "bounded" by Broad Street, Mossfield Boulevard, and Black Street to Fairmount Avenue, where it forms the steep east slope.

These features effectively divide Garfield into two distinct areas, which we refer to as the Hill and the Edge. Each area has many smaller areas within it, such as the areas east and west of Aiken Avenue, but the difference between these two major sections of the neighborhood relates strongly not only to topography, but also to both use and density.



The Hill The Edge

POOR CONDITIONS IN GARFIELD TODAY ARE NOT JUST THE RESULT OF DISINVESTMENT DURING THE LAST FORTY YEARS. SOME OF THOSE CONDITIONS WERE “BUILT INTO” THE NEIGHBORHOOD FROM THE BEGINNING.

GARFIELD’S ORIGINAL SETTLEMENT PATTERNS DID NOT ALLOW FOR SUSTAINABLE NEIGHBORHOOD GROWTH.



This map from 1882 shows the beginnings of the street grids we see in the neighborhood today. Large tracts of land were subdivided to build rows of housing.

Data Source: Carnegie Mellon University, Department of Architecture
Garfield; A Study of Housing in the Neighborhood: Fall 1983

Garfield’s original settlement pattern was not in accordance with today’s best practices.

These are problems created by investment, not disinvestment.

Streets were laid across steep slopes.

Wide rights-of-way and narrow blocks provide plenty of access but are both wasteful of land and conducive to fast traffic.

Fragments of disconnected street grids were created by developers subdividing large properties into small lots.

No plans were made for a neighborhood park.

Rogers School was built on a small “land locked” site. Fort Pitt School occupies a prominent but not very accessible site.

GARFIELD'S STREET GRIDS WERE LAID OUT WITHOUT REGARD TO THE NATURAL TOPOGRAPHY AND ARE INTERRUPTED BY STEEP SLOPES.

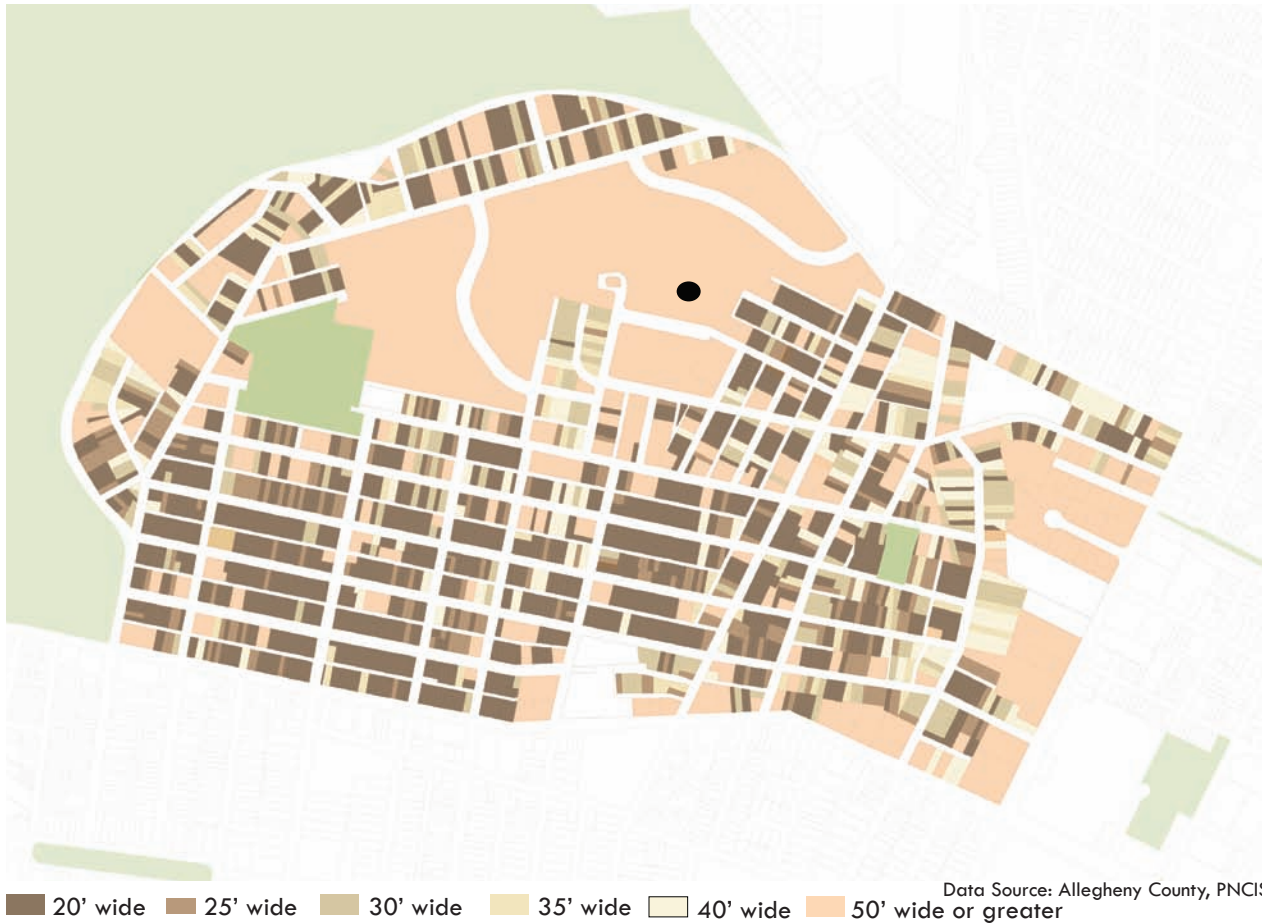
The street grid was laid out without regard to topography. Many of the streets remain “paper streets” today because the land was too steep for vehicles to travel.

In some areas, the natural slopes were cut to allow for rights-of-way.



Data Source: Google Earth, Bing Maps

GARFIELD'S LOTS ARE PRIMARILY LONG AND NARROW.



When we think of Garfield's neighborhood character, we think of houses and streets. But it comes in large part from what we don't see, the size and shape of the lots, which divide every block into distinct patterns. In Garfield, like many older neighborhoods in Pittsburgh, the lots tend to be long and narrow. This is an affordability strategy: it gives every house frontage on the street and alley but limits the cost of both land and infrastructure.

Lot depths in Garfield are set by the size of blocks, and typically range from 80 to 120 feet. Lot widths vary from 12 to over 100 feet, but the large majority of residential lots are between 20 and 35 feet wide. More of the narrower lots are found in the southwest area of the neighborhood, which is both older and flatter than other parts. House types vary with the lot width, along with other factors. Recently built houses tend to be wider and have been built on multiple lots with wider side yards between them and existing houses.

The orientation of lots is related to streets. At corners, lots tend to relate to the more dominant street, although in Garfield, there is little consistency in the relationship of corner lots to streets.

This map shows the pattern of lot sizes, based on our analysis of lot widths.

GARFIELD'S STEEP SLOPES ARE UNBUILDABLE AND SHOULD BE PRESERVED.

In accordance with the city's environmental zoning standards and today's accepted practices of good planning, slopes greater than 40% should not be built on. Development on slopes between 25% and 40% should be restricted to no more than 50% of the area.

Steep slopes have been exacerbated by insensitive grading, and terracing.

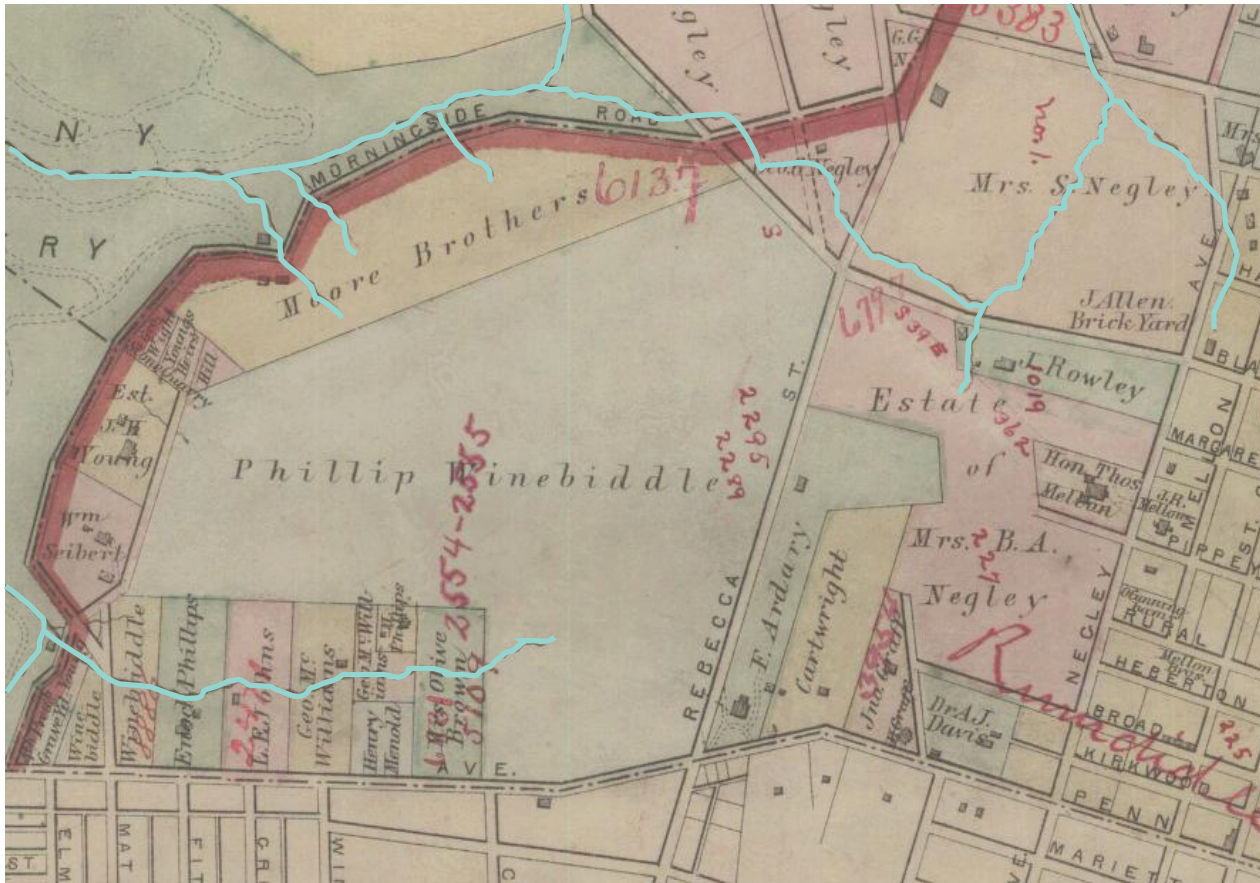
0%-15%:	119 acres
16%- 25%:	58 acres
26%-40%:	27 acres
>40%+:	18 acres



Data Source: Allegheny County, PNCIS

Buildable

TODAY'S SEWERS REPLACE THE NATURAL WATER FLOWS IN THE NEIGHBORHOOD.



Historic Streams 1872

Data Source: PNCIS, PWSA

Garfield is part of a much larger watershed and hydrological system and contributes to the region's water quality problems.

The current sewer layout is inefficient, over-serving some areas and under-serving others. Local sewer failures affect Garfield's streets and basements. But terracing and steepened slopes add to those problems.

Approximately 22% of the land area is either built or paved.

The tree coverage in the neighborhood is approximately 28%.



Sewers

MUCH OF THE UNBUILDABLE AREA OF GARFIELD IS ALSO UNDERMINED.

It is not impossible to build on undermined land, but expensive, since it requires techniques to support foundations, such as grouting or caissons.

Garfield Hill was one of the earliest locations of mining in the City. Old mines were not mapped, nor has subsequent subsidence been tracked. This map represents the best available estimate of the extent of undermining in the neighborhood, but it is only an approximation. The large undermined area may be more extensive than shown.



Data Source: PNCIS, State of Pennsylvania Bureau of District Mining Operations

Undermining 

GARFIELD WAS DEVELOPED WITH TOO LITTLE USABLE OPEN SPACE.



Parks/Open Space Woodlands Civic

Data Source: PNCIS, Field Observation

Parks and playgrounds comprise only 1.8% of the neighborhood total area.

Rogers School has no playground.

A number of streets were originally developed without room for sidewalks or street trees.

Allegheny Cemetery has limited access and restricted use. The closest entrance is on Penn Avenue.



THE LAST FORTY YEARS HAVE SIGNIFICANTLY WORSENERD CONDITIONS IN GARFIELD.

GARFIELD'S SOCIO-ECONOMIC CONDITIONS HAVE WORSENERD BY VIRTUALLY EVERY MEASURE.

Population

From 1970 to 2000 Garfield lost 46% of its population

Population in 1970: 11,396

Population in 2000: 5,450

Household Income

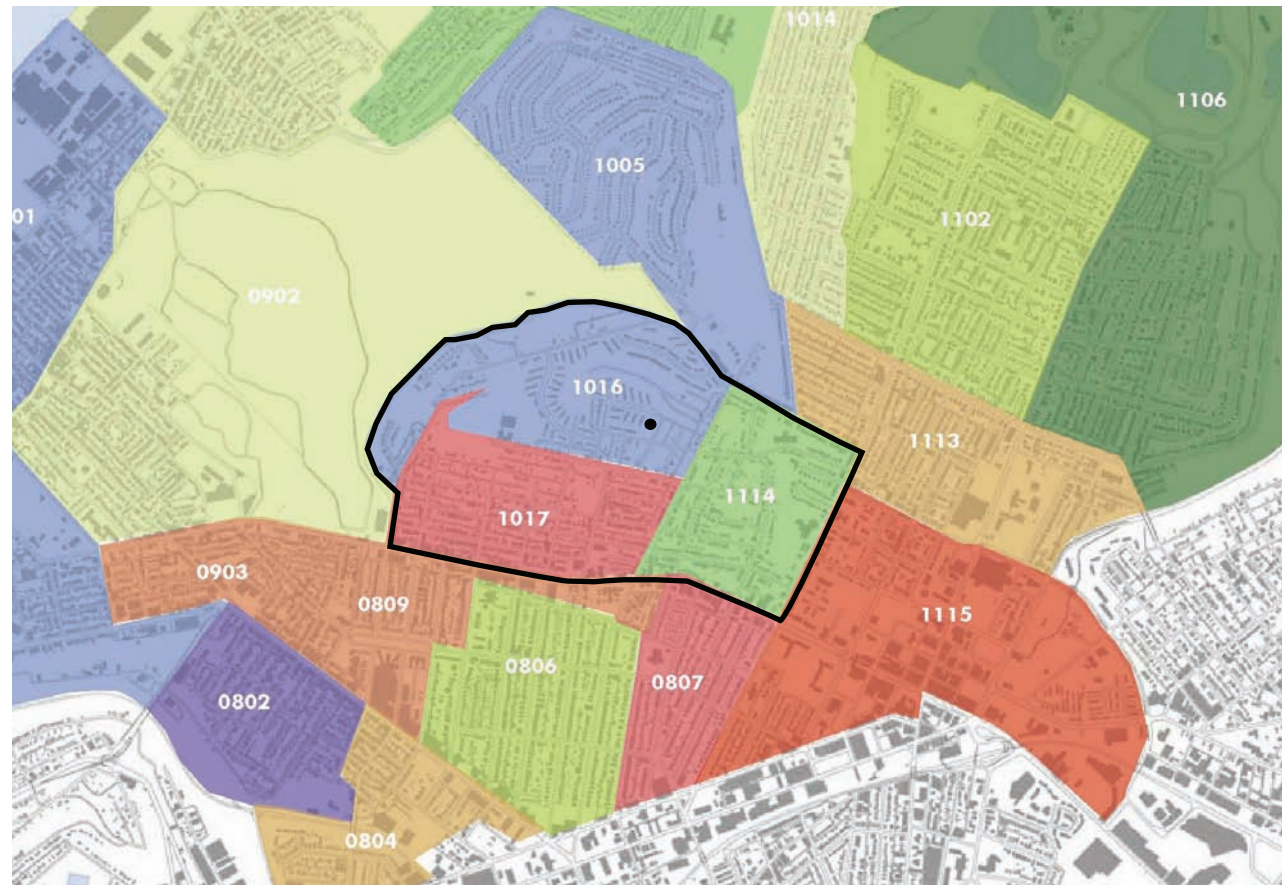
Garfield's population in poverty is 42.7% compared to the city at 21.0%.

Education and Employment

Out of 90 neighborhoods in Pittsburgh, Garfield ranks 56th in employment and 63rd in the number of college and high school graduates.

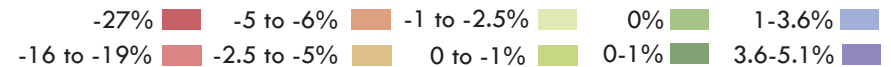
Ethnic composition

Ethnic composition shifted from 35.7% African American in 1970 to 83.2% African American in 2000. The change reflects population of Garfield Heights (mostly African American population).



Data Source: U.S. Census 1980, 1990 and 2000

% Change in Growth or Decline
in Housing Units



THE NEIGHBORHOOD HAS LOST TWICE AS MANY UNITS AS THE CITY AND SURROUNDING NEIGHBORHOODS.

Housing Characteristics	Pittsburgh					Garfield				
	1970	1980	1990	2000	% change 1970-2000	1970	1980	1990	2000	% change 1970-2000
Total all housing	189,839	179,136	170,159	163,000	-14	3,817	3,373	2,717	2,581	-32
Total occupied units	177,925	166,067	153,483	144,000	-19	3,617	3,137	2,336	1,965	-46
Owner-occupied	89,451	85,969	80,168	74,927	-16	1,550	1,281	997	833	-46
% owner-occupied (of total occupied)	50	52	52	52		43	41	43	42	
Renter-occupied	88,389	81,098	73,315	68,812	-22	2,067	1,856	1,339	1,132	-45
% renter-occupied (of total occupied)	50	48	48	48		57	59	57	58	
Vacant	11,793	13,069	16,676	19,627	+66	200	236	391	616	+21
% vacant (of total all housing)	6	9	10	12		5	7	14	24	
% vacant increase in decade	---	50%	11%	20%		---	100%	65%	57%	

Data Source: U.S. Census 1970, 1980, 1990 and 2000

Percent Change(%)								
Garfield	Stanton Heights	census Bloomfield	Lawrenceville	Friendship	Highland Park	Morningside	East Liberty	
-16	+0.6	5.6	+7	-11.8	24	-2.6	+5	
-16	-3	-2.4	-0.9	-1.9	+16.6	-3.7	-6	
-15	+40	+11	+17.2	-13.3	+32.5	-0.1	+7	
-58	+8.6	+20.8	+68.6	-40.3	+2.1	+2.8	-3	
-5	+1.1	+7.1	+13.2	-15.5	+23.7	-2.2	+7	

* Data from 1990 & 2000 Census Only

Housing Units

Garfield currently (2008) has 1744 units
From 1970 to 2000 Garfield has lost 32% of its units

In the same thirty years, the city has lost 14% of its units in 30 years.

There has been little change in tenure in Garfield since the construction of Garfield Heights.

Garfield's homeownership rate is 10% below the city average.

Garfield's density has declined

Garfield's density in 1970 was 13.0 dwelling units/acre
Garfield's density in 2000 was 8.7 dwelling units/acre
Garfield's density in 2008 was 5.9 dwelling units/acre



THE NUMBER OF PROPERTIES OWNED BY ABSENTEE LANDLORDS HAS INCREASED GREATLY.

There are 577 absentee landlord owned properties in the neighborhood.

Garfield's tenure in 2000:

58.2% renter-occupied

41.8% owner-occupied

Compared to the City's tenure in 2000:

47.9% renter-occupied

52.1% owner-occupied



Data Source: Allegheny County Assessment 2008

Absentee Landlord

GARFIELD TODAY IS A DISTRESSED NEIGHBORHOOD. ONE INDICATOR IS THE HIGH PERCENTAGE OF VACANT LAND.



24% of units were vacant in 2000, 13% of the area in the neighborhood is now vacant.

Much of the demolition has occurred on lots that are either steeply sloped or undermined.

Vacant land is generally poorly maintained and is detrimental to neighborhood properties.

Vacancy accelerates deterioration, which has led to a significant loss of affordable housing.



GARFIELD HAS A FAR GREATER CONCENTRATION OF VACANT PROPERTIES THAN THE NEIGHBORHOODS ALL AROUND IT.

As illustrated by the map, Garfield's vacancy rate is from two to six times higher than surrounding neighborhoods:

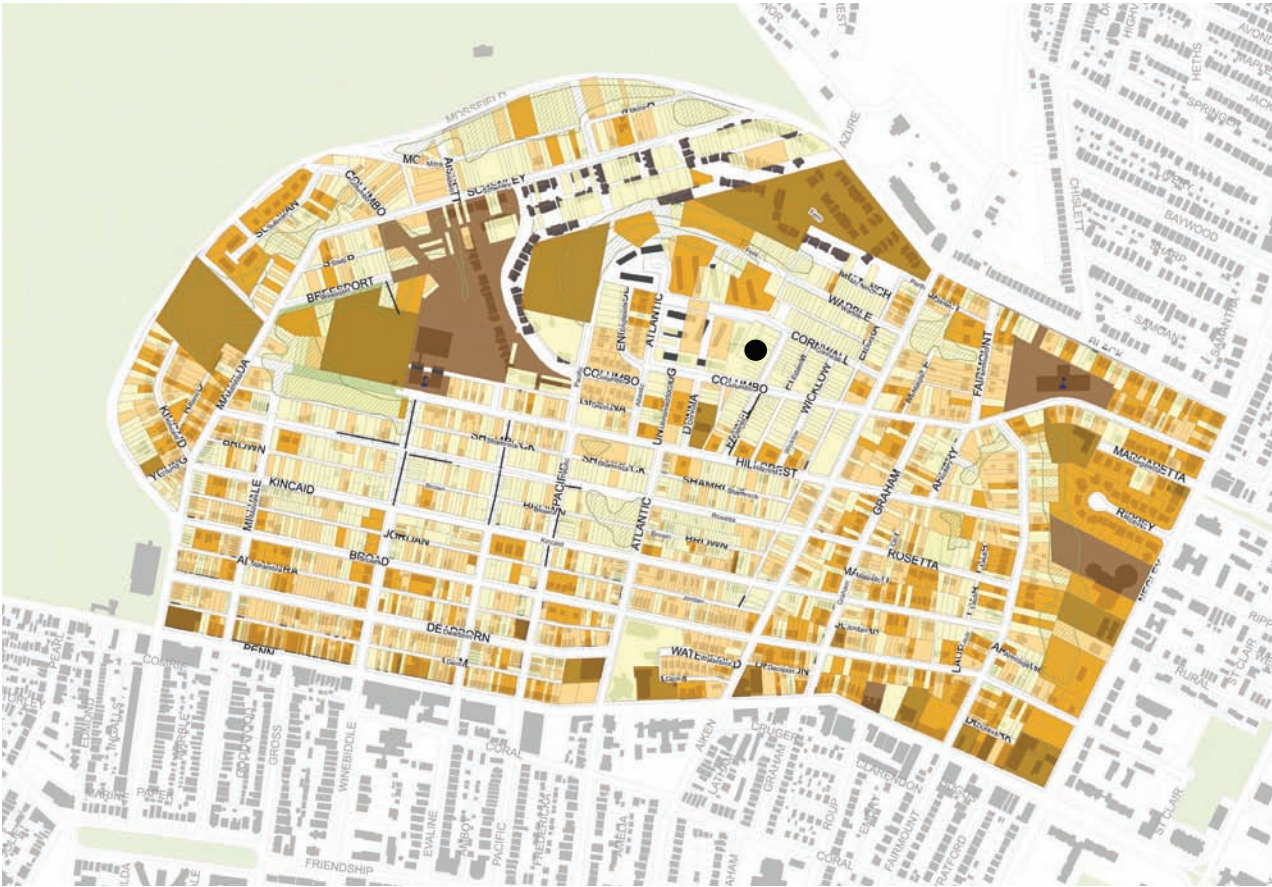
Friendship:	1.8% vacant
Bloomfield:	6.5% vacant
East Liberty:	7.6% vacant
Highland Park:	1.8% vacant
Morningside:	1.3% vacant
Stanton Heights:	3.6% vacant
Lawrenceville:	5.3% vacant



Data Source: Allegheny County Assessment 2008

Vacant ■

GARFIELD'S PROPERTY VALUES ARE DEPRESSED. THEY ARE SIGNIFICANTLY LOWER THAN IN OTHER NEIGHBORHOODS.



Isolated pockets of high value houses are found in an expanse of low value properties.

A majority of the properties in Garfield have values below the city-wide average value.

Concentration of lower-value properties contrasts with values in adjacent neighborhoods.

Average Value of Housing Unit:

Garfield \$56,970

City of Pittsburgh \$125,615

Surrounding Neighborhoods

Friendship \$175,243

East Liberty \$125,620

Highland Park \$168,374

Stanton Heights \$107,158

Bloomfield \$97,897

Morningside \$96,919

Lawrenceville \$67,412

Data Source: PNCIS, CTAC

Property Value (County FMV)

Based on Allegheny County full market value (per year 2022), property data file 12/10/08

THE SAME HOUSE COSTS LESS IN GARFIELD THAN IT DOES IN OTHER NEIGHBORHOODS.

GARFIELD

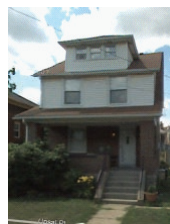
\$ 37,800



5351 BROAD ST.

FRIENDSHIP

\$ 99,000



5456 UPSAL PL.

EAST LIBERTY

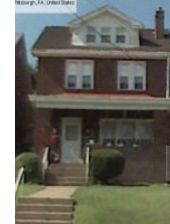
\$ 40,800



410 EUCLID AVE.

STANTON HEIGHTS

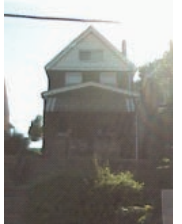
\$ 60,000



4722 STANTON AVE.

GREENFIELD

\$ 61,000



4242 STANLEY ST.

\$ 39,200



4933 KINCAID ST.

\$ 113,000



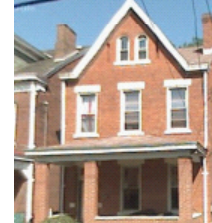
132 S GRAHAM ST.

\$ 100,000



248 S SAINT CLAIR ST.

\$ 88,600



4362 STANTON AVE.

\$ 65,700



536 COYNE TERRACE

\$ 37,600



423 N. FAIRMOUNT ST.

\$ 92,000



5456 CLARENDON PL.

\$ 58,000



227 S SAINT CLAIR ST.

\$ 35,000



4607 COLERIDGE ST.

\$ 63,500



4008 COLEMAN ST.

Data Source: Allegheny County Assessment 2008

PROPERTY OWNED BY THREE TAXING BODIES.



Property Owned by the Three Taxing Bodies

Data Source: Allegheny County Assessment 2008

Some property is in public ownership because it serves public purposes-eg. school, parks, and streets.

The properties owned by the three taxing bodies (City of Pittsburgh, Allegheny County and Pittsburgh Public Schools) have been reclaimed due to tax delinquency.

These properties account for 11% of the area of the neighborhood.

They are a liability to the neighborhood and the city. They can be incorporated into the Strategic Implementation Plan but it will take considerable time and effort to obtain clear title.

Preventing tax foreclosures has to be a high priority in the future.

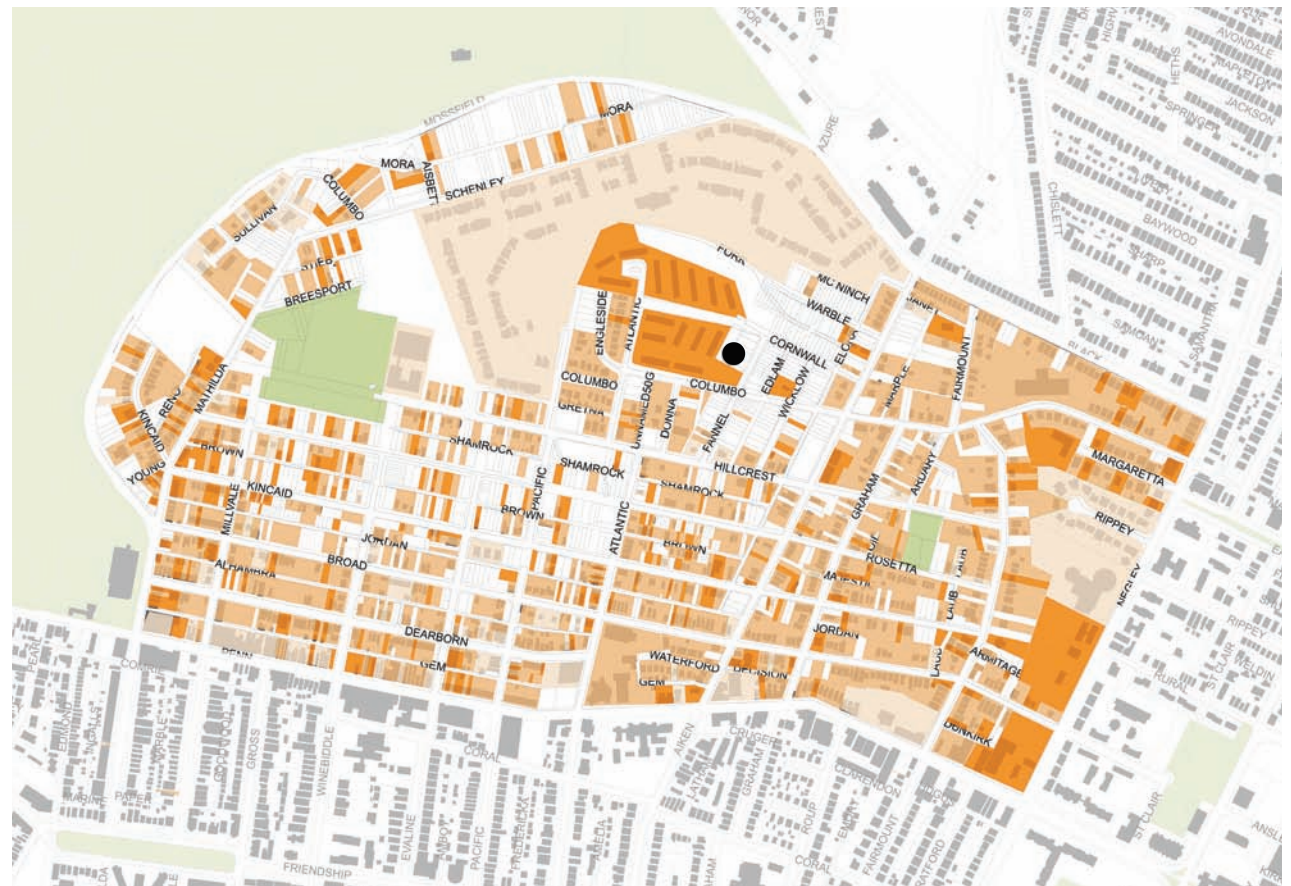
HOUSES IN POOR CONDITION ARE IN EVIDENCE THROUGHOUT THE NEIGHBORHOOD. ALONG WITH VACANT LOTS, THEY ARE A DETERRENT TO INVESTMENT IN PROPERTIES AROUND THEM.

Houses originally built with inexpensive construction do not survive neglect as well as more substantially built houses.

As a result of this and neglect by absentee landlords, there are many pockets of buildings in poor condition.

Long blocks of similar houses tend to exacerbate the effect of a single deteriorated house.

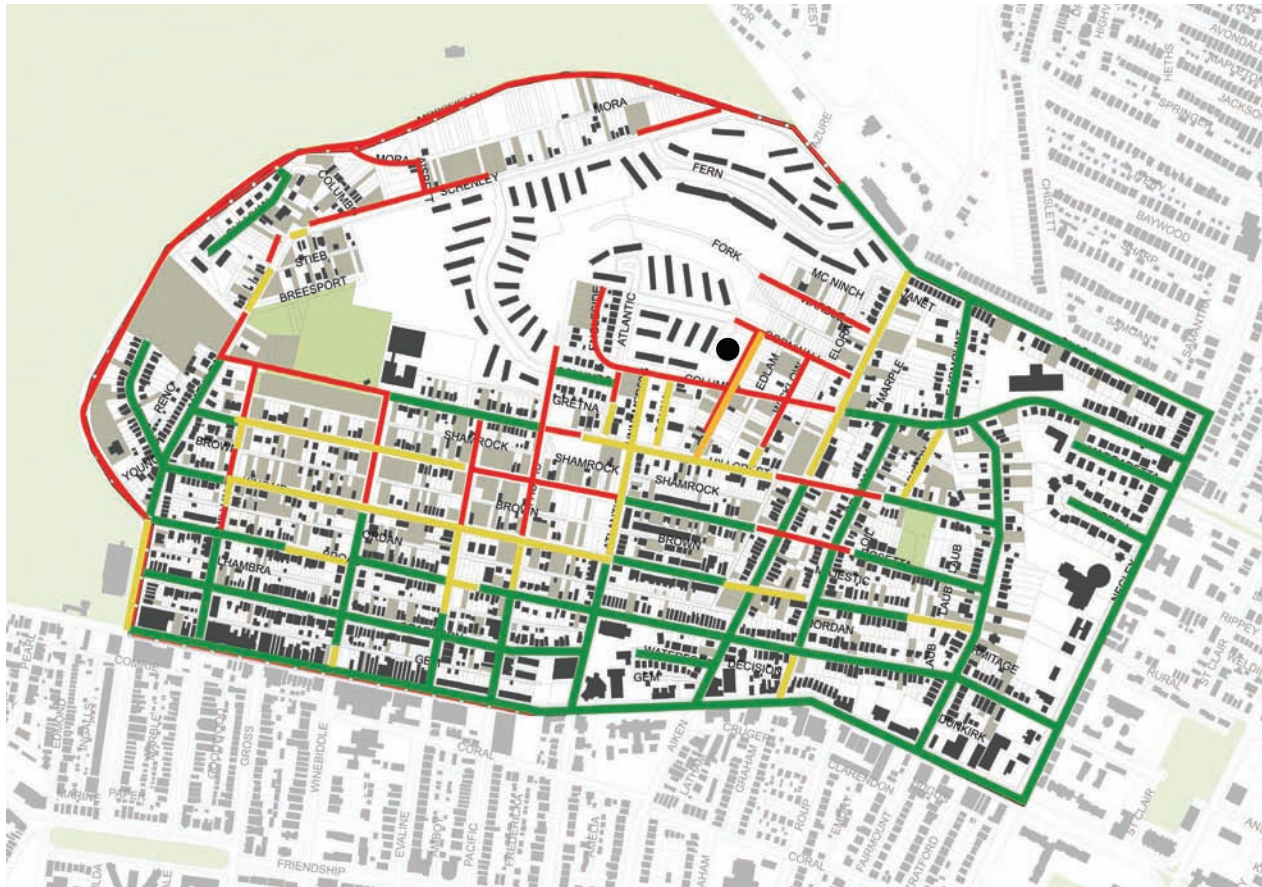
However as the map shows, most of the houses in Garfield are still in good or acceptable condition.



Data Source: Allegheny County Assessment 2008

Bad Condition ■ Average Condition ■ Good Condition ■

VACANCY INTRODUCES INEFFICIENCIES IN STREET AND INFRASTRUCTURE DEVELOPMENT AND MAINTENANCE .



Data Source: Allegheny County Assessment 2008, Field Observation

High efficiency street and utilities serve mostly occupied properties Medium efficiency Low efficiency

Garfield's infrastructure once served a dense residential community. On a typical block, the public infrastructure--the street, sewer lines, utilities, lighting, sidewalk, and trees--served 40-50 developed properties. Today, since many of those properties are vacant and many of the buildings have been torn down, the same infrastructure may serve less than 10 inhabited properties. This analysis examined the present-day relationship between the public infrastructure and the inhabited properties. We observed what seemed to fall into three categories: streets that serve a fully (or nearly) inhabited block, which are designated "high efficiency"; those that serve at least half of their original capacity, designated "medium efficiency"; and those that serve only a few inhabited properties.

The map shows that 52% of the public infrastructure in the neighborhood is being used efficiently (high), 22% is only semi-efficient (medium); and 26% is inefficiently used.



ALTHOUGH DISTANCES ARE NOT GREAT, SOME CONNECTIONS ARE INACCESSIBLE, UNATTRACTIVE OR UNSAFE FOR PEDESTRIANS.

Some neighborhood streets are either too steeply sloped or lack sidewalks. Crumbling and dislodged pavements make walking difficult and dangerous. Mossfield Boulevard, along the cemetery, lacks a sidewalk and does not provide a safe place to walk out of the way of traffic. Negley and Penn Avenues are both high traffic streets with few street trees.



Data Source: Field Observation Poor Walkability ■■■■■ Moderate Walkability ■■■■■ Good Walkability ■■■■■

ONLY A FEW STREETS IN GARFIELD HAVE A GOOD STREET TREE CANOPY.



● Street Tree

Data Source: Friends of the Pittsburgh Urban Forest

Street trees not only create a better, healthier environment and a more enjoyable pedestrian environment, but also add to the value of nearby property. (Studies have shown that mature street trees typically add \$5,000 to housing values.)

Most blocks in Garfield have few, if any, trees.

Garfield has a total of 301 street trees, or one tree per 148 linear feet, whereas the recommended planting for an urban neighborhood is one tree per 30 linear feet.



SOME CONDITIONS ALONG GARFIELD'S EDGE EXACERBATE THE PERCEPTION OF DISTRESS AND MAKE GARFIELD SEEM WORSE THAN IT IS.

High visibility areas are deteriorated. Penn and Negley Avenues are Garfield's major streetfronts.

The corner of Penn and Negley Avenues is especially visible, and the neglected and vacant gas stations create a very bad impression for residents and passers-by alike.

Properties along Negley Avenue close to Black Street are fine old houses that have been abused by absentee landlords.

Since most people who don't live in Garfield see only these street fronts, these are not only their first but only impressions of the neighborhood.



BAD CORNERS AT NEIGHBORHOOD ENTRANCES HAVE A NEGATIVE EFFECT ON ALL THE PROPERTY IN GARFIELD. THEIR IMPACT IS MUCH WORSE THAN BLIGHTED PROPERTY ON A STREET INSIDE THE NEIGHBORHOOD.



Data Source: Allegheny County Assessment 2008, PNCIS, Field Observations

Liabilities Moderate/Needs Investment Assets

1. Penn and Negley Avenues: abandoned gas station, fenced and poorly maintained
2. Negley Avenue and Black Street: houses stripped down into low quality rental apartments, poorly maintained.
3. Winebiddle Street and Penn Avenue: Two parking lots, a one-story building and a vacant lot
4. Aiken and Penn Avenues: Empty buildings and parking lot
5. Atlantic and Penn Avenues: Not so much deterioration as a missed opportunity, where large parking lots flank an important entrance.

Because of their visibility, there is a strategic advantage to improving these sites early, even over-investing in them at first.



These neglected corners, where there are no watchful property owners, are often the site of people loitering or drug dealing.

THE NEW RENTAL HOUSING DEVELOPED ON GARFIELD HEIGHTS PUBLIC HOUSING SITE HAS LITTLE BENEFICIAL IMPACT ON THE NEIGHBORHOOD BECAUSE IT IS ISOLATED.

Garfield benefits from the elimination of the Garfield Heights 'barracks' housing and high-rise building. However the long term benefit depends on how well new construction blends into the neighborhood and on how well it is managed. The investment to date is estimated at \$20 million for phase one (90 rental units).

Several conditions isolate the new development:

- Steep hillsides that were already existing
- Re-grading of the site that separates the new housing from neighborhood streets
- Internal loop streets and parking lots that are disconnected from the street grid.
- The large number of subsidized rental units planned in that location, while increasing the availability of affordable housing, would concentrate such units in an area of the neighborhood that is not well-suited to it. This is of major importance to both the Housing Authority and the neighborhood and should be the focus of discussion.



Data Source: BGC, Field Observation

DESPITE EFFECTS OF DISINVESTMENT, GARFIELD CAN STILL COME BACK A STRONGER AND MORE SUSTAINABLE NEIGHBORHOOD.



Orange Pockets of New Investment

Data Source: BGC, PNCIS, Field Observation

There are a number of important positive features:

- Its context, strong neighborhoods with increasing property values
- Convenience to jobs and transit
- Small size with well defined boundaries
- Housing Authority's removal of 'barrack-like' buildings
- Lack of non-residential uses or traffic
- Good stock of affordable housing
- Large areas of vacant land
- Wooded areas and good views



Good quality houses, which would have more value with street trees.

GARFIELD OFFERS A RESIDENTIAL ENVIRONMENT WITH VIRTUALLY NO INTRUSIONS OF INAPPROPRIATE USES, BUILDING OR TRAFFIC.

Garfield is predominantly a single-family neighborhood protected from commercial uses and traffic.

The residential scale and privacy can be attractive to urban home buyers.

Existing street rights-of-way are generally more than adequate for the current population. Because of the prevalence of alleys, there is an excess of parking space available on streets.



Data Source: Allegheny County Assessment 2008

Residential Commercial Mixed Use Institutional Park/ Open Space Vacant Land

Open Space	Streets	Residential	Commercial	Mixed Use	Institutional
5.8 acres	36.2 acres	224.5 acres	10.5 acres	8.2 acres	8.8 acres
2%	12.2%	76.3%	3.5%	3%	3%

Garfield Today

**GARFIELD'S COMMUNITY FACILITIES, SCHOOLS AND HOUSES OF WORSHIP,
ARE SUBSTANTIAL BUILDINGS WITH ARCHITECTURAL CHARACTER.**



Garfield has several well-built community facilities:

- Rogers School
- Fort Pitt School
- Urban League of Pittsburgh Charter School
- St. Lawrence O'Toole Church
- BGC Activity Center

These buildings have value that allows them to last through changes of occupants and uses. They are important resources and a legacy for the future.



GARFIELD'S TOPOGRAPHY, WHILE IT LIMITS ACCESSIBILITY AND BUILDABILITY IN SOME AREAS, ALSO OFFERS THE ADVANTAGES OF REMARKABLE VIEWS AND NATURAL WOODED SLOPES.

Wooded areas and views of the city are distinctive and attractive features of the neighborhood. This gives a sense of 'separateness' that makes Garfield an oasis in a bustling city.



PENN AVENUE IS SHOWING MANY NEW SIGNS OF RE-INVESTMENT.



- Fairmont Apartments
- Quiet Storm and Veluto Coffee Shop
- Glass Center
- Artists' residences and studios
- Glass Lofts
- New businesses with renovated storefronts

Soon these will be enhanced by the reconstruction of Penn Avenue itself, a major investment in Garfield's front door.



IN SUMMARY, GARFIELD TODAY SHOWS THE EFFECTS OF FORTY YEARS OF DISINVESTMENT, BUT ALSO HAS SOME SIGNIFICANT ASSETS TO BUILD ON.

Garfield was never a particularly distinguished neighborhood, it did not celebrate what might have made it unique, and it did not have the resilience of diversity to withstand the larger socio-economic forces that drained its vitality.

Today the greatest threats to Garfield from its physical conditions are perceptions that Garfield is continuing decline.

- Concentrations of poverty: highly subsidized housing units without a strategy for attracting higher income market.
- Development of housing units in locations that exacerbates inefficient infrastructure, vacancies and poor maintenance.
- Vacancies, poor environment, inefficient infrastructure.
- Reduced population, which cannot support community facilities, schools, and Penn Avenue businesses.
- Need for greater collaboration with major neighborhood stakeholders, such as the Housing Authority and the Board of Education.

The greatest opportunities are:

- New investment that makes Penn and Negley and other corners developable.
- Increasing market for urban housing home buyers, especially middle income or young.
- Incentives for green housing and, green infrastructure.
- Good facilities: Schools, Activity Center and St. Lawrence O'Toole.
- Reinvestment along Penn Avenue.
- Small-scale residential character.
- Vacant land that can become a recreation resource and add natural beauty to the neighborhood.
- Vacant property that allows for the preservation of land or opens up new development opportunities.
- Wooded areas and views.

By recognizing and taking advantage of these assets, Garfield can (1) attract a new and more diverse population of homebuyers. (2) improve the quality of life for everyone and those who live in the neighborhood and (3) support community-wide capacity building.

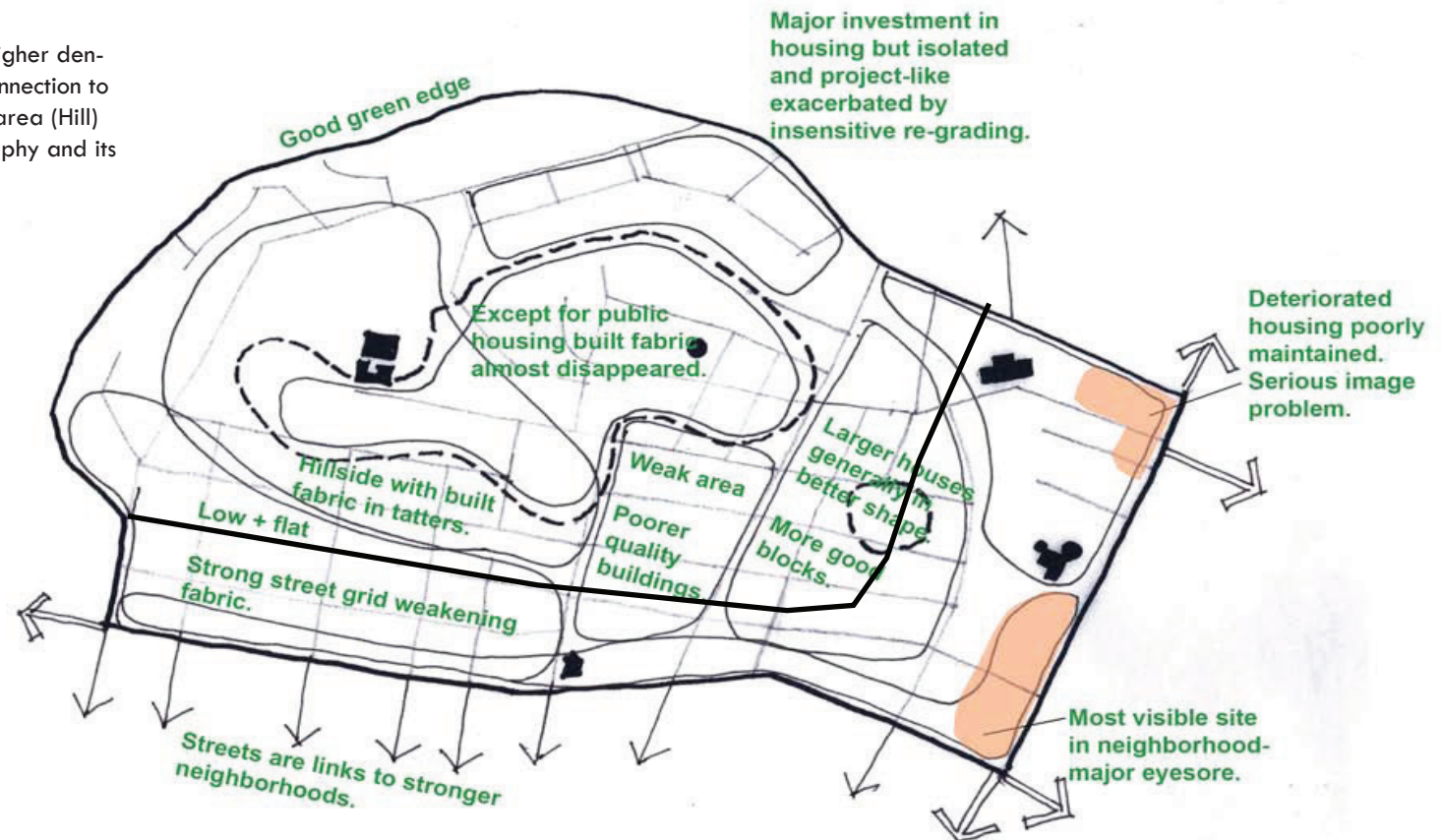
How should Garfield develop over the next twenty years?

Large-scale transformative development is not likely to happen, given the economic conditions in the region and country nor would it likely be a good solution. Moreover, because of the neighborhood population's limited resources, they would not be the beneficiaries of such development. Rather, the challenge is to create an agenda for long-term community-based development.

The next chapter focuses on successful approaches and sets targets that will become the base of Garfield's neighborhood development program.

This diagram is a visual summary of many of the points covered in this chapter.

The lower flat area (Edge) should maintain a higher density due to its proximity to Penn Avenue and connection to daily services for residents. The upper sloped area (Hill) should have a lower density, due to its topography and its distance from transit and services.



Physical assets and liabilities

A photograph of a residential neighborhood. In the foreground, there are several houses with porches and white railings. A large tree with green leaves is on the left side, partially obscuring the view. In the background, a city skyline is visible under a clear sky. The text 'CHAPTER TWO' is overlaid on the bottom left, and 'COMMUNITY GOALS' is on the bottom right.

CHAPTER TWO

COMMUNITY GOALS

COMMUNITY GOALS

1. Reflect community values.
 - Build new houses on vacant property
 - Keep housing affordable
 - Improve the beauty of the neighborhood
 - Improve recreation facilities
 - Renovate buildings on Penn Avenue
 - Renovate houses to reduce utility bills
 - Plant more trees
 - Improve the quality of existing housing
2. Promote creation of a viable and affordable working class neighborhood.
3. Increase Garfield's population by increasing density.
4. Promote sense of security by restoring streetscape, develop vacant lots or create safe parks.
5. Improve neighborhood frontage and front doors.
6. Create good quality neighborhood environment.
7. Increase public open space and recreational opportunities.
8. Create a more ecologically-functional community.



COMMUNITY GOALS EXPANDED

1. Reflect community values and continue to engage neighborhood stakeholders in neighborhood planning and improvement projects. Active participation can insure that the plan is “rooted” in the neighborhood. Just as importantly, it can involve activities that strengthen social connections.
2. Promote measures that enable the creation of a viable and affordable working class neighborhood, which will serve diverse households with a range of incomes, ages, household size and lifestyles.
3. Concentrate residential development and increase neighborhood density. Garfield’s current density is 5.9 du/acre. In comparison, Bloomfield’s density is 11.7 du/acre and Friendship’s is 14.2 du/acre.
4. Promote safety and a good neighborhood image through design interventions. The perception of Garfield as an ‘unsafe’ place should be addressed through conscious design decisions that create “defensible” space.
5. Development along high visibility frontages e.g. Negley and Penn Avenues and Mossfield/Black Street, should convey a high level of investment in order to create the right first impression and help leverage development within the neighborhood.
6. Create a good quality pedestrian environment including the addition of street trees, lighting, furniture and trash receptacles and improvements to sidewalk. Adjust neighborhood infrastructure to correspond to neighborhood population and density. Reduce inefficiency of streets and other infrastructure.
7. Increase public open space. Garfield has relatively little good open space in the neighborhood. It occupies a total of 5.8 acres, or 2% of the neighborhood area, mostly in wooded steep slopes. Moreover, both national standards and Pittsburgh’s zoning code are more restrictive about building on steep slopes than in the past.
8. Create a framework that promotes preservation of ecological systems and overall sustainability through improvement of natural hydrology, balancing greater density with better open space, conserving energy and resources, and local food production.

A photograph of a row of houses under a clear blue sky. The house in the foreground is light blue with a white-trimmed dormer window. To its right is a yellow house with a white-trimmed dormer window. Further right is a smaller, light-colored house. The houses have dark roofs and white trim around the windows and doors. The sky is a solid, bright blue.

CHAPTER THREE

TARGETS FOR
NEIGHBORHOOD
VITALITY

FROM GOALS TO TARGETS

How do we convert general community goals into specific targets for development?

Neighborhood plans are often only maps (“plans”) and pictures, however this plan is intended to provide a well-researched basis for guiding development and setting measurable targets for accountability.

The general goals that were established in Chapter Two need to be considered in some detail, and in relation to best practices, in order to set targets that will guide development without being unduly (and futilely) prescriptive. It is quickly apparent that defining each goal raises many more specific questions.



Promote the creation of a socially diverse and economically stable affordable neighborhood

For Garfield to become viable, what economic diversity is required? How will this be reflected in housing values? What should be the target for home ownership?

Increase Garfield's population

Garfield has lost much of its population and cannot sustain itself at its current level. How much growth is needed? How many housing units should there be in Garfield? What should the neighborhood density be?

Maintain the residential quality of the neighborhood

Garfield's residential character is not negatively impacted by commercial or institutional uses. What are the appropriate targets for land use?

Improve high-visibility neighborhood frontages

What are the most deleterious and visible properties? Where are mixed uses appropriate?

Increase public open space and create a good quality pedestrian environment

How much public open space should there be? What kinds of recreational facilities are needed?

Create a more ecologically-functional community

What should be the target for tree canopy coverage? What is the maximum percentage of neighborhood area that should be impermeable? How can energy and resources be better conserved?

Our aim is to set targets that will be effective in addressing the community's goals, that will be achievable and that will be measurable. We have consulted many sources for best practices in neighborhood design and revitalization. We have also studied other neighborhood revitalization efforts and begin with a few of the success stories.

SUCCESS STORIES

CARVER PARK NEIGHBORHOOD YUMA, ARIZONA

The 22-acre historic neighborhood is located in the older part of Yuma, Arizona. Carver Park had substandard housing; it was severely blighted with very bleak prospects of revitalization. Approximately 50% of the predominantly Hispanic populace (73%) lived in poverty and rates of unemployment were high.

The Neighborhood Revitalization Strategy paved the way for new housing and improvement to existing housing stock. Residents' commitment to the process and grass roots involvement were key to the success of the effort. To date a total of \$27.5 million has been leveraged for neighborhood revitalization from a total HUD investment of \$4.1 million.



Courtesy of U.S Department of Housing and Urban Development, August 24,2009

DUDLEY STREET NEIGHBORHOOD ROXBURY, MASSACHUSETTS

Billed as one of the most successful community development projects, Dudley Street neighborhood is promoted as a national model in its field. In 1984, the neighborhood was compared to bombed-out Beirut, Lebanon. One-third of properties had been destroyed by arson and 1300 vacant lots lay garbage-strewn. Boston adopted the Comprehensive Revitalization plan in 1987, focusing on a bottom-up approach. The neighborhood won state and private funds to create a new Town Common, new housing, and greenhouse. Today, over half of the vacant lots have been rehabilitated with the construction of infill housing on many of these lots.



NORTH CORKTOWN DETROIT, MICHIGAN

This one-square mile area settled in 1834 is Detroit's oldest surviving neighborhood. The construction of a freeway and urban renewal decimated the neighborhood in the 1960s and left abandoned buildings and vacant lots in its wake. Over time many of the neighborhood houses reverted to state ownership due to unpaid property taxes. The North Corktown Framework Plan was created in 2002. It viewed home ownership as the key to renewal and the attraction of new residents. A buy-back program run by the community development organization in concert with reasonable house prices was key to rehabilitation.



LINDSAY HEIGHTS MILWAUKEE, WISCONSIN

Once a stop on the Underground Railroad, the neighborhood began as a diverse community of German immigrants, Russian-Polish Jews and African Americans. The 110-block area neighborhood began deteriorating in the late 1950s with the demolition of 1500 houses for construction that never came. The key to revitalization was the focus on catalytic projects. These projects included mixed-use development, rental housing conversion to owner-occupied housing, and the creation of urban gardens that engage the youth in growing foods that support healthy nutrition.



LESSONS LEARNED



GREEN NETWORK

In addition to the contribution of green spaces to the ecological sustainability of communities, it has been found that most livable places reflect a direct and powerful relationship between nature and the urban environment. These natural places of respite may be effectively combined with civic and active recreation areas that contribute to the livability of the neighborhood. In the case of Garfield, the existence of the Allegheny Cemetery along its northern border and the opportunities for the creation of smaller neighborhood parks, present the opportunity to go from a large public green space to the contrasting busy main street environment of Penn Avenue and Downtown, all within minutes of each other.



Standards for neighborhood open space can be quite complex, since different neighborhood populations might have varying interests. As a general rule, however, a neighborhood with 20% of its area available as usable open space provides for a diverse population. Usable area are generally at least one acre in area.

WELL-LOCATED DENSITY

In concert with the need for a varied range of uses, successful neighborhoods exhibit pockets of density often located in and around their commercial services such as along Penn Avenue, and close to urban services. A building, in addition to being of the appropriate scale, will often support a variety of activities and uses all within the same structure. An office building with a restaurant on the ground floor or retail shops with residences on the upper floors maximizes the value of the land and fosters neighborhood vitality. A gross neighborhood density of at least nine units per acre is sufficient to create a sustainable market for urban services, from groceries to transit.



CLEAR STREET ORGANIZATION

Traditional model cities such as Charleston, South Carolina, Savannah, Georgia and old town Alexandria, Virginia are a testament to the essence of a well organized pattern of streets that permits flexibility in development and daily activities. These cities are reminiscent of the original plans of new American towns as laid out by settlers that were planned around a simple grid of streets and often aligned towards corridors of trade and commerce. Garfield's multiple grids that are interrupted by topography might be better developed in light of the clear street organization found in these model cities. Street rights-of-way need to serve multiple functions, from vehicular movement to providing shelter from wind and sun. Pervious paving should be used for parking and alleys. Street paving should not exceed 15% of the neighborhood area. Neighborhood streets should limit driving lane width to 11 feet or less to keep traffic from speeding.

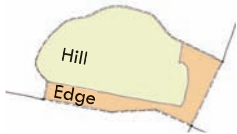


PEDESTRIAN-ORIENTED STREETS

It is important that the design of neighborhoods be primarily oriented to the pedestrian, while accommodating the car through the proper design of streets and parking. The materials, details, streetscape, and other elements should be geared toward the pedestrian's enjoyment since it contributes to the everyday quality of resident's lives and sustains the value of the neighborhood. Street trees should be planted on average 30 foot spacing where possible, bicycle paths separate from sidewalk should be provided off the street (on the high side of curb).



GARFIELD'S BASELINE CONDITIONS



Gross Area (acres)

The Hill:	218
The Edge:	76
Garfield:	294 (100%)



Area in restricted slopes 26%-40% (acres)

The Hill:	24.4
The Edge:	2.6
Garfield:	27 (9%)



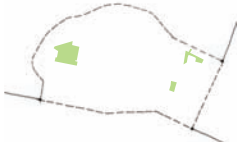
Area in public rights-of-way (acres)

The Hill:	15.8
The Edge:	20.4
Garfield:	36.2 (12.2%)



Area in steep slopes < 40% (acres)

The Hill:	14
The Edge:	4
Garfield:	18 (6%)



Area in public open space, excluding streets (acres)

The Hill:	5.3
The Edge:	.5
Garfield:	5.8 (2%)



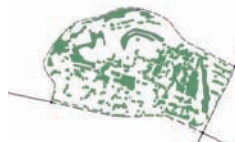
Area in unbuildable slopes (acres)¹

The Hill:	26.2
The Edge:	5.3
Garfield:	31.5 (11%)



Non-residential area, privately owned (acres)

The Hill:	2.6
The Edge:	24.9
Garfield:	27.5 (9.5%)



Tree coverage (acres)

In private property:	50
Woodlands:	25
Street Trees:	8.6
Garfield:	83.6 (28%)



Residential area (acres) includes HACP

The Hill:	173.4
The Edge:	51.1
Garfield:	224.5 (76.3%)



Net Developable area (acres)²

The Hill:	139
The Edge:	25
Garfield:	164 (56%)



Net HACP Phase 1 Development Site (acres)

The Hill:	12 (4%)
-----------	---------



Net HACP Phase 2 Development Site (acres)

The Hill:	17 (6%)
-----------	---------

¹ Unbuildable slopes: 100% of +40% slope area and 50% of 26-40% slope area

² Developable: Excludes area of public rights-of-way, open space, HACP, unbuildable, and non-residential.

TARGETS

Number of housing units (estimated number of units)

The Hill:	606-634	assume: 620
The Edge:	930-958	assume: 944
Garfield:	1744	

Gross density (dwelling units/gross acre)

The Hill:	2.8
The Edge:	12.4
Garfield:	5.9

Net density (dwelling units/net acre)

The Hill:	4.4
The Edge:	37.7
Garfield:	10.6

Summary of Baseline Conditions

	Baseline Condition (acres)		
	Total	The Hill	The Edge
Gross Area	294	218	76
Public Rights-of-Way	36.2	15.8	20.4
Public Open Space	5.8	5.3	0.5
Non Residential Area	27.5	2.6	24.9
Residential Area	224.5	173.4	51.1
Net HACP Phase 1 Only	12	12	0
Net HACP Phase 2 Only	17	17	0
Restricted Steep Slope (26%-40%)	27	24.4	2.6
Unbuildable Steep Slope (41% +)	18	14	4
Area in Unbuildable Slopes	31.5	26.2**	5.3**
Woodlands in Private Ownership	9.8	9.3	0.5
Woodlands in Public Open Space	15.2	11.7	3.5
Net Developable Area	164	139	25
Area of Permeable Surfaces	229.5(78%)	186.5 (63.4%)	43 (14.6%)
Area of Non-Permeable Surfaces	64.5(21.9%)	31.5 (10.7%)	33 (11.2%)
Number of Housing Units	1564	620	944
Gross Density (dwelling units/acre)	15.2	2.8	12.4
Net Density (dwelling units/acre)	10.6	4.4	37.7

*Source: All data calculated from city maps, except as noted.

**50% Restricted + 100% Unbuildable

Promote the creation of a socially diverse and economically stable affordable neighborhood

Neighborhood quality is sustained almost entirely through the investment of property owners in obtaining it and maintaining it over time. Public sector subsidies may play a critical role in neighborhood revitalization, but will never be a significant proportion of the overall investment.

Responsibly managed rental housing is an important part of Garfield's housing program, but an excess of rental housing discourages private investment in homeownership-- increasing the percentage of homeownership should be a primary goal in adding new housing to the neighborhood. It should include such alternative types of ownership as lease-to-purchase, which will enable renters to become owners.

For Garfield to become viable, it must attract diverse households with a range of incomes, ages, household size and lifestyles. Garfield's property values and rents are well below the city's average. This offers a temporary advantage in affordability, but in the long run, this level of affordability is detrimental to the viability of the neighborhood. In order to attract new residents and ultimately restore the balance between supply and demand in the neighborhood's real estate market, city-wide averages for property values and tenure will be used as benchmarks.

Tenure:

2030 target: Equal to city wide average

Homeownership rate--52%

(Garfield's current homeownership rate--43%)

Rental rate--48%

(Garfield's current rental rate--57%)

Property Value:

2030 target: Equal to 90% of city wide average

Detached single family house--\$105,000

(Pittsburgh average detached house value is \$125,615)

(Garfield's current detached single family house value is \$56,970)

2030 target: Equal to 75% of city wide average

Attached single family house--\$50,000

(Pittsburgh average attached house value is \$62,259)

(Garfield's current attached single family house value is \$29,326)

Rent:

2030 target: Equal to 90% of city wide median

Average median rent--\$500

(Pittsburgh median rent: \$450)

(Garfield's current median rent: \$383)

Household income:

2030 target: Equal to 90% of city wide median

Median income--\$30,000

(Pittsburgh median income--\$32,344)

(Garfield's current median income--\$25,044)

Stage in life-cycle:

Attract two-adult households and two-parent families to create a better demographic balance.

2030 Target: Equal to Pittsburgh's demographic balance
16.5% female headed household (reduce by 60%)
31.5% married couple (increase by 50%)

(Garfield's current head of household: 40% Female headed household, 20.9% Married Couple)

Increase Garfield population

Garfield has lost much of its population and cannot sustain itself at its current level. In order to increase its viability, approximately an additional 900 dwelling units should be added to bring the total projected number of dwelling units in 2030 to 2644 units. This implies an annual increase of 2.6% in households between 2010 and 2030.

To bring Garfield's density, currently at 5.9 dwelling units per acre, in line with sustainable urban neighborhood density guidelines, increase density to 9.0 units/acre in order to support transit and neighborhood services.

2030 target--The Hill density: 7.8 du/acre gross

2030 target--The Edge density: 14.4 du/acre gross

The density of the Edge will be more in line with the densities of surrounding neighborhoods, such as Friendship at 14.2 du/acre; Bloomfield at 11.7 du/acre. Balance higher density near Penn Avenue with lower density in the "Hill" area. Acquire properties for redevelopment at an appropriate scale to introduce greater density.

Maintain the residential quality of the neighborhood

2030 targets: Commercial/mixed-use--(6.3%, 18.7 acres) along Penn Avenue and Negley Avenue.

Residential--(76.3%, 224.5 acres)

Civic/institutional uses--(3%, 8.8 acres), such as schools, churches, and community centers, within the neighborhood. These should be modestly scaled and neighborhood-serving.

Improve high visibility neighborhood frontages

The intersections of several key intersections as they currently exist, for example Penn-Negley Avenue; Negley-Black Street; Penn-Winebiddle Street and Penn-Aiken Avenue, are detrimental to the image of Garfield.

2030 target: Increase occupancy of existing buildings to 90%. Increase FAR to 2.0. Redevelop the properties at Penn and Negley and along Negley to Rippey Street with

mixed-use buildings consisting of ground-floor commercial and upper-floor residential uses (ideally including condos for more home ownership). Target higher-income market. Garfield's current FAR along Penn Avenue is 1.9. FAR should be maintained at this level--2.0 for all new con-

Increase public open space and create a good quality pedestrian environment

Garfield's current open space of 5.8 acres (2% of total neighborhood area, most of which falls in the unbuildable steep slopes) falls far short ecological and recreational standard. Using the recommendation of the National Parks and Recreation Association¹, public open space should total 20% of total neighborhood area. This allotment will support sports and playing fields and, playgrounds as well as passive parks with trails and bike paths. 100% of all parks should be at least one acre in area.

2030 target: Public Open Space--20% of total area (58 acres)

¹ National Parks and Recreation Association, Recreation, Park, and Open Space Standard Guidelines, 1983.

Create a more ecologically-functional community

No future development should occur on slopes greater than 40%, which in Garfield comprise a total area of 20 acres (6.4%). Develop no more than 50% of the total land area with slopes greater than 25%, comprising an area of 27 acres, of which half, or 13.5 acres, constitutes approximately 5% of the neighborhood area, and should be reserved as neighborhood open space. In addition to the usable open space (58 acres).

2030 target: Buildable area--112 acres

2030 target: Protected Natural Areas--100% of Woodlands and unbuildable² area

2030 target: Tree canopy cover--40% of total land area³

² Woodlands and unbuildable land overlap in some areas of the neighborhood. There is more unbuildable land than woodlands.

³ American Forests Survey

Summary of Targets

	Baseline Condition	Target
Promote the creation of a socially diverse and economically stable affordable neighborhood		
Tenure		
Homeownership	43%	52%
Renter	57%	48%
Property Value		
Attached Single Family	\$29,326*	\$50,000
Detached Single Family	\$56,970*	\$105,000
Rent	\$383*	\$450
Household Income	\$25,044	\$30,000
Stage in Life Cycle	Current Head of Household Female-headed households 40% (City 16.5%) Married Couple 20.9% (City 31.5%)	Female-headed households 16.5% Married Couple 31.5%
Increase Garfield population		
Dwelling Units	1744	2644
Gross Density (du/acres)	The Hill: 2.8 The Edge: 12.4 Total: 5.9	The Hill: 7.8 The Edge: 14.4 Total: 9.0
Improve high visibility neighborhood frontages		
FAR: The Edge (Residential Only)	The Edge: 1.1	The Edge: 1.2
FAR: Mixed Use Zone	Mixed Use Zone: 1.9	Mixed Use Zone: 2.0
Increase public open space and create a good quality pedestrian environment		
Public Open Space (acres)	5.8 (1.8%)	58 (20%)
Tree Canopy Cover	28%	40%**
Street Trees	301	1489 (Additional 1188)
Protect ecological systems		
Buildable Area (acres)	164	112
Maintain residential quality of the neighborhood		
Landuse Distribution (acres)		
Commercial/ Mixed Use	14(5%)	14(5%)
Residential	224.5(76%)	224.5(76%)
Civic/ Institutional	8.8 (3%)	8.8 (3%)

*Source: City-Data.com

**American Forest Survey

***Source: All data calculated from city maps, except as noted.

ALTERNATIVE SCENARIOS FOR THE FUTURE

We proposed three alternative scenarios based on the targets presented on the preceding pages. It is important to note that they are only illustrative examples of what Garfield might look like in 2030 for the purpose of explaining different ideas with the community. None of these alternatives is intended to be a 'plan' for the neighborhood.

The purposes of the scenarios are:

- To test the implications of the targets in terms of physical development concepts
- To demonstrate the trade-offs and possibilities
- To elicit community responses regarding acceptability and priorities
- To give clarity and greater definition to the initial community goals

The alternative scenarios were presented to the residents of Garfield for discussion. In addition to the presentation at a community meeting, they were also available online before and after the meeting. The discussion at the meeting was conducted in small groups to enable everyone to participate. A number of key ideas emerged on which there was widespread consensus. The community response is summarized after the scenarios.

The community response guided the development of the final recommendation. Points of consensus, including features from all three scenarios, were adopted, but none of the scenarios was incorporated directly into the final 2030 Plan.

THREE SCENARIOS: COMMONALITIES AND DIFFERENCES

The three scenarios are all based on Garfield's development program for 2030, which means that one very important commonality among them is that they all aim to achieve the same development goals, as outlined in the "Targets" section. For example, the total area of public open space and the total number of units (or lots for development) are held roughly constant in all three scenarios. The differences are primarily in how these elements are organized and located in the neighborhood. In other words, they all reach the same outcome, but demonstrate different ways to get there.

They also have in common a number of features that are based on the characteristics of the existing neighborhood and the planning principles that were presented earlier. What differs among the scenarios is the location, size, and relative importance of these features.

Developing the hilltop as public open space: New residential development on the hilltop is compromised by several pre-existing conditions--the undermining, the water tower, and the steep slopes surrounding it. It is also in the area that is distant from urban services. On the other hand, Garfield and surrounding neighborhoods are in need of public park space. Because the hilltop is nearly flat, it is one of the few places where playing fields could be developed at a modest cost. Preserving it as a natural green space also provides a strong positive and highly visible identity for the neighborhood, provides an important ecological asset in maintaining air and water quality, and gives added value to nearby housing. With the cooperation of the major property owner, the Housing Authority of the City of Pittsburgh, developing the park could be Garfield's most strategic development move.

Promoting mixed-use development along Penn Avenue: Property along Penn Avenue is one of the most under utilized assets in the neighborhood, and the vacancy and deterioration have a negative effect on the entire neighborhood. Penn Avenue is the only location where business uses should be permitted, both because it provides the existing urban infrastructure and also because the area cannot sustain additional commercial development. With continued improvement along the avenue and in the neighborhood, upper floors of mixed-use buildings could be renovated for a variety of uses,

from chic or funky urban condos to subsidized rental units or office space.

Intensifying development in the Edge, the lower zone along the south and east: As discussed in the Development Program for Garfield, the Edge is the more urban area of Garfield and should be developed at a higher density (14.4 units/gross acre). This can be achieved through a combination of single-family and multi-family development, maintaining a street-oriented residential fabric. A good share of the density would result from three- or four-story buildings along Penn and Negley Avenues, particularly at the corner of Penn and Negley, which is the most critical development site in the neighborhood.

Increasing residential development throughout the neighborhood through a combination of renovation, scatter-site infill, and areas of concentrated new construction: Garfield's affordability, livability, and long-term sustainability all depend on a good mix of housing. It is critical to prevent the continuing loss of existing houses, which are irreplaceable in terms of affordability and character. It is also essential to rebuild the fabric of neighborhood blocks blighted with vacant lots. The larger sites for new development offer the best opportunity to attract higher-income residents and create a new image for the neighborhood. However, as can be seen in several

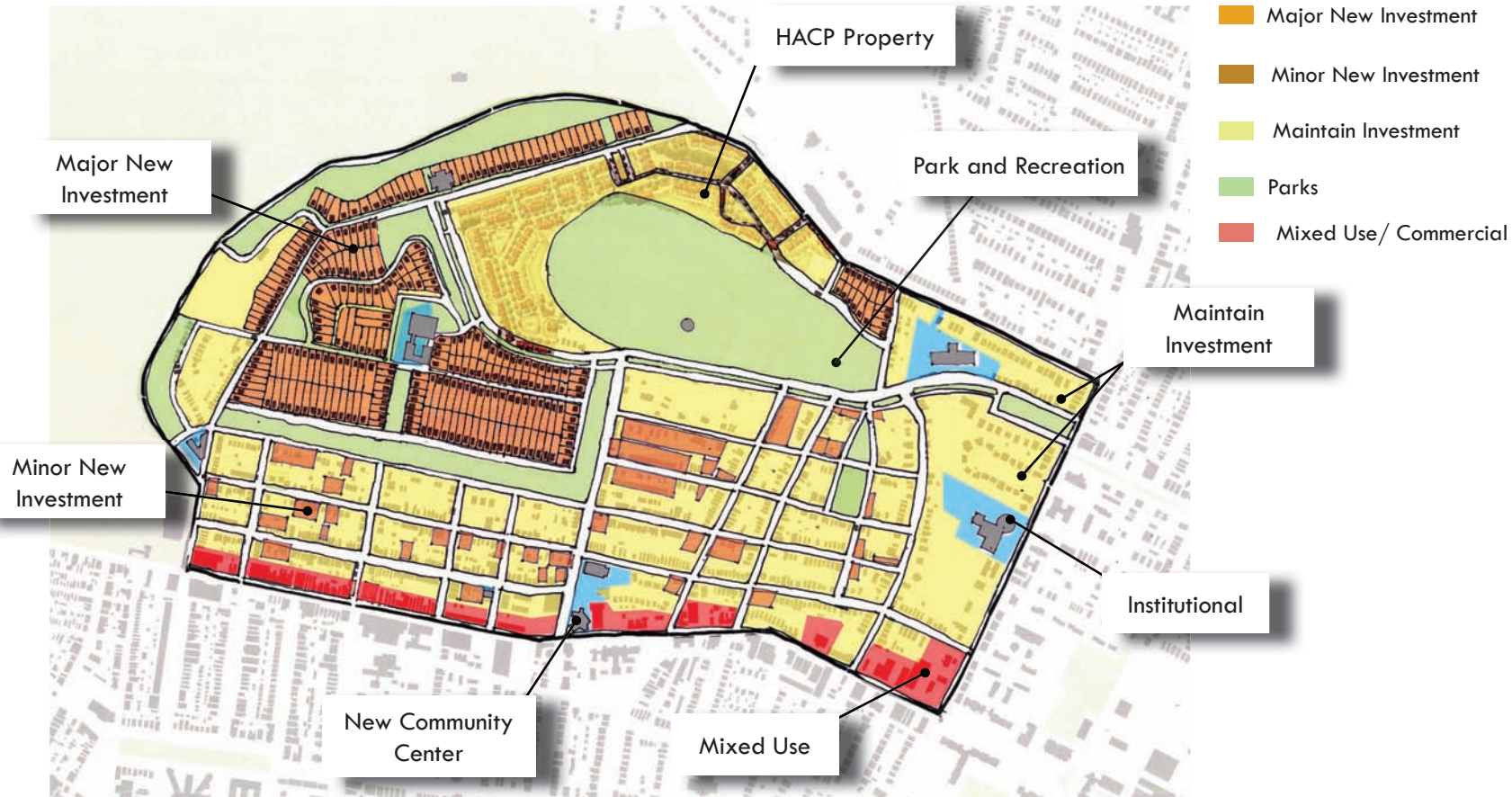
locations where major investments in new housing have had little impact on the neighborhood, the design of the new housing and the connections into the existing fabric must be deliberately conceived in order to create positive and powerful spillover effects.

Making better connections and pedestrian-oriented streets: The mismatch between Garfield's original street grid and its natural topography have created impediments to access and development, as well as ecological damage. Some areas of the neighborhood are over-paved and over-piped, while other areas lack basic infrastructure. The challenge at this point is to invest in improvements in public rights-of-way that will have a relatively high impact on quality of life and property value, such as connections between neighborhood entries and the new hilltop park.

Improving entries into the neighborhood: Strategic development is needed at corners along Penn and Negley where a small investment will have high visibility and a high impact. The development of the corner of Penn and Negley has already been mentioned as the most important of these development opportunities. Others include the corners at Aiken, Atlantic, and Winebiddle on Penn Avenue, and the area from East Liberty Boulevard to Black Street along Negley Avenue.

ALTERNATIVE SCENARIO GREEN HILL

Exploring the idea of focusing development of housing and public open space on the hilltop.



KEY FEATURES

The park created at top of hill extends from Fairmount Street to Schenley Avenue and adds public open space to the neighborhood.

A green “park street” extends Columbo Street from Negley Avenue to Schenley Avenue and from the park to Mathilda. Colombo Street entry to Garfield is enhanced by a new park that ‘greens’ the neighborhood.

Residential development of the Edge area and mixed-use development along Penn Avenue are typical of all three scenarios.

ADVANTAGES

A large park becomes the defining asset of the neighborhood.

The “grand boulevard” creates a pleasant pedestrian environment.

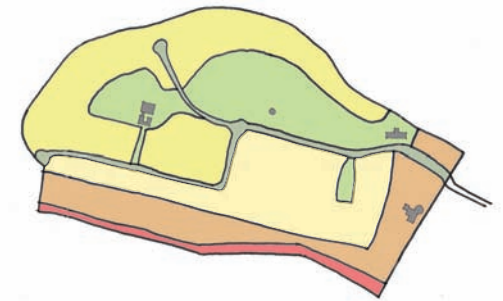
Elimination of streets and consolidation of blocks allow for more efficient use of infrastructure network.

DISADVANTAGES

The large park begins to sacrifice north-south connectivity. There is little direct impact of the new green space or the new housing development on most areas of the neighborhood.

The Green Hill Scenario proposes to focus the development of new public open space in the hilltop area and to concentrate development of new housing in the area around the public park. The new park is a continuous green space that connects school playgrounds, playing fields, wooded slopes, and natural walking paths. A green “park street” would connect green spaces at two entries to the neighborhood--Mathilda/Mossfield and Negley/East Liberty Boulevard--through the neighborhood to the large new park, provide a nice pedestrian environment, and collect hillside stormwater runoff.

New development, which is “contained” in the northwest area of the neighborhood, would be low-density single-family housing, which would extend the first phase of the Garfield Heights redevelopment and link it into the neighborhood. Along the “park street”, existing housing would be renovated and new infill housing built.



A hilltop park and green streets will provide much needed green space in Garfield.

ALTERNATIVE SCENARIO GREEN LINKS

Exploring the idea of linking public open space with a greenway that wraps around the hill and joins the “Edge” with the “Hill”.



KEY FEATURES

The new hilltop park is linked to a continuous “belt” of green space wrapping the whole neighborhood.

Atlantic Avenue is incorporated into the major park street that connects the hilltop park to neighborhood entries.

Colombo Street entry has a new park from East Liberty Boulevard to Rogers School.

New high-visibility “green” housing development on south-facing slope.

ADVANTAGES

Unbuildable land is preserved as open space and access to natural areas from both the Hill and the Edge is increased.

The connection of pockets of healthy fabric help leverage development within neighborhood.

DISADVANTAGES

Significant investment is involved in the new housing development and new public spaces.

Visibility of all park space and walks is essential as long as neighborhood security remains an issue.

The Green Links Scenario emphasizes Garfield’s natural character and creates continuous green paths throughout the neighborhood, linking the new park, green “park streets”, and existing neighborhood streets. The Links incorporate the now-hidden resources of natural wooded areas and highlight the natural contours of the neighborhood with an extended public park that would connect a variety of neighborhood resources with the major new hilltop park. It would emphasize the natural beauty of the topography and make visible the seam between the Hill and Edge areas, where it would also serve to collect hillside stormwater runoff.

New housing opportunities throughout the neighborhood are created along the new Links. Major development areas are extended to include not only the hilltop area, but also the south-facing slope from Mathilda to Atlantic. In accordance with the concept of highlighting the natural character of the neighborhood, the new development in that area could replace the existing inefficient street grid with a new block pattern and more sustainable infrastructure based on natural contours.

A new fabric of houses and streets is built into the natural slope west of Atlantic Avenue. This would be an ideal opportunity to introduce a high-visibility “green” housing development.

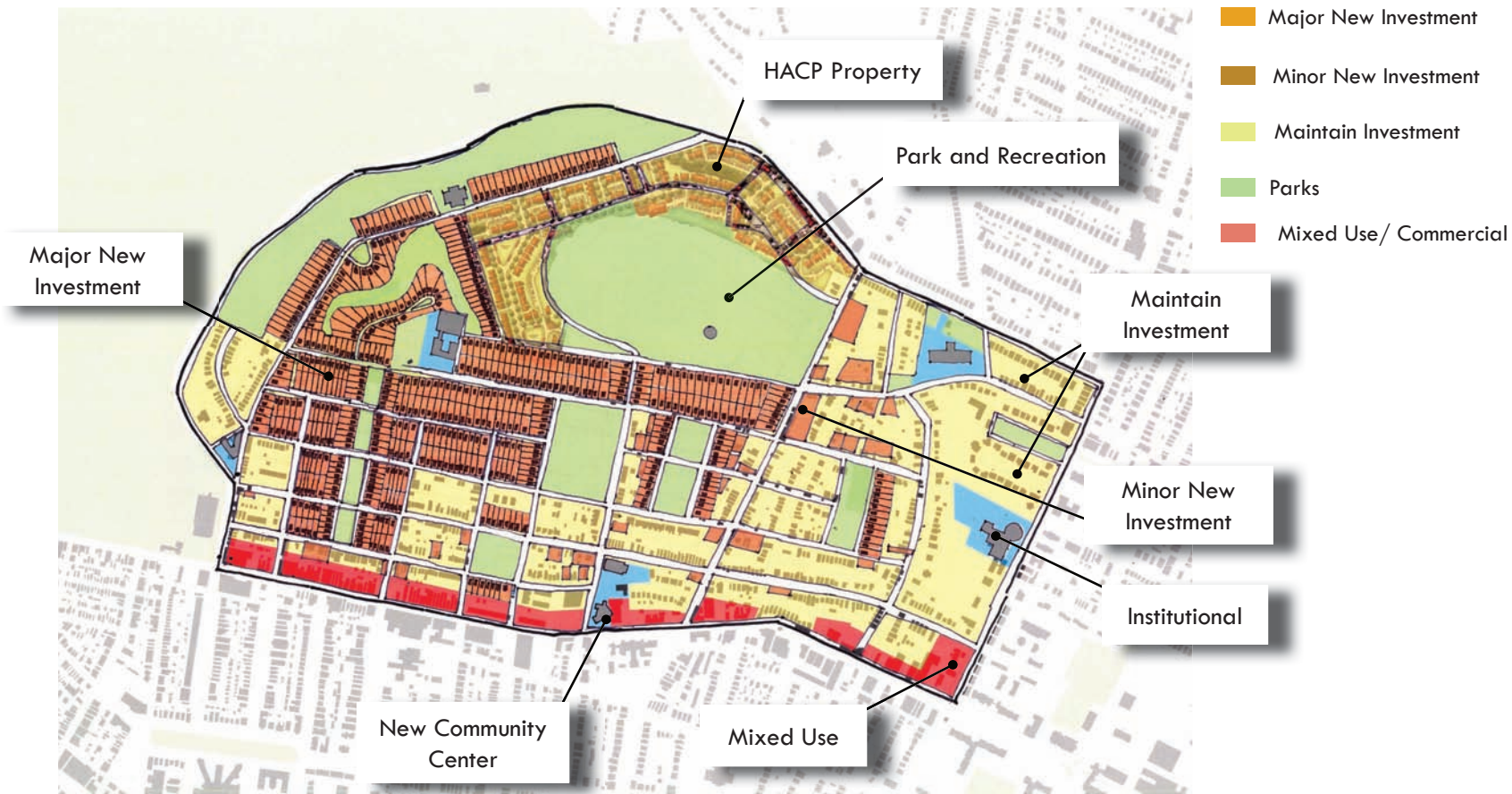


The creation of a neighborhood park at the Colombo Street entry and the extension of Colombo Street to Schenley Avenue as a green Street will make for a pleasant pedestrian environment.

ALTERNATIVE SCENARIO

GREEN SQUARES

Exploring the idea of distributing small green space through the neighborhood and focusing new development around each space.



KEY FEATURES

In addition to the new park at top of hill, smaller parks are distributed throughout the neighborhood.

Where possible, existing housing is renovated while new housing is introduced in a number of areas in the neighborhood. This improves the surrounding properties.

ADVANTAGES

Small parks spread value over the entire neighborhood.

The majority of existing street grid is kept intact which allows for better linkages both within the neighborhood and to stronger markets around Garfield. Smaller scale development “nodes” can have catalytic impact on surroundings.

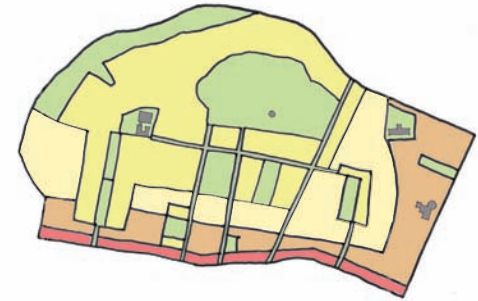
DISADVANTAGES

Property assembly is more complex. Each new small development area is more impacted by existing conditions nearby. Renovation is critical. Although, this scenario makes development more complex.

The Green Squares Scenario introduces new public open space and new housing in more areas throughout the neighborhood. It is the scenario in which the (same area of) green space in the neighborhood is most widely distributed. Each Green Square becomes the focus of a local development area, where new housing at the scale of one or two blocks is enhanced by overlooking a small park. With good design, these development “nodes” could have a greater spillover effect on surrounding properties than in the larger but more contained development approaches in the previous scenarios. The Green Squares would each have a distinctive character, which would result from both the design of the green space itself and the types and character of housing around it. The Green Squares are connected with green streets to neighborhood entries, to each other, and also to the hilltop park, creating a good pedestrian network in the neighborhood. This scenario utilizes the existing street grid and envisions a more “urban” character for the neighborhood as a whole. It is also likely to be the most challenging of the three scenarios to develop.



The introduction of new single family houses at an appropriate scale and the renovation of existing houses will strengthen Garfield's character.



COMMUNITY RESPONSE



Community participants discussed the three scenarios, and out of the discussion there emerged some key points of consensus:

- A large park should be created at the hilltop, around the water tower (instead of the new HACP housing) it should incorporate recreational facilities and playing fields.
- In addition to the large park, smaller parks should be created throughout neighborhood.
- Walking paths should be incorporated along public spaces to connect parks.
- Existing houses should be renovated.
- New housing should be built to face new parks to provide 'eyes' on public spaces in order to make them feel more secure and to link the new parks to increasing house values.
- Affordable housing, particularly rental housing, should not be isolated in one area but should be distributed through the neighborhood. This will keep the neighborhood better integrated economically and will also offer more choices to people.
- New housing on the Garfield Heights public housing site should be connected better into the neighborhood.



An aerial photograph of a city neighborhood. In the foreground, a prominent red house with a green roof is visible. Surrounding it are various other residential buildings in different colors like white, grey, and brown. A street with parked cars runs through the middle ground. In the background, there are rolling hills under a clear sky. Bare tree branches are visible in the upper right corner.

CHAPTER FOUR

RECOMMENDATIONS

GARFIELD IN 2030

Infill houses that add value to existing houses

Green hilltop parks

New "long-lot" housing that protects natural hillsides

What would we want to see if we took a walk through Garfield in 2030? The neighborhood vision describes Garfield in 2030. It conveys what the neighborhood will look and feel like when the neighborhood plan is carried out. It embodies the community goals that were developed in the planning process.

New Garfield image announced by Penn-Negley development

Renovated houses for mixed-income markets

New housing around green squares

Welcoming front doors that connect to parks

Green streets linking parks with pleasant pedestrian walks

Recommendations

RECOMMENDATIONS

The Recommendations that conclude the report outline a physical framework for Garfield in 2030, based on understanding the challenges facing the neighborhood, anticipating opportunities, and respecting the community values that have guided the process. The 2030 Plan is a “compass” for Garfield’s twenty-year journey. It does not provide the strategies to overcome obstacles along the way, but it will serve to keep those efforts on track.

We have seen that many factors can contribute to Garfield’s revitalization: its advantageous proximity to jobs, services, and amenities, the momentum of surrounding investment, its small size, its well-defined boundaries, and so on. However, these factors themselves are not enough: Garfield must become a neighborhood of choice, a neighborhood that attracts and sustains a flow of new investment.

This cannot be accomplished incrementally, a few houses at a time. Rather, we believe that, while large-scale redevelopment is neither desirable nor feasible, revitalization will require a bold approach, a substantial physical transformation and a comprehensive long-range development process.

Community development can bring with it significant economic benefits, and a neighborhood plan is likely to raise expectations. It is essential to insure opportunities for

local participation--through capability, not entitlement--in whatever economic activity is generated. This will require good leadership and a lot of effort, but the benefits will be not only economic, but social and political. Examples of coordinated community and economic development programs include the Sustainable Neighborhood Development Strategies Program initiated by Annie E. Casey Foundation in Atlanta.

It is important to remember that the effectiveness of a revitalization program depends on more than the physical environment. Neighborhood development will not be effective without improving public safety, public education, property management, and community solidarity. On the other hand, the relationship is two-way: the physical environment can also affect those conditions. For example, it takes community pride to keep streets clean, but increasing opportunities for homeownership in the neighborhood contributes to that shared sense of pride. So, while these Recommendations are only a part of the overall revitalization effort, they have an important role to play.

They do not take the form of a traditional “master plan” for the neighborhood because we recognize that BGC, however effective it is at carrying out its mission and responsibilities, cannot control the development of Garfield. Neither can any public agency or private developer. A “master plan” of the neighborhood, especially a plan

for the neighborhood twenty years from now, is at best illustrative--it is fundamentally fictional.

We can predict that even within one year, unpredicted changes will occur in the neighborhood that might well preclude certain features of any one alternative from ever being realized. Such circumstances are inherently unpredictable, but they do not necessarily diminish the validity or importance of the fundamental planning principles or targets. Because a “master plan” does not distinguish between the circumstantial interventions and the fundamental planning principles, it makes itself obsolete from the outset (resulting in such plans typically being relegated to collect dust on a shelf).

These Recommendations, therefore, are organized in terms of the development targets in Chapter Three and consist of four parts:

1. Garfield neighborhood vision
2. Development program and policies
3. Major initiatives
4. Indicators of Progress

Garfield’s 2030 Plan is summarized in the Indicators of Progress chart, which sets forth the at the end of the Recommendations chapter goals, standards, and targets that should guide Garfield’s neighborhood development for the next twenty years.

GARFIELD NEIGHBORHOOD VISION

By 2030, Garfield has reversed the decades of decline and has become a “neighborhood of choice”. With new homeowners and a steady demand for rental housing, its population has grown and vacancy in the neighborhood is no longer a problem. Even better, Garfield is a healthy and beautiful neighborhood to live in. It is a quiet residential neighborhood that is known for its wonderful park, its economical “smart” houses, and its great community spirit.

Identity. Garfield is known in Pittsburgh as a progressive, and peaceful neighborhood where people feel connected to one another. The neighborhood has a green character, both because it now has tree-shaded streets and because new development has employed the latest in energy-efficient and low-impact techniques. Garfield’s beautiful hilltop park and its water tower are symbolic of its new identity.

Housing. Residents take pride in living in Garfield. Builders and designers seek out the neighborhood to introduce new energy- and resource-conserving technologies. People who want to live in the neighborhood can find homes that match their lifestyle and budget, from apartments along Penn Avenue to traditional single-family houses up the hill. Multi-unit housing is located near busy commercial streets and transit. New homeowners have many choices, from older renovated bungalows to new contemporary houses. Housing in Garfield is affordable at a variety of income levels.

Penn and Negley Avenues. Local businesses “along the Avenue ” are prospering, partly because of the growth of population in the neighborhood. The new shops and offices at the Penn Negley corner are drawing people from all over the city. The apartments above, because of their great location, large balconies, and spaciousness, have been increasing in value. New housing development is underway down the street in both directions. Residents take pride in the successful businesses at Garfield’s front door, while business owners and employees are partners in maintaining a high quality of life “along the Avenue”. Property owners have taken advantage of loans and other incentives to renovate their empty upper floors into generous apartments, as rental or condo.

Transportation. Garfield has attracted a number of new residents who work or go to school at the universities and find it convenient to ride bikes or take the bus to Oakland. In fact, one of the reasons that Garfield is such an affordable neighborhood is the easy access to jobs and shopping. Another quality residents like about their neighborhood is how pedestrian-friendly it is. People enjoy walking down to the Avenue, where they catch a bus or just window shop. Many folks like to take walks through the park or around the block, where they’re always likely to run into someone they know.

Garfield Park. Many people say that it was Garfield Park that, more than any other one thing, gave the neighborhood its new image. In the tradition of Pittsburgh’s great parks, Garfield Park combines beautiful natural scenery with a rich array of recreational opportunities, from a soccer field and basketball courts to the track and a fitness center. Residents all live within a quarter-mile of this lovely 34 acre park. Parents who bring their children to league games from other East End neighborhoods often comment a little wishfully about the convenience of living so close to the park.

Natural Environment. Natural park areas were carefully designed as models of ecological self-maintenance. On the steep slopes, which are protected from development, plants and wildlife thrive. The new stream that flows into one of the natural watercourses through Allegheny Cemetery not only helps restore the natural water cycle but has become a favorite outdoor spot for families and a “photo op” location. The new environmental education center at Fort Pitt School provides, in addition to nature tours and programs, also helps community residents with gardening and runs a summer camp for children. It has played a major role in supporting the culture of stewardship that the Garfield community has evolved over the last twenty years. Working with other community organizations in the East End, the Bloomfield-Garfield Corporation has taken a leadership role in promoting the health of the city’s ecosystem and its benefits to all city residents.

DEVELOPMENT PROGRAM

In Chapter Three, we generated a development program that would enable Garfield to reach its targets by 2030. The key features of the program are summarized here, since they form an important part of the Recommendations. The development program is organized in three parts. First, it defines the number of housing units that should be built. Then it considers where the new housing should be developed. Finally, it discusses the types of housing that will contribute to Garfield's revitalization.

NUMBER OF HOUSING UNITS

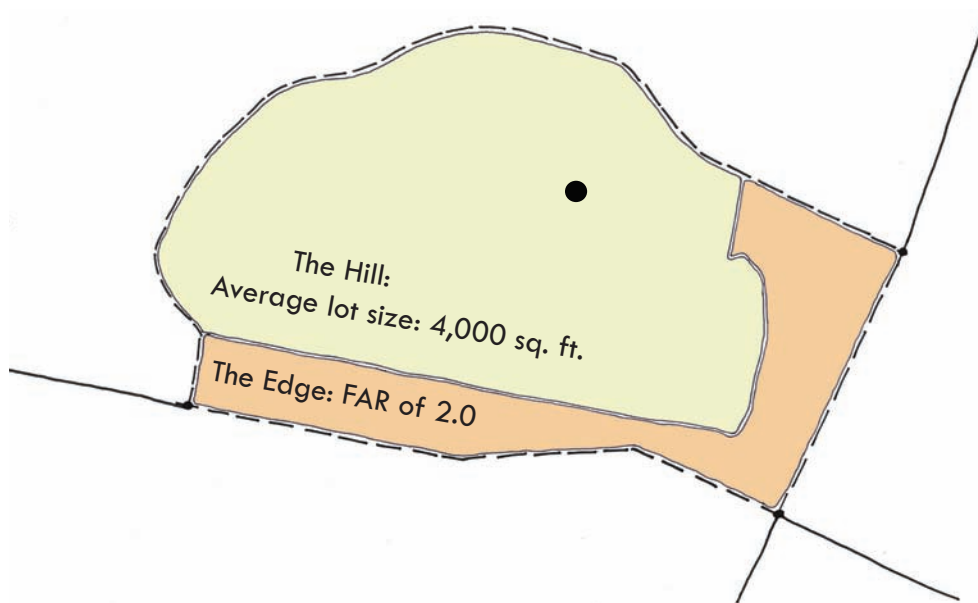
To sustain a livable, healthy, and affordable neighborhood, the population of Garfield needs to increase to a level that can afford and maintain neighborhood property, public space and infrastructure, and services, amenities, and transit. Ultimately this should be equivalent to ten housing units per acre.

Assuming that the major park space is considered a city-wide resource, its area (34 acres) should be deducted from the neighborhood's area for purposes of this calculation. That sets the target for housing units at approximately 2600 units, or 900 more than currently exist, which, for comparison's sake, was also approximately the population of Garfield in 1987.

What would this look like? It would and should not look like Garfield in 1987 (or at any other time in its history). Rather, in accordance with overall neighborhood sustainability and affordability goals, new growth would be directed mostly to the Edge. It would mean that the Edge would be developed with new multi-unit housing, comprised of a mix of rental and condominium units. Given the net area of the Edge (and assuming residential use of upper-story space along Penn Avenue), this could be accomplished at an FAR of 2.0. The Hill would be developed as single-family houses, both attached and detached. The average lot size on the Hill would be approximately 4000 square feet.

This target is undoubtedly at the far end of Garfield's likely development.

It would mean an average increase of 45 units per year (including any loss of existing units). Based on population alone, Garfield's share of annual housing production in the Pittsburgh region is no more than five units. Therefore, in



some sense, at least 40 of the 45 units annually must be subsidized, either directly or indirectly, in order to generate additional demand--by creating a distinct competitive advantage that more than compensates for existing liabilities. It is evident that Pittsburgh does not have sufficient resources for a 900-unit revitalization program.

Such a population could only be reached if the private market eventually took hold: in other words, while the desirable goal for Garfield is to attract as many as 900 new households, only a portion of the new development can be subsidized. So before reaching the ultimate population target, there is an even more critical target, which is the number of units to be added to "trigger" the private real estate market. We'll refer to this as the "revitalization" target, which is the first part of the 900-unit total. While we recognize that it is impossible to predict exactly how many units will need to be built before Garfield "turns around", one important factor is increasing the presence of homeowners in the neighborhood. Homeownership has been shown in many studies to be one of the most powerful influences on housing values¹.

To meet the average of homeownership in Pittsburgh neighborhoods, Garfield will need to increase homeownership from 41.8% to 52% of the housing units in the neighborhood. Homeownership includes innovative approaches to enabling lower-income households to invest in housing: lease-to-purchase, shared equity, cooperatives, co-housing, and other models. This could have a significant impact on the condition of the neighborhood and the way it is perceived by both residents and outsiders.

The distribution of existing housing units is, as noted earlier, weighted heavily toward renters:

Total Existing	Rental	Owner occupied
1744	58.2% 1015	41.8% 729

The next chart compares the number of rental and for-sale units needed to achieve the target of 52% homeownership in each of three different production programs. The higher the total production target is, the greater is the proportion of for-sale units--that is, the difference between rental and for-sale units increases as the total increases.

Target	Total new units ²	New Rental ³	New For Sale	△
2644 units	900	254	646	392
2344 units	600	110	490	380
2114 ⁴ units	370	0	370	370

To ensure that Garfield has no less than the city-wide average of homeownership in the neighborhood, a total of at least 300 new homeownership units must be created with no increase in the total number of rental units. Any new rental units need to be offset by either 1) building a greater additional number of homeownership units or 2) converting existing rental units into homeownership units.

The more rental units are added to the total housing stock, the more difficult it is to achieve the goal of a homeowner majority. This target (52%), which is obviously ambitious, would bring Garfield to a level that is comparable to the average homeownership of the adjacent neighborhoods.

The goal is to create an implementation strategy that achieves neighborhood sustainability with a net increase of 300-600 units, preferably as close to 300 as possible, enabling the private market to take over building out the remainder to meet the ultimate goal of something closer to 2444 units. The strategy needs to focus on converting rental units to owner-occupancy and creating the condi-

¹Ding and Knapp, "Property Values in Inner City Neighborhoods", Housing Policy Debate, volume 13, issue 4, 2003.

²This would technically produce 44 more units than the target. However, it is at best an approximation, since it includes whatever number of units it will have lost over 20 years.

³Includes 180 units by HACP.

⁴Minimum number needed to reach 52% homeownership target.



tions for successful for-sale units. It should incorporate a deliberate phasing process to reduce the subsidy gap.

It is perhaps obvious but nevertheless important to state that reaching the revitalization target of 300 units should not preclude reaching the ultimate target of 900 units, or at least getting closer to it. That is, if the goal is to build at a density that creates opportunity for market-rate development in the future as well as maintains affordability, then the first 300 units cannot occupy all the buildable land in the neighborhood. All development, even early phases, should therefore observe the general parameters of lot area and building type that will enable Garfield to fulfill its long-range goal.

LOCATION OF HOUSING UNITS

To increase the density of the Edge, at least 100 of the 300 units should be added in that area. Where houses in the Negley/Black area have been divided into too many rental apartments, renovation of those buildings--which should be a high priority because of their visibility--will decrease the number of units. This loss will need to be compensated by new construction on other sites. The major sites, in terms of strategic significance as well as size, are at the corner of Penn and Negley, which is discussed as one of the Major Initiatives.

The other 200 units should be targeted for the Hill area of the neighborhood. Strategically, development should be focused on high-visibility sites near the neighborhood entrances.

TYPES OF HOUSING UNITS

With this overall program in mind, the next question to consider is what types of new housing will attract new homeowners as well as contribute to a more livable and sustainable community. In order to maximize the markets for new units, the development program for the 300 homeownership units should consist of a mix that includes some two-bedroom (or one-bedroom+den) and four bedroom (or three-bedroom+den) units, in addition to the conventional three-bedroom types. They should vary in both size and configuration, as discussed below. A major part of this work is to develop funding and financing, especially given current tighter lending standards and the reduced availability of subsidy programs. However, insofar as planning and design have a role in addressing the problem, it is by creating a better synergy between affordability and marketability.

Most homebuyers are concerned about keeping maintenance and energy costs low. Yet, the need to keep initial capital costs within standard funding guidelines has often resulted in initial affordability at the expense of long-lasting affordability. Lasting value can only be achieved by combining affordability with marketability, which means building “smarter”.

One general strategy is to improve the livability and durability of a house within a smaller overall envelope. Better building assemblies that create a more energy-conserving envelope can be afforded by reducing the cost of mechanical and other systems. Basements, attics, and porches offer additional space at low cost.

Conventional approaches to marketability rely on providing large square footages and more and better bathrooms and kitchen, all of which is expensive. Good design can provide better livability in smaller spaces that are more furnishable and versatile. Size is not equivalent to spaciousness. Similarly, large lots are not necessarily more advantageous than smaller but more private space, which are also easier to maintain. A small landscaping budget can also have a bigger impact.

Garfield is a neighborhood that was built affordably by constructing modest houses on narrow lots. This assures affordability both for the homebuyer directly, especially if units are attached (rowhouses), but also for the community as a whole, since it reduced the cost of infrastructure, and transportation. Narrow-lot housing has become a “best practice” in developing ecologically sustainable neighborhoods and are appealing across income groups for their combination of economy, livability, and good stewardship. Eliminating a narrow side yard with “zero lot line” housing is a related strategy for increasing the living space on a narrow lot. One example is the Living Smart Houses in Portland, Oregon (www.portlandonline.com). Other good examples were produced for Garfield’s New Urban Housing Competition.

Housing types should be varied, to provide more options for lifestyles and evolve a greater range of housing prices. Rethinking floor plans to suit a broader range of households can enlarge the market and create a competi-



Examples of narrow lot housing.



Garfield has a dense fabric of houses built on narrow lots.



Bohlin Cywinski Jackson



Ross Chapin Architects



Max Pritchard Architects



McCamant and Durrett

Examples of the 'co-housing' development approach.



McCamant and Durrett

tive advantage for the neighborhood. For instance, units that include a ground floor bedroom serve not only less mobile residents but also grandparent families. Unit types should be designed for the emerging variety in household types, such as the downsizing empty nesters or the “mingles”, two single unrelated people sharing a house. Housing types should also be developed for the special opportunities based on location and site configuration. For example, for sloped sites up the Hill, the units would have small footprints, orientation toward views, and such features as balconies or roof decks. For slope-impacted sites that do not permit rear access, alternative street-sensitive approaches to parking need to be designed.

Smaller urban prototypes, including a variety of single-floor apartments (both small and large) need to be developed for sites in the Edge. New stacked units can create affordable and accessible units that use the existing slope behind Penn Avenue in the eastern part of the neighborhood. The Edge is generally the best location for accessible units because of convenience and flatter topography.

A new approach to development, in which a number of households interested in living with neighbors they know get together and commit to buying units together, offers a way to catalyze the revitalization of an area of the neighborhood. It is an attractive option for people who would be reluctant to buy a house individually in a distressed neighborhood because it essentially brings a good physical and social context along with every unit. For the neighborhood, it makes it feasible to finance and build twenty to thirty units in the neighborhood all at once. Known in other places as “co-housing”, this is a development approach that produces change at a scale and pace that can in turn lead to further revitalization around it.

DEVELOPMENT POLICIES

NEIGHBORHOOD FORM

Topographic Areas: Garfield's topography and street pattern divide it into two fundamental areas: the "Hill" and the "Edge", the lower flat area along the south and east. The boundary falls roughly along Broad Street and Fairmount Avenue. The two areas will require different development policies. The Edge is more accessible and should have higher density housing, including multi-unit buildings as well as mixed uses along Penn Avenue. The Hill should be developed at a lower density with single-family housing.

Land Use: Garfield should continue to be a residential neighborhood of predominantly single-family housing, either attached or detached. Multi-unit housing should occur only in the Edge. Strictly limit all commercial development to Penn Avenue, with exception of ancillary concession services at recreational facilities. Neighborhood-related institutional uses, such as churches, schools, or community centers, occupy an appropriate proportion of neighborhood land; future development should not expand on that area. However, there is a shortage of usable public open space, and it should be increased by at least 48 acres (see page 62).

Density: Increase density throughout Garfield without sacrificing the single-family housing fabric. Increase the gross density of the Edge to 14.4 units/acre and the gross density of the Hill to 7.8 units/acre (see page 63).



2030 PLAN: LAND USE & DENSITY



Parks Civic Multi Unit Mixed Use Lot Width: 20' wide 30' wide 35' wide
 25' wide 40' wide 50' wide

Lot sizes: Maintain the character and affordability of the neighborhood by observing the pattern of lot sizes and blocks. The lot widths, in particular, are critical to both the character of the neighborhood and its long term sustainability. In the neighborhood, they vary from less than 20 feet to over 50 feet, but most are between 20 and 35 feet wide. The existing lot structure is the basis for the guidelines shown on the map here. That is, each blockface has an average lot width that establishes the necessary consistency but also allows for variation.

The existing street grids provide for lot depths of 80-120 feet, which is satisfactory in areas that are not steeply sloping. This same pattern on steeply sloping land creates unusable lots and inaccessible streets, as seen on the hillside north of Kincaid Street. On the other hand, the steep slope between Fairmount and Negley demonstrates a better approach, where deep lots incorporate the slope. Similarly, by eliminating the alleys between Kincaid and Hillcrest and converting Rosetta to a "way", long lots could be created (200 feet) and the unbuildable slopes would be in private backyards. Houses would maintain the streetface along Kincaid and Rosetta. The larger-size lots would offer an attractive alternative to the denser areas of the neighborhood. Extending Hillcrest to Mathilda would create spectacular new long-lot building sites.

Alleys: Garfield's alleys provide access to private parking and are key to the neighborhood density and pedestrian character. To limit the extent of paving in the neighborhood, any improvements should make them greener and more permeable.

Access: One market for affordable homeownership housing is university and hospital-affiliated graduate students, researchers, and staff. The universities in Oakland had a major impact on East End neighborhood real estate when they instituted the shuttle bus loops that enabled a large number of students to live beyond walking distance. Extending such shuttle service into Garfield, along with the availability of affordable houses, could help increase the homeowner population in the neighborhood.

Parking: Surface parking lots are detrimental to residential quality and should be restricted in size and location. Parking for schools, churches, and businesses should be limited to the smallest size possible by sharing spaces and using on-street parking not in use by residents. On-street parking should be permitted. For residential property, permit a maximum of 2 on-site surface. The successful revitalization of Penn Avenue may create parking pressure, which can be addressed without jeopardizing the value of housing on Dearborn Street. Off-site parking lots should be limited to a maximum of 12 spaces accessible only from alley, with no paving within 10 feet of public sidewalk, trees required.

- 12- space lots
- access only from alley
- not on corner, but close
- screened from neighborhood street with trees and fence



HOUSING

Coordinated Approach: Housing development in Garfield must be comprehensive and coordinated. All interested development parties and major property owners, including HACP, need to communicate with each other and work together toward the neighborhood's goals. The strategy should integrate new construction, renovation, and public improvements. It should also govern any demolition of existing units, which has had a more profound effect on the neighborhood than construction and should not continue to be separate from plans for development. The BGC should serve the neighborhood by coordinating projects and funding and ensuring that the projects meet neighborhood goals.

Tenure: Garfield's housing strategy needs to generate new homeownership units and convert some existing units from rental to owner-occupancy. It is, however, the most

Recommendations

challenging housing to build in a distressed neighborhood and a weak-market city, where demand is low and supply high. Since it is more sensitive to its context than rental housing, its location is critical. The new hilltop park and neighborhood squares proposed as part of this plan are intended to create opportunities for new for-sale housing. Larger-scale new development also helps create a compatible context, and building a variety of unit types can expand its market.

Co-housing Development: As mentioned earlier, this type of housing development is created by working with a group of twenty to thirty households who commit to purchase the housing units of a single development. They form a type of homeowner association, which owns and manages common amenities, such as green space and a clubhouse or "common" house. In general, these are groups of diverse individuals and families--ranging in age, background, and income--but all interested in knowing and trusting their neighbors. It is typical for these groups (which number over 200 in the US) to place a high value on affordability and "green" design.

Property Management: One of the major factors in the poor condition of the neighborhood is the lack of maintenance by property owners. Owner-occupants, who have the incentive to protect their investment, may lack the resources or knowledge to succeed. Absentee landlords may be inept or simply unwilling to take responsibility for reinvesting in their property. To the extent that a combination of incentives and enforcement can be established, it should be a high-priority policy to ensure responsible stewardship of private property.



Existing housing: Garfield's loss of housing is in some ways irreparable. New housing cannot provide an adequate stock of affordable housing. New units are expensive to build and it is unlikely that there will ever be sufficient subsidy funding to replace the demolished units at affordable prices. Unless the rate of demolition is substantially slowed, both vacancy and expense will be exacerbated. Creative interventions are needed by Garfield organizations and other partners to enable existing residents to keep up their housing. Good property management is essential to sustaining investment. Irresponsible property owners should be identified, and, if necessary, bought out. Converting existing houses from rental to ownership is critical to getting to the neighborhood homeownership target.



In the Edge, the use of existing buildings is particularly important. Creative design of vacant upper story space along Penn Avenue can create a unique resource suited to urban-oriented households. Some of the large older houses, particularly along Negley Avenue where they are highly visible, have been badly cut up into too many small units and should be renovated into fewer units. When such renovations can produce homeownership units, they have multiple benefits.

New infill housing units: Respect and reinforce the scale and proportion of existing Garfield houses. Garfield has a diversity of house types, offering a range of options for infill units. New housing that differentiates itself from the fabric and character of a neighborhood has little spillover effect on property values around it. New units should be based on local prototypes and should fit within the existing lot structure of the block.

New housing developments: New development is needed not just to increase the number of units in the neighborhood and fill major gaps left by demolition, but it is also necessary to create impact and change the perception of the neighborhood. Visibility, especially for early projects, is a primary factor. Early projects will require major subsidies, but also improve the value of other nearby properties. A "ratcheting" strategy, starting with highly visible change, should be used to progressively decrease the subsidy gap. The quality of new construction should be based, not on the existing context, but on the targeted market population.

Real estate marketing: Resourceful and effective marketing to both residents and non-residents will play an important role in the success of Garfield's revitalization. It should convey that:

- Garfield is turning around and is going to be a great place to live.
- Garfield has unique assets that distinguish it from other neighborhoods.
- Garfield has some great homeownership opportunities (for both current neighborhood renters and non-neighborhood buyers).
- Current homeowners can take advantage of opportunities to improve their properties.

The real estate firms doing business in the East End need to be educated about Garfield's value. No residential property in Garfield should be classified as commercial investment property. Marketing should be targeted to:

- Existing residents
- Young pioneers
- People who value "greener" living

Websites and social networking sites may be more effective than conventional means. A "green" housing design competition could be used to attract a new market.



House types: Garfield's existing neighborhood house types should be the basis for the design of new infill housing, particularly with regard to the scale and proportion of façade elements. This is consistent with maintaining the structure of lot sizes in the neighborhood. Off-street parking should be accessed from the rear of the house unless precluded by the slope of the lot.





Garfield Typical House Types

2030 PLAN: OPEN SPACE

OPEN SPACE

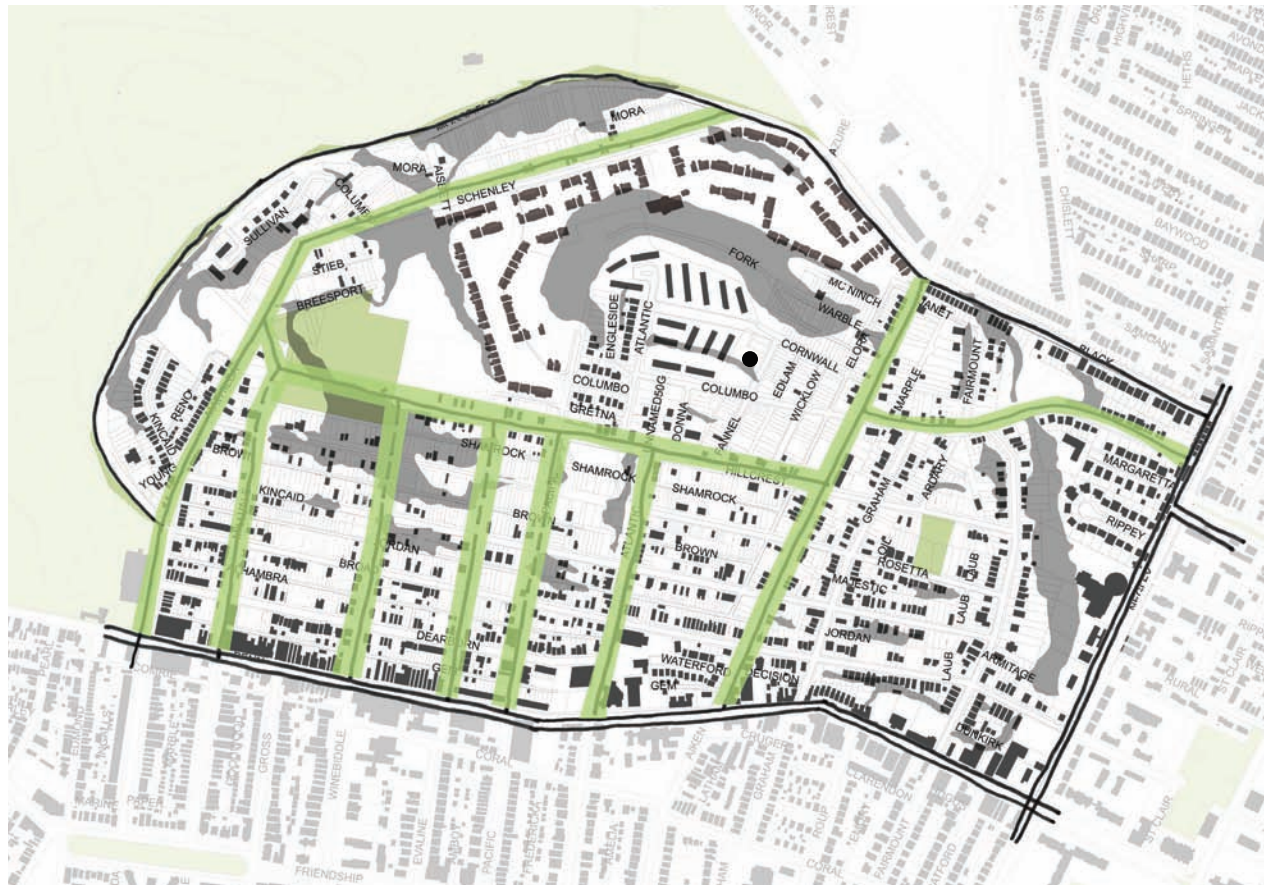
Streets: Excessively wide vehicular lanes should be reduced to appropriate neighborhood widths (10-11 feet) and the additional right-of-way captured in planting and pedestrian and bicycle space. Streets generally need to be improved with trees and better sidewalks. This should be incorporated into the budget of any development project, but beyond those instances, it is important to start a public program to plant trees every 30 feet, on average, in accordance with good urban forestry policies. BGC should take part with other community organizations in negotiating with utility companies to adopt better pruning policies. Stewardship should ultimately be the responsibility of property owners, but might initially be a source of employment for neighborhood residents.

Public open spaces: Standards for public parks and recreation spaces in neighborhoods indicate that there is a shortage of more than 48 acres of usable public open space in the neighborhood. It is recommended that such space be comprised of areas that are no smaller than one acre in size to allow for active use.

Public open spaces need well-defined public edges and should be bounded with streets. This makes them more visible and more “public”. It also makes them seem more secure, which is especially important as long as security is a concern in the neighborhood.

Steeply sloped unbuildable land, some of which is private property, does not fulfill the need for usable open space although it does contribute to the environmental quality of the neighborhood.





Green-Link Streets

Steep slopes: The zoning code protects slopes over 25%. The neighborhood and neighborhood developers should be educated about the importance of that protection. Partner with the City and other organizations to plant the slopes appropriately, restore as needed, and maintain those that are public property.

Parking: Off-street parking for multi-unit housing should be restricted to no more than one space per unit. On-street parking is an important resource for the neighborhood should be maintained on most streets. Parking for Penn Avenue businesses, once they generate enough traffic, should be accommodated in shared lots off the rear alley (Gem Way) and not front directly on any neighborhood street.

Stormwater: Garfield's sewer infrastructure is part of a regional problem and is both an environmental and an economic liability to the neighborhood. The public open space system can provide low-cost natural alternatives to the conventional and expensive installation and maintenance of underground pipes. A plan for Garfield's public open space should examine the potential for natural stormwater management and propose specific interventions.

Power: Future options in renewable energy can help sustain Garfield's affordability. A neighborhood-wide strategy can potentially capture economic advantages that are out of reach for individual property owners.

ENERGY, RESOURCES, AND AFFORDABILITY

To become a neighborhood of choice, Garfield must offer long-lasting affordability and livability. Integrating the man-made environment into the natural “regenerative” ecology of the neighborhood--relying on nature to reduce the costs of heating or cooling buildings, transportation, water, and open spaces--will not only have practical benefits, but will distinguish Garfield as a model of affordable sustainability. This takes “smart” development: designing neighborhood housing and open space to create a high quality of life in ways that conserve energy and resources. “Smart” development not only provides social and economic benefits to Garfield residents, but gives the neighborhood a new progressive image that can attract new homeowners.

We’ve already seen that Garfield has many of the essential attributes of a “smart” urban neighborhood: great location with proximity to jobs, services, and public transit; compact street grid and efficient narrow lots; and the potential for urban density along with generous green open spaces. It is also important to adopt policies to promote the conservation of energy and resources in building and infrastructure construction.

Energy Efficient Housing: A program of weatherization for existing housing (and funding/financing) needs to be created to reduce cost of energy. All new construction

should meet at least Energy Star standards. At least one new development should be built to meet Passive House standards, demonstrating the potential to achieve 90% savings in utility cost with little or no premium (<3%).

Renewable Energy: Development should take advantage of orientation planting, and grading to augment fossil fuels with geothermal, solar, and wind energy. Explore the feasibility of incorporating collectors (geothermal, solar, or wind) into the hilltop parks for distribution to the neighborhood.

District Energy Generation: Progressive neighborhoods in other cities have found that generating energy in a centralized plant to serve buildings throughout the neighborhood can reduce energy costs significantly (eg. see Portland). The feasibility of such a system should be studied at this point, ahead of the construction of a substantial number of new housing units, including HACP development.

Water Reduction: Incorporate rainwater collection for irrigation. Avoid piping rainwater into the sewer system with on-site barrels or cisterns, swales or sumps, and trees. Investigate the life expectancy of the water tower.

Permeable Ground Surface: Impermeable surface such as street and roofs, add to the cost of sewers and water

purification. Approximately 78% of Garfield’s surface area is currently permeable. Buildings, streets, and other paving cover about 22%. The goal is to increase the neighborhood density without increasing impermeable surface area at the same rate by using permeable paving, green roofs, and getting better efficiency from existing paving. The target should be keep at least 75% of the neighborhood permeable.

Stormwater Management: Let nature manage as much stormwater (from rain to snow) as possible, reducing the volume of sewage and sewage over flows. Trees play an important role in the hydrological cycle. Allowing stormwater to be cleaned in raingardens and planted swales is a more cost-effective approach for both the public sector and private property owners. With compact development and strategic infill, further extension of the sewer system and other utilities can be minimized.

Local Food Production: Gardens that produce fresh fruit and vegetables are an asset for individual household budgets and health. Community gardens, of which there are now two in the neighborhood, can augment private gardens and also provide community-building skills. Gardens need to be located where their utilitarian appearance--fencing, compost piles, ect.--do not intrude on the character of the nearby spaces, whether public or private.

MAJOR INITIATIVES



Garfield's revitalization ultimately will have to happen at many different scales, from the commitment of an individual property owner to keeping his or her house in good shape, to a block of new street trees, to a beautiful new city park. It takes progress at all of these scales. Some of the art of neighborhood revitalization lies in recognizing the potential for synergy and spillover among these different approaches. In addition to the program and policies introduced above, some major initiatives will be needed to accomplish Garfield's goals.

Five of them are outlined in this section:

Garfield's Hilltop Parks

Garfield's Front Doors

The Green-Link Streets

Penn Negley Corner

Neighborhood Squares



GARFIELD'S HILLTOP PARKS

One of the concepts that drew the most enthusiasm from the community is the idea of converting the Garfield hilltop into a park. In the tradition of Pittsburgh's great parks, it would combine a beautiful landscape with recreational facilities that would serve people throughout the East End and the city. Most of the property is currently owned by the Housing Authority of the City of Pittsburgh and the Board of Education. It is critical to open discussions with these two important stakeholders in the Strategic Plan to develop the concept of the hilltop parks.

Earlier alternative versions envisioned a single large park on the hilltop, incorporating Fort Pitt School and existing play fields. However, concern was also voiced about cutting the north side of the hill (the "back") from the south side, so the park is presented as a combination of two large open spaces connected by a "green link".

The development of the park is, in itself, an opportunity for community building through investment in planning, fundraising, and construction and planting. Partnership between Garfield, the Parks Conservancy, educational groups, and other neighborhood organizations could lead to collaborative projects. Successful efforts in other cities, such as Washington Parks and People could be used as a starting point in engaging citizens, local businesses, non-profit organizations, and city and state agencies.

Playing fields: The terraced area at the top of Garfield Hill offers an unusually good location for playing fields, which might be used for football, soccer, and/or baseball. Such fields are in high demand and short supply in the East End.

Viewing stands, rest rooms, and concessions: Amenities that support the use of the playing fields by sports leagues and other recreational organizations. Equipment storage would also be needed.

Walking/jogging track: a quarter-mile track around the fields, similar to the Schenley Oval

Recreation center: To replace and update Garfield's earlier and now-inadequate recreational centers. It would include fitness facilities, meeting rooms, and offices.

Skating rink: The recreation center might also serve as a skating center in the winter with an outdoor rink.

Park/drive and walks: A paved drive through the park for walking, bicycling, and driving (slowly), incorporating pervious paving.

Picnic pavilions and play areas: In the tradition of the "groves" in Highland and Schenley Parks

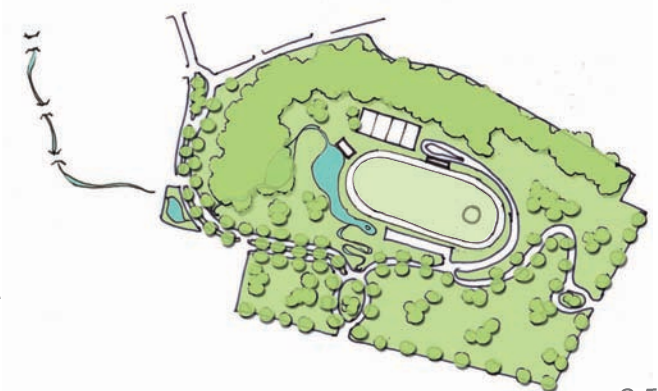
Stream: A shallow constructed streambed, permitting water to flow toward the original waterway through Allegheny Cemetery

Gateway: A formal park entrance with public art and/or fountain

Fort Pitt School and play areas: these have been a central focus and identifying feature for generations of Garfield families. The community and school district should work together to improve the facilities and relocate

parking to a more appropriate peripheral location. The school building could become a more community-oriented education center open on evenings and weekends, perhaps in partnership with other organizations, such as environmental learning or gardening center.

Gardens and community composting: This is a good site for community gardens and composting, which could be run by the organization housed in Fort Pitt School. Composting, which other communities have made a self-supporting enterprise) could serve the neighborhood.





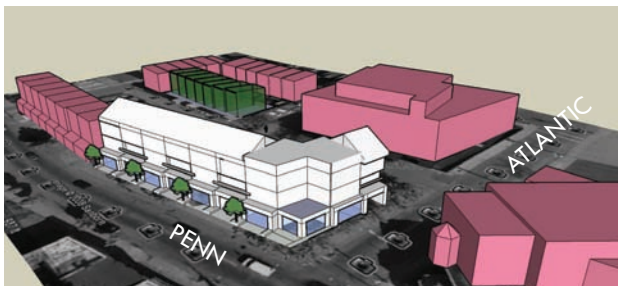
GARFIELD'S FRONT DOORS

Penn and Negley Avenues are Garfield's most public frontages, and vacant or deteriorated properties there create a negative image for the whole neighborhood. While improvement along Penn Avenue is evident, several key corners should be addressed on both streets and at the corner of Mathilda and Mossfield. Successful improvements at these locations will also increase the feasibility of development on the frontage between.



Penn and Negley is by far the most critical of these sites, so will be considered as a Major Initiative in its own right.

Atlantic and Penn: The property of St. Lawrence O'Toole Church stands at an entry to the neighborhood that will become increasingly important as the principal entry to Garfield Park from Friendship, Bloomfield, and Shadyside. It consists of substantial buildings and a large open space that could be much more than a paved parking lot (which is empty most of the time). It may be that the parking area can be reduced. If the facilities are eventually renovated for a community center, the site is ideal for gardens and a small play space.



Sketches by the Urban Redevelopment Authority

Winebiddle and Penn and Aiken and Penn: these two sites are the largest vacant or unused sites along Penn Avenue. They should be developed with commercial or commercial/residential buildings that extend the street wall and re-establish a well-defined corner.

Mathilda and Mossfield: This triangular site is unique in the neighborhood and highly visible to commuters who take the Mossfield shortcut. It is proposed here as a small formal park that could showcase community art. Because it is removed from the Penn Avenue corridor, it would not be a good location for commercial uses, and its shape and slope make it challenging to develop. Eventually, a small apartment building might be built there, but only when the market has taken hold and can support a "landmark" quality building.

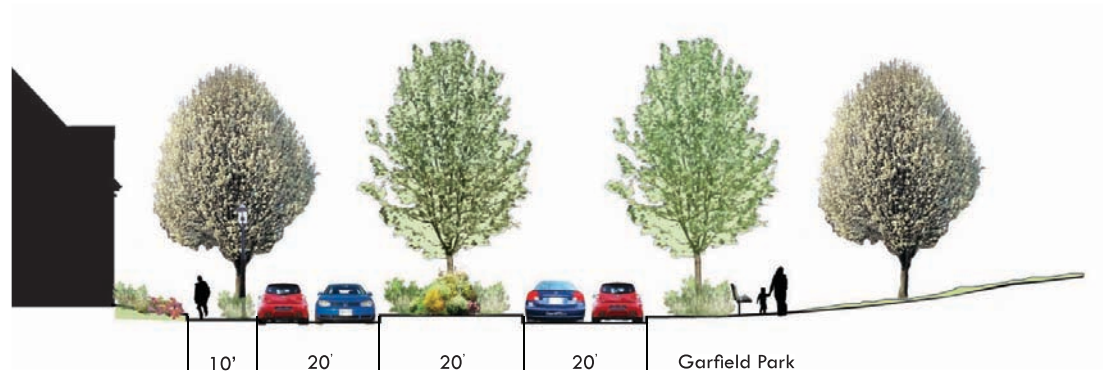
Negley and Margareta/Columbo: This roughly corresponds with the intersection of Negley with East Liberty Boulevard, another highly visible corner. The houses between Margareta and Columbo. expose their backs to a major entry into the neighborhood. Some are vacant and others are in poor condition. We recommend demolition of these houses in order to create a neighborhood square that would, along with renovation of the big houses along Negley, transform the entrance to Garfield.

As mentioned elsewhere, parking for all these developments should be contained on the sites to the rear of the buildings or in shared lots off a rear alley, not accessed from neighborhood streets.

THE GREEN-LINK STREETS

Well-planted streets contribute to the livability of the neighborhood, to an attractive neighborhood image, to community pride, and to property values. Planting and maintaining street trees throughout the neighborhood are among Garfield's most cost-effective revitalization strategies. Certain streets, which are the key "links" to destinations inside and outside the neighborhood, should be landscaped more intensively.

Hillcrest Avenue and Aiken Avenues bound and extend Garfield Park. Aiken Avenue links the park to neighborhood entries and to neighborhoods beyond. Hillcrest Avenue links the park to the major neighborhood cross-streets, from Fairmount to Mathilda.



Hillcrest and Aiken Avenues along Hilltop Park

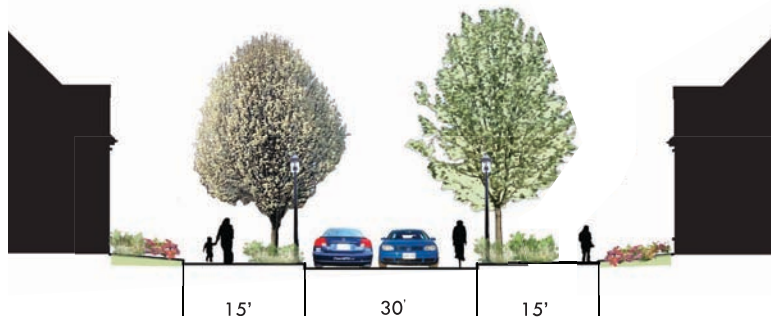




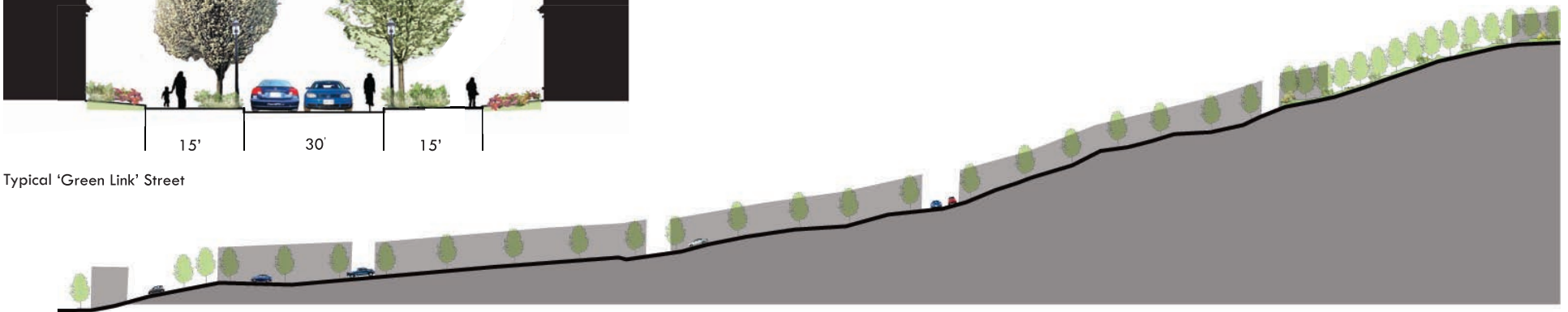
Atlantic and Columbo are direct links from neighborhood entries to the park entries and should announce and celebrate the park, linking it to Penn and Negley Avenues.

Along the steep south slope of Garfield Hill, green paths (public rights of way) link Winebiddle Street, Evaline Street, and Pacific Avenue to Hillcrest and Garfield Park, continuing the streets where they are too steep for vehicular traffic. These green rights-of-way could be more than the traditional Pittsburgh steps, incorporating ramps, seating, and terraced planting.

Where possible, these Green Link Streets should become “complete” streets, designed to serve not only vehicular traffic, but pedestrians and bicyclists, as well as to absorb stormwater and pollution.



Typical ‘Green Link’ Street



Winebiddle Avenue

PENN NEGLEY CORNER

This is a highly strategic development site. It is currently is a major deterrent to investment in Garfield and along both Penn and Negley Avenues. The corner of Penn and Negley Avenues is the most highly traveled intersection along Garfield's perimeter. The other corners of the intersection are all in better condition, and two are residential uses, which are negatively affected by the current condition of the property. It is the only pedestrian-unfriendly section of Negley Avenue north of Baum Boulevard.

It is also the highest visibility site in the neighborhood. Just as that visibility exacerbates the negative impact of the existing dereliction, so it will magnify the positive effects of high quality development. The new development should eliminate the two abandoned gas stations and replace the other auto-serving uses with mixed use buildings more compatible with the revitalization of Penn Avenue and the residential developments across Negley. Together these sites constitute one of the major opportunities in the East End for brownfield recovery as well as catalytic development impact.

The building should provide commercial frontage along the Penn Avenue frontage, but maintain a residential character along Negley. The site along Negley from Penn Avenue to Broad Street would lend itself well to three stories of residential units (either for sale or for rent). If funding could be obtained, the health clinic could be relocated into the new building. Parking would be provided to the rear. A second site could be developed from Broad Street to the north edge of the abandoned gas station

site. This should also be for multi-unit residential development, without commercial uses. The slope of the site, which was eliminated by the gas station, could be partially restored to create continuity on the block and a better relationship between the residential building and the street.

The redevelopment of the Penn-Negley corner could be thought of as a lynchpin linking the revitalization of the Penn Avenue Arts District with the new development in East Liberty. It would also be a strategic improvement on a major gateway street to the Highland Park neighborhood.



Mixed use corner development with residential units above.





NEIGHBORHOOD SQUARES

Several sites in Garfield, where much of the original housing has deteriorated or has been demolished, lend themselves to a larger scale development of new and renovated housing around a “neighborhood square”. Each square is a small green space, about an acre in size, bounded by streets and public sidewalks. Surrounding the square are sites for new single-family housing. They would offer the advantage of a distinctive “green” address, with a strong and inviting sense of place. They offer an opportunity to make a larger scale intervention than simple infill housing, and could therefore have more positive effects on surrounding streets.

Each of the squares would develop its own character and identity. They would serve to distribute green park space throughout the neighborhood, which is one of the community’s goals.

Because a relatively large number of units--from 15 to 35 units--would be developed with the square, a better mix of housing could be incorporated, with units targeted to a range of incomes.



GARFIELD'S 2030 PLAN FOR HOUSING AND NEIGHBORHOOD DEVELOPMENT: INDICATORS OF PROGRESS

Date Issued: January, 2010

Goal	Standard	Baseline		2030 Target		Annual Progress	
Land Use, Density, and Development Program							
Maintain neighborhood residential character	Keep non-residential uses along Penn Avenue and limit institutional uses to small size.	76% residential (224.5 acres) (includes vacant residential property)		76% residential (224.5 acres)		Constant value	
Develop housing at higher density near urban services	LEED for Neighborhood Development requires at least 9 units per acre, with credit for higher densities. Improve Garfield's relationship to strong market areas around it. Provide good access to jobs, services, and transit--50% of dwelling units within 10 minute walk of bus stops.	Garfield:	5.9 du/acre	Garfield:	9.0 du/acre	Measure by increase in number of units	
		Hill:	2.8 du/acre	Hill:	7.8 du/acre		
		Edge:	12.4 du/acre	Edge:	14.4 du/acre		
Increase total number of occupied housing units	See density standards above.	Garfield:	1744 du	Garfield:	2644 du	Total units:	
		HACP:	180 du	HACP:	180 du	45 units per year	
		Hill:	620 du	Hill:	1370 du	Total non-HACP units: 36 units	
		Edge:	944 du	Edge:	1094 du	per year	
Reduce housing vacancy	Citywide vacancy is approximately 12% (2008). Increasing occupancy is preferable to demolition.	24%+		10%		-0.7% per year	
Increase proportion of homeownership	Convert vacant rental units to homeownership. Build new for-sale units. Build new rental units, but only in proportion to homeownership units.	Owner-occupied (729)	42%	Owner-occupied (1375)	52%	For-sale:	32 per year
		Renter-occupied (1015)	58%	Net increase: 646 units		For rent:	13 per year
				Renter-occupied (1269)	48%	Non-HACP for rent:	4 per year
				Net increase: 254 units, including 180 HACP units			
Improve standard of property maintenance	Renovate or build housing to set higher standard for affordable rental units. Identify and buy out irresponsible absentee owners.	233 properties in poor condition		Less than 100 properties in poor condition		Reduce by at least 7 properties per year	
Develop mixed uses along Penn Avenue; maintain urban fabric.	Reduce upper-floor vacancy. Limit off-street parking to small community lots.	FAR	1.9	FAR	2.0		
		Overall vacancy of Penn Avenue floor area (not known)		Overall vacancy of Penn Avenue floor area <10% of rentable area			
Build on key corners along Penn and Negley.	Garfield's highly visible entries and edges should convey high level of investment. Acquire and redevelop problem properties along Penn and Negley Avenues. Major targets are Penn Negley corner and houses at Negley Avenue and Black Street. Consider creating Local Investment District.			Eliminate blighted properties along Penn and Negley			
Develop abandoned gas station sites and other brownfield sites.	Reuse land by developing sites where complicated by environmental contamination, reducing pressure on undeveloped land. (Gas stations along Negley Avenue). Use cleanup methods that reduce contaminant volume or toxicity and thereby minimize long-term remediation or monitoring burdens.			Remediate and redevelop all 3 gas station sites for mixed-use and/or multifamily use. Restore exterior space to fit into neighborhood surroundings and present a high-quality appearance to passers-by.			

Indicators of Progress

1.0

Goal	Standard	Baseline	2030 Target		Annual Progress	
Natural Environment						
Protect steep slopes	Preserve slopes greater than 40% in natural state: phase out existing development and avoid new development. Limit development on slopes between 25% and 40% to no more than 50% of the area. Minimize erosion to protect habitat and reduce stress on natural water systems by preserving steep slopes in a natural, vegetated state. Prohibit major re-grading or terracing that results in slopes greater than 25%.	25-40% slopes <40% slopes	27 acres 18 acres	25-40% slopes: 50% buildable <40% slopes: 0% buildable	13.5 acres 0 acres	
Increase tree coverage	Tree coverage standard for residential neighborhoods is 40% of area.	28%	82 acres	40%	118 acres	1.8 acres per year
Hydrology/stormwater	Increase pervious area on public rights-of-way. Limit parking lots. Promote green roofs. Require tree planting.	22% non-pervious	64.5 acres	Not more than 25% non-pervious (73.5 acres) At least 50% of park paving to be pervious.	0.45 acre per year	Set standards for private development
Improve quality of vegetation	Use native plants for 90% of vegetation, and use no invasive plants on any part of the site. Restore native or adaptive plants to 100% of any previously developed slopes over 40%; 60% of any previously developed slopes between 25%-40%; and 40% of any developed slopes between 15%-25%.	Inventory needed		Meet recommended standards		

Goal	Standard	Baseline	2030 Target	Annual Progress
Parks and Public Open Space				
Increase public open space	Increase parks and open space to 20%. Parks should be at least 1/6 acres in area and at least 150' in width so that 90% of dwelling units are within 1/6th mile walking distance.	2.0%	5.8 acres	20% 58.0 acres
Create Hilltop Parks	Locate active open space (e.g. general playfields, soccer, baseball, basketball and other sports fields) of at least 1 acre within 1/2 mile walking distance of 90% of the dwelling units, or locate public recreation center or gym with outdoor facilities or a park with active recreational facilities within 1/4 mile walking distance of at least 90% of all dwelling units . A community park (30-50 acres) serves an area within a 2 mile radius.		Use hilltop around water tower for community park of approximately 34 acres. Provide for variety of sports and fitness activities along with places for play and enjoyment of the natural environment. Develop Ft. Pitt School and area around it as environmental/gardening center. Link the two hilltop parks.	
Develop schools into greater community resources	Schools should be accessible and well-utilized facilities. To conserve energy and resources, use existing buildings for multiple purposes. Develop school grounds into resources for play and learning for the community. Make safe streets for children to walk and bicycle to school.		Fort Pitt School and Rogers School as community centers for education for children (as public or charter schools) and adults, social organization, cultural activities, fitness, etc. on a year-round basis.	
Create green links	Parks and other public open spaces should be connected into the neighborhood with "green link" streets, which are well-planted pedestrian-friendly spaces. Green links that connect the parks to neighborhood entries will help redefine Garfield's image. They include steep rights-of-way developed as pedestrian park links.		3.4 miles (18,200 feet) of public right-of-way	.17 mile per year
Introduce green squares	"Green squares" are small urban parks that create a strong sense of place, especially in weaker areas. Public edges give them visibility and positive impact on nearby housing values.		Three new green squares (approx 3 acres), with new and/or improved housing facing them.	

Goal	Standard	Baseline	2030 Target	Annual Progress
Streets, Blocks, and Lots				
Work with street grid, infilling where possible to increase efficiency	Maintain two-way neighborhood streets. Design streets for a maximum speed of 20mph. If new culs-de-sac are created, include a pedestrian or bicycle through-way in at least 50%. LEED-ND requires 140 intersections per square mile.	78 existing intersections more than satisfy the connectivity requirement.	Keep approximately constant. (64 intersections are needed to meet the standard.)	
Improve pedestrian spaces	Repair sidewalks to provide good quality continuous pedestrian paths. Improve street lighting.	45% streets in "poor walkability" condition 5 miles (26,690 feet)	90% of neighborhood streets in acceptable walkability No more than 1 mile	.2 mile (1056 ft) per year
Make streets greener	Plant street trees in conjunction with development or improvement of housing. Plant one street tree per 30 feet (average) of street frontage. Provide shading for paved area in the neighborhood during the cooling season/hours (11am-5pm). Shade at least 50% of paved area.	301 trees 1 per 148 linear ft	1489 trees 1 per 30 linear ft	60 trees per year
Improve efficiency of utility infrastructure	Redevelop already-improved sites, and keep buildings close to rights-of-way. Avoid using existing infrastructure on steep slopes. Limit extension of infrastructure. Bury electric lines when reconstructing streets.	56,400 linear feet of water supply lines (32 ft per unit), 50,150 linear feet of sewer lines (29 ft per unit)	Increase efficiency: reduce length of utility lines to <25 feet per unit	
Improve connections	Create better physical connections between new HACP houses and the rest of the neighborhood. Improve pedestrian and bicycle connections to local destinations outside Garfield. Consider innovative ways to encourage less auto transportation, such as zip cars.		Extend streets across HACP/neighborhood boundaries, develop some units on scattered-site basis. Create good pedestrian connections.	
Maintain lot types	For affordability and strengthening neighborhood character, new housing should be located on lots that are consistent with the narrow lot structure of the neighborhood.	Majority of lots are 35 feet or less in width.	Keep average lot width between 20 and 35 feet.	
District Energy Generation	Generation system should have minimum capacity of 5% of electrical and thermal consumption. Renewable energy system with capacity of at least 5% of specified electrical service load or of annual electrical and thermal energy consumption measured by energy performance simulation tool.		Explore feasibility of energy generation system, such as "geothermal". Limit CO ₂ production by energy plant to equal or less than national average.	
Local Food Production	Encourage private gardens for growing produce, including greenhouses, on any portion or area of residential rear yards, balconies, patios or rooftops. For community food production, dedicate permanent and viable growing space and/or related facilities (such as greenhouses) within the neighborhood. Promote local farmers' markets and community supported agriculture (CSA) programs.	Current % of neighborhood residents who garden? Current % of neighborhood residents who take part in CSA programs?	Participation by at least 50% of the households in the neighborhood in growing food in their own yard or in community garden. Double the rate of CSA participation.	

Goal	Standard	Baseline	2030 Target	Annual Progress
Building Design and Construction				
Weatherize all existing housing	Even if all 900 new units are built, existing units will constitute two-thirds of the built stock in the neighborhood. Most older existing houses waste energy and are expensive to heat.	Average annual energy consumption per unit?	Reduction by at least 15% in average annual energy consumption per unit	
Assist homeowners to improve and maintain property	To protect the assets of neighborhood residents and the value of the property around them, provide education, access to trades, and financial assistance. Assist elderly homeowners in staying in their homes.	Inventory needed	Eliminate foreclosures, abandonment, and demolition.	
Introduce housing at a range of price points	Average house value should be equal to citywide average. Develop a small percentage of units in each project that will “push” the market and improve appraisals.	Average house value	\$56,970	Average house value \$125,000 (citywide average)
Design for diverse markets, age, lifestyle, etc	Include different types and sizes of housing in each development. Offer non-traditional floor plans. Make 20% of new housing types accessible.			Attract new household types to Garfield , including at least 100 new two-parent families.
Rehabilitate and sell existing vacant units	Some of the units that go on the market need substantial renovation and will require some intervention (such as GJA’s Rehab for Resale program) to save them from eventual demolition.	Inventory of vacant units needed		Target needs to be defined. xxx renovated units, along with nearby units improved privately (minimum spillover of 10%)
Build new units in accordance with Garfield house types	Develop a set of neighborhood design guidelines for housing construction and renovation to qualify for neighborhood construction or marketing subsidies. Guidelines should address contemporary architectural solutions, not just the traditional architectural vocabularies.			Evaluate quality of housing and effectiveness of guidelines.
Build infill housing	Following guidelines, design and construct narrow lot houses for infill sites. Provide technical assistance on innovative solutions to narrow lot issues, such as foundations.	Inventory of vacant sites needed		Target needs to be defined. xxx new units, along with nearby units improved privately (minimum spillover of 10%)
New development	Undertake new development projects in strategic locations, such as adjacent to green squares. Follow design guidelines. Create “complete” places.			Target needs to be defined. xxx new units, along with nearby units improved privately (minimum spillover of 20%)
Energy and resource conservation	All new or substantially renovated housing to meet EnergyStar standard. Develop demonstration project at Passive House standard. Consider holding green design competition.	Percentage of units that meet EnergyStar standard Average annual energy consumption per unit		100% percent of units meet EnergyStar standard Average annual energy consumption per unit
Market neighborhood and housing effectively	Reach out to broad target markets, especially younger, higher-income households with clear message about benefits of housing in Garfield. Make major public impact with neighborhood revitalization.	Average number of days on market of new for-sale units? Indicators of Progress		Reduce time on market to less than citywide average

SOME NEXT STEPS

Based on Garfield's Neighborhood Housing Development Plan, develop a five-year strategic implementation strategy. Enter into discussion with Garfield's major stakeholders about the community's long-range goals and how stakeholders' interests can be addressed.

Create an action plan with annual measurable objectives that can be used to track progress toward twenty-year targets, based on the Indicators of Progress chart.

Find ways to make better information available to neighborhoods for planning and tracking progress, such as a regularly-updated and reliable GIS database of property ownership, tenure, condition, sales price, etc.

Further technical investigation is needed to prepare a plan for improving streets, managing stormwater, planting, and restoring steep slopes. This should include an inventory of streets and other public space and a public open space plan with specific recommendations. Similarly, a neighborhood energy plan should define a plan for energy conservation, including weatherizing existing buildings, and investigate the feasibility of renewable energy production.

Investigate ways to provide opportunities for Garfield residents and businesses to participate in the work of Garfield's revitalization. Focus effort on building and identifying people and organizations within the neighborhood with the skills to accomplish the many types of work that will be needed.

RESOURCES

This list of references relates to the research for Garfield's 2030 Plan. It is by no means exhaustive, either by category or by publication.

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