

# **OAKLAND CONNECTIONS**

## **Competing & Complementing Community Interests**

A Community-Focused Study of Multi-Sector  
Planning in the Oakland Area of Pittsburgh  
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A Report Prepared for Oakland Planning & Development Corporation



**This report was prepared by the Advance Community Organizing Seminar class in the School of Social Work at the University of Pittsburgh that was comprised of:**

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**Executive Summary**

## **Introduction**

This report represents the work of a group of graduate students in the Community Organizing and Social Administration Program at the University of Pittsburgh School of Social Work as a community development planning study project for their advanced Community Organizing course. The study was carried out on behalf of Oakland Planning and Development Corporation and with support of the University's Community Outreach Partnership Center. The goal was to better understand the many development plans that have been proposed for and in Oakland.

Oakland is a highly diverse community in the broadest sense. Nowhere in Pittsburgh can one find the same vibrant mix of institutions, hospitals, universities, neighborhoods, permanent and transient residents, students, high to low-income households, new and old ethnic groups living and working side-by-side. This mix brings with it the potential to celebrate diversity and to create a truly unique community. However too often over the last fifty years, the strengths of this diversity have been overshadowed by a continual struggle among Oakland's many interest groups that has polarized these varied constituencies. Tensions in Oakland reflect the struggle to respond to regional and institutional growth and their resulting pressures of a strong Oakland economy while also addressing the quality of life and neighborhood concerns of Oakland. Oakland's struggles to coordinate and balance its development have brought added outside forces like the pressing need for improved transportation systems and the involvement of larger regional bodies. Currently there are more than 27 different master plans from nearly two-dozen Oakland stakeholders.

This report is one attempt to study and analyze many of those plans for points of connection and disconnection. It is also an opportunity to address the differences between development in a community and development of a community. It is hoped this report can also help to further the dialogue of coordination and collaboration in Oakland's development and to serve as a cornerstone in creating a shared vision of this vital and vibrant community poised for a leadership role in the future of this region

Development plans were studied in the following sectors: 1) Community (and Local Business), 2) Higher Education, 3) Healthcare, 4) Nonprofits (Culture and Social Services), 5) Technology, 6) Parks and Recreation, and 7) Transportation (including traffic and parking).

## Community Plans

A number of plans were studied beginning with the early *Oakland Plan* through the more recent *Oakland New Economy Connection* and *Master Development Plan for Hazelwood*, but key focus was given to the current *Oakland Improvement Strategy* as the clearest example of coordination and consensus building in development of Oakland relative to issues of housing, business development, and image/aesthetics. Key issues and considerations include:

- **Housing** - loss of owner residents and increased density, especially student density; deteriorating housing conditions and code and zoning concerns with housing development. Who lives and/or should live in Oakland is a critical issue. It was noted that Hazelwood shares similar issues with Oakland and represents a growing connection to Oakland and regional development. Also, the HOPE VI development of Allequippa Terrace public housing community into the mixed-income and housing neighborhood of Oak Hill connection to the larger Oakland community should be considered.
- **Land Use and Expansion** - limited space for growth and a growing concern with density stemming from development; tight space means strong secondary impacts.
- **Aesthetics and Image** - the real and perceived image of Oakland in terms of access, cleanliness, and safety, among others, are core issues.
- **Business Development** - whom do business serve is a key question; aesthetics and image are also critical for business development; coordination and issues of traffic and parking remain a concern.
- **Transportation, Traffic, and Parking** - understanding Oakland gateway role, as well as its regional draw and connection concerns raise serious questions in this area.
- **Resident Involvement** - the role of local resident participation and input to development plans in and for Oakland.

Recommendation around these issues address:

- **Encouraging and supporting greater institutional partnerships in community problem-solving like the University of Pittsburgh Community Outreach Partnership Center**
- **Strengthening the Oakland Planning and Development Corporation, Oakland Task Force, and Oakland Community Council to insure resident involvement and leadership in community development.**
- **Providing institutional incentives for employees and graduate students to become owner residents and to promote renovation of properties.**
- **Focusing on quality of life and aesthetics/image concerns, particularly safety.**
- **Advancing a comprehensive look at transportation, traffic, and parking.**
- **Ensuring a balance between regional demands and local needs.**

## Higher Education

Plans were examined from the University of Pittsburgh, Carnegie Mellon University, and Carlow College. All higher education institutions are in the midst of major development efforts, but these plans vary in the level of community input and connection to community development plans already underway. The three institutions were assessed as follows:

- **University of Pittsburgh** - significant community input has occurred in planning and Master Plans are well connected to existing community development strategies and plans, but there are still areas of contention relative to Oakland's density, image, traffic and parking, and recreation.
- **Carnegie Mellon University** - some measure of community input has been solicited; however, much of the CMU development is on campus and is related more to North Oakland and the Junction/Panther Hollow. CMU has not developed the same level of community partnership as Pitt, but has also not been as much a point of community contention as its colleague.
- **Carlow College** - plans are still in the early stages as far as development initiatives; however, strategic plans point to major development on the horizon with little evidence of community input and coordination with other development plans.

Recommendations for Higher Education Institution development Plans should address:

- **Assessing parking and transportation needs on an individual and collective basis.**
- **Helping determine the character of the local business districts and supporting efforts to raise the real and perceived level of safety in the community.**
- **Identifying and marketing appropriate and code compliant student housing in the community and alleviating density concerns through increased on-campus housing.**
- **Supporting home ownership and housing renovation via employee assistance initiatives.**
- **Extending university resources in partnership for community problem-solving and building collaboration and consensus around development plans.**

## Healthcare

Three major healthcare plans were reviewed: UPMC Health System, Children's Hospital (now being linked to the UPMC plans via merger), and Magee Women's Hospital. Oakland and Pittsburgh enjoy a strong reputation based on the quality of medical services and research stemming from its healthcare institutions, and development of this strength seems only natural. A good deal of the development plans for healthcare institutions also stem from the rapidly changing healthcare arena and the desire to provide the best quality of care available. Oakland is and will remain the hub of healthcare for the region. Issues that emerged in this study included:

- **Health Disparity** - while Oakland is unparalleled in the scope and quality of its healthcare institutions, these institutions are regionally focused, and residents of the local communities still experience a great disparity in the quality of their local health and healthcare in spite of their proximity to this wealth of resources.
- **Community Involvement** - there is seemingly not much intentional connection between development plans of healthcare institutions and local community development efforts, especially in comparison to the community connections with higher education institutions.
- **Transportation** - traffic and parking for employees and patients remain a concern.

Recommendations for the Healthcare sector to address include:

- Enhancing healthcare outreach to local residents, especially children, to address growing health and healthcare disparity of neighbors; expanding the community health partnership efforts of UPMC's Department of Community Initiatives.
- Providing bus/transit passes for employees similar to that of the University of Pittsburgh to lessen traffic and parking by growing employee based in Oakland.
- Join with higher education institutions and others in looking at transportation issues in a more collaborative fashion.

### **Nonprofit - Cultural and Social Service**

Oakland is home to a large number of nonprofit cultural and social service nonprofit organizations. This report only addresses those with current or pending development plans that may have an impact on Oakland. With its many education, health, and other institutions, as well as amenities like public transit and access corridors, Oakland will continue to be and grow as a focal point for locating nonprofit organizations to respond to the needs of its diverse population. A number of connection issues were addressed:

- **Western PA School for Blind Children** - major facility expansion is occurring into residential property on N. Bellefield, and to what degree community involvement was encouraged in this process is a concern. However, this agency is another example of a premiere regional resource located in Oakland.
- **Carnegie Museums** - development plans are in the early stages but seemingly will occur on existing property and look to improve access and image of this strong regional cultural attraction; how the Carnegie can better connect with the community and the other institutions should be a concern.
- **Peoples Oakland** - with its new facility at Bates and Coltart, this agency is strategically looking at how to best serve the needs of the mentally disabled who are a significant segment of the local population; how this agency connects with students and to the larger healthcare sector of the community is a concern.
- **Community Human Services** - with new leadership this agency is looking to expand its community presence beyond the South Oakland neighborhood it has served so well over the years, particularly toward young and homeless populations in need of support. A more formal plan will no doubt be forthcoming. Institutional linkages, particularly higher education might be given more consideration.
- **United Cerebral Palsy** - expansion and renovation of its center at N. Neville and Centre is underway to better serve its disabled clientele, employees, and the surrounding community; connection to the community and focusing on inclusion as a pathway to community are a hallmark of this agency who have connected with local community interests in their development plans. Parking issues were addressed in this expansion plan.
- **Oakland Planning and Development Corporation** - OPDC maintains an important workforce development initiative, Job-Links, that can ensure a connection between Oakland development efforts and employment for local residents; linkages with institutions for employment and career development is a vital consideration. Related to this workforce development tie is OPDC role in creating more homeownership in the community.

Recommendations for the Nonprofit sector should address:

- **Linking social services with local economic development is a cornerstone of comprehensive community development to build human and social capital in an area.**
- **Cultivating their leadership role in the community and its community development agenda.**
- **Balancing their role as regional resources with meeting the needs of local residents.**
- **Taking a more active role in institutional partnerships with the community, especially higher education and healthcare institutions where their community expertise can be helpful.**
- **Fostering stronger connections to the large student population in Oakland.**

## **Technology**

Oakland as a base of the knowledge industry for our region will obviously serve as a catalyst to technology and the regional economy built around high tech jobs. Of particular concern to this study is the Pittsburgh Technology Center growing along Second Avenue below Oakland and linked to its higher education and healthcare institutions. More recently, plans for the former LTV brown-field in Hazelwood strengthen the connection between Oakland and Hazelwood in this area of technology. A number of considerations emerge in this area.

- Development of the Pittsburgh Technology Center has been largely internal and not connected to any Oakland planning processes; however, this development impacts Oakland in real, e.g. traffic, and potential, e.g. jobs, homeownership, ways. Hazelwood's master plan has been much more community-centered in its focus on site development along Second Avenue and Riverfront.
- Connections to corridor and gateway plans for Oakland, as well as image/aesthetics are linked with this development.
- Considerations of development along this corridor must also focus on the riverfront and the need to develop this space resource wisely.

Recommendation in this sector should address:

- **Using the Oakland-based institutions to stimulate technology development, then using the technology economy for student and resident employment - grow and nurture our own strategy.**
- **Looking to Oakland and Hazelwood as places for employees to live and own, and related to this taking a more active role in supporting local neighborhood development through jobs, housing, and connection with development planning processes.**
- **Taking a smart land use approach to development, particularly the limited riverfront resource.**

## **Parks and Recreation**

The primary focus for this study in this sector were plans related to development in and around Schenley Park, including the Pittsburgh's Regional Park Master Plan (a commendable planning initiative in scope and process) and a number of other community and institutional plans that address parks and recreation. While parks and recreation are a major resource in and adjoining the Oakland community, the community has not been too involved in this sector and vice versa, and that is somewhat disturbing given the great resource Schenley Park, in particular, represents to its neighbors. Development in and around neighborhood parks does have an impact on Oakland and development area/issues include:

- **Schenley Plaza** - represents a key focal point for development in Oakland, especially as it connects to Schenley Park and advances Oakland as a "showpiece", but replacing valuable parking must be addressed.
- **Phipps Conservatory** - is developing a stronger connection to Schenley Park, but needs to make similar connections to the community. Parking and traffic is also a concern.
- **Flagstaff Hill** - as a gateway to Oakland and CMU and as a regional and neighborhood resource this showpiece property is a valuable resource.
- **Panther Hollow**- development in this reclusive area of Oakland is far from coordinated or connected to community residents; consideration should be given to the tie among parks, residents, institutional development, and transportation interests.
- **Junction Hollow** - another park corridor from the Hazelwood/Greenfield side is important in the same vein as Panther Hollow.
- **East Entry** - via Boulevard of the Allies there is no real gateway to the park; both care and pedestrian traffic should be considered.
- **The Oval** - slated for some major overhauling, this prime recreational resource should include Oakland community input and use.
- **Prospect Hill** - offer some unique visual vantage points and how Oakland is seen from here may be a consideration.
- **Panther Hollow Drive** - a somewhat difficult thruway in Schenley Park, expansion of parking and pedestrian flow are other considerations.
- **Schenley Park Golf Course** - vehicle and pedestrian safety are a concern; this course could become a regional asset and showpiece with better planning.
- **Mazeroski Field** - this small, underused ballpark adjoining the campus near the Business School and Frick Fine Arts is a point of contention between the University of Pittsburgh, City Planning, and the local community with potential for collaboration.

While each of these areas represents development opportunities, the following are recommendations that address the overall connection of Parks and Recreation to Oakland:

- **Focusing more attention on the potential of the park-community connection might help community organizations and institutions to take a more vested interest in this key regional resource.**
- **Considering a student and resident advisory board to work on Park programming and especially reprogramming of Schenley Plaza as a showpiece in the Oakland civic hub.**
- **Considering a capital campaign for the redevelopment of Schenley Plaza.**
- **Looking at the use of Schenley Park for parking within the overall transportation planning in Oakland.**
- **Include Hazelwood in development of Junction Hollow as this represents a**

**connection to the development corridor along Second Avenue and the riverfront. Reconnect the Conservatory and Schenley Park to the Oakland community and link this with the larger development of Oakland as a “showpiece”.**

## **Transportation**

If there were one area that showed up in every other plan reviewed, that would be transportation and its companion issues of traffic and parking. Transportation is the single biggest disconnect in development planning for and in Oakland. Beyond the comments in other plans, this study examined the Pitt Transportation Study and the regional Transportation Plan - the Mon-Fayette Expressway. To say that the Mon-Fayette Expressway is a contentious point within the Oakland and Hazelwood communities is putting it mildly; however, it is serving as a catalyst to more comprehensively look at transportation issues in and around Oakland. The plans examined provide several issues for consideration:

- **Pitt Transportation Study** - examined traffic and parking issue relative to the current and planned developments of the University of Pittsburgh Master Space Plan, particularly, the Hilltop Garage, Schenley Plaza, and the Convocation Center. Community input was seriously solicited, but this older plan looked at the issues only from Pitt's development.
- **Mon-Fayette Expressway** - a major toll expressway connecting Pittsburgh and Eastern corridors with Southwest PA; substantial public comment has been solicited; however, the feeling is strong that such input doesn't matter. Given the location of the Expressway along the Second Avenue corridor and connecting at Bates Street, the impact on technology and community development is a serious issue.
- **Mass Transit** - Oakland is the second highest volume transit point in Southwestern PA region, but is Oakland a destination or a pass-through point. Is the issue more roadways or more effective ways to move large numbers of people.
- **Social Fragmentation** - Oakland is a community physically broken apart by roadways like Boulevard of the Allies, Bates Street, Fifth and Forbes, and others; these serve as barriers to pedestrian traffic and cutoff and isolate parts of Oakland.

Recommendations in these areas of Transportation should address:

- **Developing a mass transit option as the universities, institutions, and residents need a transportation system to better move large numbers of people in, through, and around Oakland, but one that would enhance the quality of life and aesthetics of community, e.g., underground.**
- **Increase homeownership and residency among those who work in Oakland, particular through employer incentive programs.**
- **Enhancing pedestrian flow and activity by creating pedestrian friendly connections along major roadways that now fragment and isolate Oakland neighborhoods.**
- **Establishing a single City Council representative for Oakland to enhance consensus planning.**

The uniqueness of Oakland was surely evidenced in this study. Oakland is at once an important cultural hub and regional attraction, the largest commercial and institutional based

outside of downtown, a major traffic thru-way and connector, the focal point of our future knowledge and high technology economy, and, of course, home to many permanent and transient residents across several distinct neighborhoods. Restoring and/or maintaining the balance among these interests and their visions of the community are and will remain daunting tasks. Development of and in Oakland must be mindful of each of these realities and the impact that change in one has on the others.

A number of issues or recommendations seem warranted as we conclude this summary:

- **“Who is Oakland for?” is a question that must be asked and answered through consensus building toward a common vision that works from existing consensus plans.**
- **Housing, especially restoring the residential base of Oakland neighborhoods, is a priority. Institutions, in particular, should do more to support community development that encourages employees, graduates, and knowledge workers to become residents. This strategy should also extend to the corridor community of Hazelwood.**
- **Traffic, Parking, and Transportation issues must be more fully examined and addressed in a coordinated fashion. This area, probably more than any other, was seen as a major disconnection among development plans and one that rests largely outside the community to address.**
- **The appearance, safety, access, and utility of Oakland must receive more attention. Perhaps with the strong interest from the Allegheny Conference on Community Development makes Oakland a regional “showpiece” that lack political interest and support for this area might be counterbalanced.**
- **The role of organizations like the Oakland Planning and Development Corporation and the Oakland Community Council must be enhanced and supported as critical to including and protecting the residential base of this community and its neighborhoods, as well as leading the development of the community.**
- **Efforts like the Oakland Task Force that are working and building from consensus initiatives like the Oakland Improvement Strategy must be encouraged and supported; hopefully, this will be done in concert with the above organizational enhancements.**
- **Greater consideration must be given to use of the limited space in and around Oakland, including a greater linkage to the adjoining Schenley Park, riverfront brownfields and technology sites, connecting points like Junction Hollow, and the longer-term linkage between Oakland and Hazelwood and Oakland and Downtown.**

We will use the feedback from our presentation on this study and review of the draft document to further revise this report toward a final product.

## INTRODUCTION

This report represents the results of a class project conducted by a group of ten graduate students from the Advanced Community Organizing Seminar in the Community Organizing and Social Administration Program at the University of Pittsburgh School of Social Work. These students were engaged in this study of Oakland-focused development as a service learning activity to enhance their working knowledge of development plans and planning process. The study was carried out on behalf of the Oakland Planning and Development Corporation and in collaboration with the University's U.S. Department of Housing and Urban Development (HUD) funded Community Outreach Partnership Center. The goal of this effort was to better understand the many and diverse plans that have been developed for the Oakland area and its neighborhoods, as well as to assess the connections and disconnection these plans have with one another and, in particular, with the Oakland Improvement Strategy. **Recommendations made in this report are noted by bold/italics and underlining.**

It is important to recognize the limitations and biases of this study. First, as a student class project, this study was a service-learning exercise to familiarize students with community planning products and processes. However, this study was also an applied research project that, in educating the students, was also intended to benefit the community and its lead community-based organizations (Oakland Planning and Development Corporation and Oakland Community Council) in better understanding and working with the many sectors seeking development of Oakland. Secondly, as these students are part of a program in Community Organization and Social Administration, this study reflects an educational bias around community-centered planning and the roles of nonprofits in community development efforts. While focused on Oakland this study also considered development plans in Hazelwood and areas such as Junction Hollow that are connection between Oakland and Hazelwood. This study was interested in common development issues between Oakland and Hazelwood in areas like technology, housing, transportation, and land use. Lastly, in this regards, the study used as its primary comparison plan the ***Oakland Improvement Strategy*** based on the rationale that this is the most comprehensive of Oakland plans and is the only plan inclusive and representative of the many, diverse interests of the community – residents, community

groups, businesses, educational institutions, healthcare facilities, and nonprofits cultural and social service organizations and institutions. Still, even with these limitations, its authors feel this report has merits for helping to create a fuller picture of the Oakland's development potential and issues.

Oakland is a community of many contrasts and an area of competing and complementing development interests; the following are only a sampling:

- Oakland is a number of distinct neighborhoods: Central Oakland, South Oakland, North Oakland, West Oakland, and the newest area Oak Hill; each of these areas has further defined neighborhoods, blocks, and community-based organizations.
- With its existing residents and influx of student residents Oakland is the largest and one of the most densely populated of Pittsburgh neighborhoods.
- Oakland, few realize, is also the third largest commercial district in Pennsylvania behind the Philadelphia and Pittsburgh downtowns.
- An area of intense economic growth, Oakland's education/healthcare institutions represent the largest employer-base in the Pittsburgh region.
- At the same time, the rate of poverty and unemployment in many surrounding Oakland neighborhoods/census tracts mark them as HUD-eligible community development, low to low-moderate income areas.
- The Oakland area is home of the newly emerging Oak Hill neighborhood, a mixed-income neighborhood created from the renovation and redevelopment of the former Allequippa Terrace public housing community under a HUD HOPE VI initiative through the City of Pittsburgh and the Pittsburgh Housing Authority.
- Oakland continues to be the educational and healthcare hub of the region.
- While remaining one of the primary civic and cultural districts in Pittsburgh, Allegheny County, and Southwest Pennsylvania, Oakland, historically and until recently, also served as the center of major sporting events for the region.
- Oakland continues to be the base of a number of nonprofit, social service agencies that respond to the needs of both local residents and the larger transient populations that connect to Oakland through its various institutions and promote collaborations of service.

- Oakland is a key destination but also a major traffic corridor to/from downtown.
- At the start of a new century, Oakland is envisioned as a major technological and economic catalyst for the Pittsburgh and Southwestern Pennsylvania region by virtue of its educational and health resources and the recent availability of adjoining development parcels, Pittsburgh's primary high technology corridor. *The Allegheny Conference on Community Development has recently recognized "Making Oakland a Showpiece" in our region as a priority in their latest community development agenda.*

An earlier study of the community, *Oakland Issue Paper* (1994), prepared for the City of Pittsburgh by Quick Ledewitz Architects, portrays Oakland, in reality and potentially, in several alternative development concepts: 1) a Second Downtown, 2) a Neighborhood, 3) a Campus, 4) a Small Town, and 5) Pittsburgh's "Left Bank" (seemingly the architects preferred vision of Oakland). Other studies, *Oakland New Economy Connections* for example, chose to focus mostly on one vision or concept of Oakland and its development. Likewise, many of the plans studied for this report, with the exception of the *Oakland Improvement Strategy*, have a limited development focus that, while considering other input and views, are biased toward a given sector or interest. Oakland appears to or is being asked to be all of these important and diverse visions. Whether Oakland is trying or needs to try to be "all things to all people" is another matter.

If any factor emerges from this study, it is that Oakland has and will remain an area of competing and complementing interests. This reality does not so much raise the question, "Who is Oakland For?" It is a given that Oakland has and will remain of local, regional, national, and even international interest, and each of these interests will continue to be concerned with local development. The real challenge this study seems to underscore is the need for balancing and, hopefully, crafting a shared vision of what this community *can and should become* – a subtle, but distinct difference in process and impact.

This study poses a number of critical questions that it is better suited to presenting than answering. Is it possible for Oakland to hold all these competing interests? How can

these interests be more complementary and collaborative? What resources are needed to help create and implement this unique and dynamic neighborhood that Oakland is and wants to become? How can the interests and needs of long-time residents and community sectors be appropriately and respectfully incorporated into the future Oakland? How can Oakland begin to make the connections and avoid the disconnections that have become part of the diverse planning processes in this community?

This Report examines a number of development plans from key sectors, including:

- **Community-based Plans and Business Development**
- **Higher Education Institutions**
- **Healthcare Institutions**
- **Nonprofit Cultural and Social Services**
- **Technology**
- **Parks and Recreation**
- **Transportation**

## COMMUNITY PLANS

Several recurring themes can be found in a majority of the community plans studied for this project. While separate reference will be made to each of them, they will be discussed jointly given their inter-relatedness. Community plans reviewed include:

- 1) *The Oakland Plan*. 1977-79 (Oakland Directions, Inc.)
- 2) *Oakland Issue Paper: An Urban Design Proposal* 1994 (Quick Ledewitz Architects)
- 3) *The Oakland Improvement Strategy: A Comprehensive Strategy for the Development, Improvement, and Zoning of Oakland's Public Corridors, Housing and Commercial Areas*. December 1998
- 4) *Comprehensive Real Estate Development Strategy*. April 2001 (Oakland Planning and Development Corporation)
- 5) *Oakland New Economy Connections*. May 2001 (Systems Synthesis Project of Carnegie Mellon University's Heinz School of Public Policy and Management)
- 6) *Master Development Plan for Hazelwood*. 2001 (City of Pittsburgh)

Among all these plans the *Oakland Improvement Strategy* reflects the most inclusive and collaborative planning process involving significant community, institutional, and business representation. The earlier *Oakland Plan* addresses many of the same concerns in similar ways but is seen as more the "peoples" or residents plan for the community. The most recent plan reviewed, the *Master Development Plan for Hazelwood*, shares a focus on technology development in the Second Avenue corridor

that joins Hazelwood and Oakland, a common connection along the area known as Junction Hollow and Panther Hollow, and an interest in developing housing to meet new high technology and Oakland institution-based employees.

### **Housing and Neighborhood Issues - Background**

Housing stock in Oakland has been described in the Oakland Improvement Strategy as “diversified...an opportunity for people with a variety of tastes, needs, and incomes...” However, much of the housing focus in Oakland stems from student residents. Institutions located in Oakland went through periods of expansion in the 1950’s and 1960’s when, according to a local community leader, “Pitt was planning as if in a field with a lot of open space”. The growth of the University of Pittsburgh in the 1950’s and 1960’s from a commuter school to a campus environment led to increased student enrollment in the late 1960’s and 1970’s and, consequently, resulted in an increase of students in the Oakland community. Property owners recognized and seized the opportunity presented by the increased student enrollment and corresponding need for housing by converting many large homes and other buildings into multi-unit apartments that were rented to students for considerable profits.

Community residents became concerned about the resulting dense, transient housing conditions that impact upon the neighborhoods. The concentration of students and young professionals particularly in Central Oakland had brought about major changes in the housing market that has seen a steady decline in the number of owner-occupied housing units had declined to 23.3%, according to the earlier *Oakland Plan* analysis, the percentage of one-person households and the turnover rate of households had increased 40.6% and 41% respectively. What had been strong, stable neighborhoods continued to become more fragile and transient.

Housing deterioration is another physical problem of the neighborhoods. Lack of building sites and the pressure of the lucrative market to convert existing housing into rentals has been a major reason for limited housing development in Oakland. With the exception of Holmes Court (a building site became available with the closure of the

former Holmes Elementary Schools) and specialized senior citizen housing units, little new housing stock had been developed in Oakland for decades until the massive redevelopment of the Allequippa Terrace Public Housing Community into the neighborhood of Oak Hill under a HUD HOPE VI initiative and the recent university-based Bouquet Gardens student apartment complex. Compounding the housing issue are the absentee landlords. Many single-family homes and apartment buildings remain in need of rehabilitation to slow deterioration and meet minimum building codes, but this is not taking place. The increased density, transience, loss of families, and deteriorating housing stock precipitated the development of the Oakland Plan between 1977-1979 and still drives the community planning vision today.

Referred to as “The People’s Plan” - according to Kathy Boykowycz, then president People’s Oakland, a community-based group – *The Oakland Plan* was the first attempt to bring together a diverse group of stakeholders, including: the institutions of Oakland, government, business owners, city planning officials, developers, employees, students, and residents, to address the issues in Oakland. Attention was given to community participation with community forums, Task Force workshops, meetings, and interviews being the vehicles with which to accomplish it. Kathy states that the most successful lesson learned from this process was the need for stakeholders to be involved in planning. At the time community planning was a new concept and was primarily done by those “downtown. She acknowledges that there are specific areas where the stakeholders may never agree, adding it was true then and is true now. The Oakland Plan’s process laid the groundwork for new community-based groups such as People’s Oakland, Oakland Directions, Inc., which became the Oakland Task Force, and the Oakland Planning and Development Corporation, believed to be Oakland’s first CDC.

To address the issue of housing, the Oakland Plan’s stakeholders developed several strategies to be implemented. The parties responsible for the implementation of these strategies were neighborhood organizations, residents, the City, and the institutions. The University of Pittsburgh was responsible for developing/building of student housing within close proximity to the campus. Neighborhood organizations were to assist residents in identifying funding sources for rehabilitation of existing properties and to

work with the City and HUD to obtain funding for new housing. It does not appear that any definitive strategies were developed to address the issues of code enforcement.

Similar concerns about Oakland's density and neighborhood deterioration were again raised almost two decades later during the development of the "action agenda" of *Oakland Improvement Strategy (OIS)*. This was not a comprehensive community development strategy, as focus was limited to interdependent topics that were "determined to have the most immediate impact upon altering/revitalizing/strengthening the residential market..." in Oakland and where there was mutual agreement by all parties. The planning process for the *OIS* was similar to that of the *Oakland Plan* with public forums and meetings held to engage a diversity of stakeholders.

In the *OIS*, deterioration of the neighborhoods and housing were of particular significance because of their impact upon short and long-term economic revitalization. The visible deterioration poses an obstacle in that it contributes to Oakland's poor image and potential for investment. Consequently, these issues serve as deterrents to Oakland becoming the place new technology employees and their families call home.

The disconnecting point between the two plans is unclear with respect to the remediation of the housing and resulting neighborhood issues. Some actions were taken by the University of Pittsburgh to address the density issue as some student housing was relocated/developed. However, it would seem that those efforts are still short of what is needed in order to have a significant impact. It is possible that efforts to rehabilitate and create new housing were affected by a lack of funding on the part of residents, the City, and/or HUD. Both plans call for similar strategies to address the housing issue, with the *OIS* adding code enforcement to the repertoire.

The *Comprehensive Real Estate Development Strategy* developed by the Oakland Planning and Development Corporation in April 2001, appears to be driven by economic development/expansion in Oakland. It reflects continued concerns regarding neighborhood deterioration and housing, the same concerns expressed in the previous two community plans. In addition, the strategies to address these issues are similar to the

earlier plans: 1) new construction, 2) housing rehabilitation, 3) increase owner occupancy, and 4) relocating students to alleviate density.. It would appear that the lack of implementation funding has led to the *OIS* falling short and these issues being resurrected by OPDC. It is not clear what level of community involvement was part of this housing strategy development process. It is most likely that it was developed as an implementation strategy and based upon the *OIS*. The fact that a community-based group has “adopted” these specific issues may give some additional assurance for the implementation and level of completion of the actions necessary to address these issues.

The *New Economy Connections Report*, prepared for the Oakland Planning and Development Corporation by students in the John Heinz School of Public Policy and Management at Carnegie Mellon University in 2000-2001, is largely driven by prospective economic expansion and “flavored” with a bit of policy. It not only addresses the necessary elements needed to maximize Oakland’s potential in light of the growth in the technology sector being driven by Oakland universities, but it also makes reference to partnerships between universities and communities given their interdependence. Considerable information was gathered for the development of this plan from Census data to interviews and surveys of employees, students, technology companies, and institutional stakeholders. However, it does not appear that there was significant engagement of community residents who were not students. While this plan and the *OIS* are both driven to various degrees by economic expansion and an examination of issues for Oakland to both survive and thrive, the processes from which they were derived indicate differences in their frames of reference. In spite of its tone, however, the *New Economy Connection Report* does not seem to minimize the importance of community involvement and input. It elaborates greatly on examples of institutional and community partnerships and makes recommendations for enhanced collaboration, especially among higher education institutions and with the community.

The *City of Pittsburgh Master Development Plan in Hazelwood and Oakland* plan was developed earlier this year. In examining neighborhood issues, neighborhood deterioration was also found to be an issue for the Hazelwood community. Hazelwood is

of significance due its proximity to Oakland, its corridor status to Oakland, the economic role it is to play with development of the former LTV industrial site, and the prospect of the Mon-Fayette Expressway connections. The fates of Oakland and Hazelwood seem strongly intertwined. Density and transience are not significant issues for Hazelwood; however, Hazelwood's neighborhoods are faced with substantial blighted and vacant properties. A recent *Hazelwood Housing Inventory* (October 2001) by University of Pittsburgh students engaged through the Community Outreach Partnership Center shows a 17% drop in home-ownership, as well as a nearly 25% of properties blighted, abandoned, or leined. The Hazelwood Initiative has gone to considerable lengths to engage residents in planning. While residents have responded with interest, there appears to be conflicting interests among neighborhoods. Disconnections were not apparent between this plan and the *OIS*, and the plans appeared very complementary.

With the demise of the steel industry, the decline of the manufacturing sector and the growth of the technological sector being driven by the Oakland universities, Oakland is seen as a catalyst for regional economic revitalization. Hazelwood is also being view economically and technologically due to its proximity to Oakland, its available riverfront development property, and transportation factors that interconnected their fates. These two communities have been presented with unique opportunities for economic revitalization. The economic engines that continue to be fueled through endeavors of Oakland universities are seemingly gifts placed in their lap. While faced with the challenge of competing stakeholders goals and interests, these community and institutional interests could maximize benefit through continued communication and collaboration. First they must understand that their interests are interdependent. Without healthy, stable, and attractive neighborhoods, the universities are going to continue to be faced with the obstacles of attracting/retaining talent in the region. Without an increased tax-base in these communities, revitalization will be more difficult. Therefore, continued dialogue between the communities and the universities is necessary.

It is also vital for the universities to demonstrate interest in the communities' expressed concerns. Participation in community meetings and action on the part of the universities when it is within their scope to act will communicate to the community that

the universities are not acting paternalistically. While the University of Pittsburgh has taken steps to demonstrate their desire to partner with the community through its recently established Community Outreach Partnership Center, *stronger and more unified participation in the community on the part of both Oakland universities is recommended.*

*One contribution to community stabilization both universities could make would be the initiation of housing programs for their employees. UPMC has a model that could be duplicated by both universities, and Fannie Mae offers significant support nationally and locally for creation of Employee Assisted Housing Programs.*

The universities could also “lend” its resources where there are community needs. Computer classes or instruction on child development/parenting are examples of contributions that might address needs of some of the residents in Oakland. Continued dialogue and an attitude of “being in it together” would benefit not only these communities and institutions, but the entire region. Therefore, all possible resources should be committed to maintain a collaborative approach to community development in Oakland and Hazelwood.

### Land Use and Expansion Issues

The *Oakland Improvement Strategy* proposes a need to increase pedestrian amenities in Oakland’s commercial core. It describes the need for a core with consistent identity. Specifically, the goals of implementing sign ordinances to distinguish the Oakland residential and commercial core, planting street trees, widening sidewalk space and the call for zoning measures that will allow for mixed use access within the business district are all areas of concern *that help promote the community and attract people.* The

***Oakland Improvement Strategy*** (1998) Partners that developed these goals included:

- ***Community and Civic Association Partners:*** Oakland Community Council, Oakland Planning and Development Corporation, (the former) Oakland Directions Inc., Bellfield Area Citizens Association, Breachmenders Ministries Inc., #4 Block Club, Oak Cliffe Housing Club, Oakland Business and Civic Association, Peoples Oakland, and Community Human Services;

- ***Institutional Partners:*** University of Pittsburgh, UPMC Health System, Carnegie Museum of Pittsburgh, Carnegie Mellon University, Children’s Hospital of Pittsburgh, Magee-Woman’s Hospital, Schenley Golf Course, and Western Pennsylvania School for Blind Children.
- ***Government:*** City of Pittsburgh - Planning Department, Urban Redevelopment Authority of Pittsburgh

## **Aesthetics/Image Work**

Pedestrian friendly walk places are necessary to promote a successful Oakland commercial core. Expanding existing sidewalks and planting street trees where sidewalks have been extended are both a part of creating an attractive environment. The *Gateway Development Strategy* (found within the Oakland Planning and Development Corporation’s Real Estate Development Strategy 2001) was developed to respond, in greater detail, to the lack of visual connectedness in Oakland. Through the use of additional landscaping and sign ordinances, the gateway treatments are expected to delineate the transition points from commercial to residential areas. Complementing the ideas proposed in the *OIS*, the project targets four specific areas for entry enhancements:

- Schenley Plaza - *Oakland’s Ceremonial Entry and Community Hub*
- Forbes Avenue at the Boulevard Bridge (near the Craft Avenue intersection) - *Oakland’s Front Door and Promenade Entrance*
- Bates Street to the Boulevard of the Allies-*Oakland’s Highway Access*
- Bigelow Boulevard and Craig Street-*Oakland’s Back Door*

### **Oakland Business Improvement District**

The *Oakland Business Improvement District* (OBID) developed in direct response to lobbying by businesses, institutions and property owners within and outside of the Oakland community. As part of the *Oakland Improvement Strategy* action agenda, OBID was established to further redevelop and extend the commercial core in Oakland. Many of the ideas proposed by *OIS*, such as efforts to improve the appearance and perception of safety have been taken on through the Oakland Business Improvement District. BID partners in Oakland include: 1) Property owners, 2) Local Merchants, 3) Local Institutions (i.e. University of Pittsburgh, UPMC, Magee Women’s Hospital), and 4) City of Pittsburgh

During an informational interview with the Director of Oakland Business Improvement District, emphasis was given to:

- *cleanliness* on the commercial core streets,
- plans for a *streetscape design project* intended to help make Oakland a more vibrant destination,
- *security network* among institutions and businesses to encourage proactive communication on safety matters,
- *market/promotion campaign* that works to boost Oakland's image by developing *Only in Oakland* publications listing where one can eat or find entertainment.
- OBID's *newsletter*
- *cultural food festivals* that aim to promote resident, business owners and institutions interaction and attract others to use the central commercial core.

OBID is also involved in *loading zones/parking issues* for businesses. The BID raises merchant awareness and works to help eliminate the need for double parking by repainting loading zones. According to the *Urban Design Study*, the need for mix use zoning will help Oakland circumvent the lack of retail ventures due to an excess of fast food or bar establishments.

Issues and ideas to consider about Oakland's business district include:

- Impact of increased non-neighborhood traffic on Oakland Residents
- Street-face or street-scape programs aren't easily implemented due lack of merchant and property owner consistency in ownership
- Oakland Business Improvement District dedicates 48% it's budget to cleanliness. How much/how little is the city required to do *regarding maintenance* when OBID uses half of its budget for such purposes. *If examined more closely, would the BID have more funds available to focus on marketing and increasing communication* between stakeholders? (i.e. programs similar to *security network*).
- The BID's Board stirs the direction (strategic plan) of BID's involvement with Oakland's commercial core through the consideration of how the BID can be a

hospitable and welcoming environment to *Board member communities (i.e., work, home or other affiliation)*.

- While residents within Oakland Community may be informed about the BID through the Oakland Community Council, residents might be more informed if they received the BID's newsletter (*currently issued to institutions, businesses, students, and employees*).

### **New Traffic Patterns**

According to the *Oakland Improvement Strategy* the focus has been “on a limited agenda of interdependent topics: housing, improvement of public corridors, and zoning”. The City of Pittsburgh’s *Master Development Planning in Hazelwood and Oakland* described the OIS strategy as taking an *inward* approach to development, implying that discussion on technological expansion efforts/transportation issues, outside Oakland’s immediate boundaries, has not occurred or has not been heavily explored by the *Oakland Improvement Strategy*.

Partners Involved in the City of Pittsburgh’s *Master Development Planning in Hazelwood and Oakland Plan* have included: 1) The City of Pittsburgh’s Department of City Planning, 2) Neighborhood representatives, 3) Community Volunteers, and 4) The Saratoga Associates (TSA) – the planning consultant. The City of Pittsburgh’s *Master Development Planning in Hazelwood and Oakland (2001)* underscores Pittsburgh’s need to redefine itself in the new economy with efforts that help foster sustainable communities. Viewed as an immense challenge, these efforts involve:

- Identifying meaningful connections from the LTV Cokes Works site and Junction Hollow into Hazelwood and Oakland neighborhoods

- Investment plans for neighborhood renovations
- Revitalization strategies for Hazelwood's Second Avenue, Hazelwood Avenue, and Irvine Streets
- Greater understanding, on the part of Oakland and Hazelwood residents, concerning the impact of the Mon-Fayette Express (MFE) Way (designed to link Southwestern PA's southern counties and Pittsburgh).

## **Oakland and Hazelwood Resident Impact on Planning Process**

The City of Pittsburgh's *Master Development Planning in Hazelwood and Oakland* noted that residents within Hazelwood have been very cooperative by showing "an impressive capacity for imagination beyond their own borders and have tapped substantial community involvement". While Oakland residents are described as having had a strong voice in protecting their neighborhoods, this plan makes the case that true success will take place when Oakland residents have a better understanding of "the power of economic expansion and access, the consideration of access (transit) models in Junction Hollow which could prove non-disruptive; and . . . imagining expanded opportunities for those outside the Oakland parameter, i.e. Hazelwood residents".

## **Mon-Fayette Expressway Impact on Economic Health in These Neighborhoods**

The *Hazelwood: Making New Connections Analysis* questions whether any highway be constructed at the expense of the economic and environmental health of the communities it will disrupt? The authors further suggest that Mon-Fayette Expressway (MFE) will not only create a physical barrier but also a psychological one. Residents may experience "a loss of connectedness to the social network they once knew". Furthermore,

while proponents of the MFE claim it will solve the problems incurred by isolation in the Mon Valley, the *Hazelwood Making New Connections Analysis* raises the concern that the real beneficiaries will be Fayette and Washington Counties, not the lower reaches of the Mon Valley.

### **Recommendations/ Ideas on Competing Institutional Interests:**

With expansion efforts currently in progress by most major institutions, Oakland should continue to look for ways to provide amenities for prospective newcomers. This report concurs with *Oakland New Economy Connections* recommendations to avoiding isolated interests:

- *Institutions should provide incentives for faculty and community engagement-working to foster community problem-solving, as the University of Pittsburgh is now doing through its Community Outreach Partnership Center.*
- *Establish formal collaborations between University of Pittsburgh, UPMC, CMU, and the Carnegie Museums to explore joint partnerships in the community to ensure equal commitment to community involvement by Oakland's institutions. Frequently, the level of community partnership is indicative of how institutions define community.*
- *Strengthening the Oakland Task Force and OPDC as organizations comprised of institutional representatives, community leader,s and government representatives, to encourage institutions to maintain similar levels of community engagement that ensure individuals representing their institutions have a meaningful community linkage role.*

### **Will competing interests ever die?**

Residents are concerned with attracting a permanent residential population (i.e. younger families). The universities, businesses, cultural institutions and technology centers, hospitals, and funders all have a definite stake in promoting the economic growth of the region (with Oakland as a centerpiece or the “gateway” to southwestern PA). Final question, are the residents ready for this change and what will happen to their community as a result of this rapid phase of expansion and development?

## HIGHER EDUCATION INSTITUTIONS

Higher Education represents one of the largest institutions interests in Oakland. The following higher education institution plans were reviewed and analyzed for this report:

- 1) *University of Pittsburgh Master Space Plan 1994*
- 2) *University of Pittsburgh Facilities Plan 1998-2007*
- 3) *Carnegie Mellon Campus Master Plan 2000*
- 4) *Carlow College Master Plan*

### University of Pittsburgh Master Space Plan

The goal of the University of Pittsburgh Master Space Plan (1994) is to establish a framework to guide the physical development of the University of Pittsburgh over the next twenty years in a manner that is supportive of the University's academic mission. This master plan is to fulfill the City of Pittsburgh's requirement for institutional master planning. At the same time, according to one of the interviewees, the conflicts in the land use for Syria Mosque site between UPMC and University of Pittsburgh stimulated the University's serious response to the Master Plan process.

The Plant Utilization and Planning Committee (PUPC) gave recommendations in areas include campus zones, University Library System, Faculty of Art and Science, Professional Schools, University of Pittsburgh Medical center, Housing, Athletics, Physical Education, Intramurals, Recreation, Administration, Utilities, Vehicular Transportation, Parking, Outdoor Leisure Space, Pedestrian Circulation, Architectural, and Aesthetic. PUPC also prioritize these

recommendations into short, mid, and long range plan:

#### **Short-range Plans**

##### *New Construction Project*

- Multi-Purpose Academic Complex
- Addition to Hillman Library
- Convocation/Event Center
- WPIC: Children and Youth Center
- College of Business Administration
- Science Education Addition

##### *Renovation Projects*

- Stadium Football Facilities: Phase I
- Renovation of Bellefield Hall
- Renovation of the Masonic Temple
- Renovation of Eureka Building

- Renovation of Music Building
- Renovation of other vacated space
- On-going renovations, code compliance, and deferred maintenance
- Fifth Avenue Development. The University is exploring the use of the property located in the area bound by South Bouquet Street, Fifth Avenue and Oakland Avenue.

## **The mid-range plan**

### *New Construction Projects*

- 200 low-rise Student Residences on the Hillside
- Other 800 student residences. The locations of the facilities will be determined in the Comprehensive Housing Strategy.

### *Renovation Projects*

- Hillman Library
- Stadium Football Facilities, Phase II to VIII
- Other renovation Projects

## **The Long-range Plan**

- Trends impacting the future of higher education institutions. Economic, demographic, and legislative factors were discussed.
- The Syria Mosque site. This site was purchased and now owned by UPMC in a bidding competition with its alter ego, the University of Pittsburgh – a rather awkward situation. There is significant disagreement between the University and its UPMC Health System on the proposed use for this space, and, as a result, this site is currently used only as a parking lot. PUPC suggested that the University work with the site’s owner to explore reuse options. Options include student housing, student center, or new Science Complex.
- Approved Commonwealth of Pennsylvania Capital Projects.
  - 1) Alumni Hall and the Chemistry Building: Renovation and Addition.
  - 2) Trees Hall: Renovation of the Pool and Gymnasium Complex
  - 3) Victoria Hall: Construction of an Addition
  - 4) Forbes Quadrangle: Construction of an Addition.
  - 5) Renovation and Code Compliance for State Building (including ADA)

In addition to these recommendations, the *Comprehensive Housing Strategy*, as a part of *Master Plan*, was submitted later. The goals of the *Comprehensive Housing Strategy* are to meet the University’s student housing needs and to participate in the Oakland community development effort.

- Undergraduate housing needs would be met through private development on University owned land, new on-campus fraternity houses developments, and the adaptation of existing space to create additional housing. Further, the University will strictly enforce the Student Code of Conduct governing student behavior off-campus. Graduate student housing will be improved through identifying and marketing appropriate off-campus units. Improvements will also include safety enhancement and transportation.

- Community development objectives require establishing an Oakland Residential Property Inspector, encouraging University faculty and staff to purchase housing in Oakland, adopting anti-speculation policies, and continuing the Oakland Development Fund (ODF) that supports projects involving the Oakland Planning and Development Corporation.

## **Planning Process and the method used for information gathering**

The time frame of the planning process was from 1991 to October 1995. The University Senate's Plant Utilization and Planning Committee (PUPC), the Community Interface with the Master Plan (CIMP) committee, the Office of Facilities Management, Governmental relations Office (GRO), the City Planning, and the Oakland Agreement Committee had inputs in the planning process of *Master Plan*. Comprised of representatives of the faculty, staff, undergraduate and graduate student bodies, and the administrative of University and UPMC, PUPC were responsible for fostering development of the Master Plan. According to the Master Plan, PUPC conducted broad-based interviews with representatives from the Office of Provost, the Library System, the Vice President of Student Affairs, the Housing Office, Public Safety, Parking, the Athletic Department, the Medical center, UPARC, Carlow College, The Carnegie, Carnegie Mellon University, VA hospital, community organizations, City Planning, Allegheny County Planning, and City of Pittsburgh Parks and Recreation to gain a understanding of needs and to develop recommendations for improving space resources. Comprised of Community Relations Committee, Oakland community groups, PUP committee members, representatives from University of Pittsburgh and UPMC, CIMP reviewed drafts of the Master Plan and made recommendations for additions and changes to PUPC reports and drafts. The Office of Facilities management provided technical assistance to the PUPC. This included the completion of an audit of all University owned, operated, or controlled property in the greater Oakland area and the assessment of physical conditions of University facilities. The Government and Community Relations office helped to ensure on-going dialogue with the community.

## **Stakeholders' Comments**

Key stakeholders were asked to comment on the Master Plan. Stakeholders included: Thomas Anderson - Department of Geology and Planetary Sciences (PUPC), Ana Guzman - Facilities Planning, Dennis McManus - Institute of Politics, John Wilds - Community and Government Relations, Robin Jones (formerly GSPIA), Eli Shorak - Business Affairs, Susan Golomb - Director of City Planning, and Martha Garvey - OPDC. Interview comments noted:

- Master plan significantly reflected faculty's point of view.
- It's good for the community to be involved in the Master Plan because it's the only way to work with institutions.
- Community groups participated in Master Plan for their own interests and not the overall Oakland interests.
- That each groups has their own interests in participating is true, but it's not a bad thing.
- The University was unable to implement recommendations from Master plan due to funding and that angered community groups who stopped meeting.
- The Master plan process was going good; problems were largely non-master plan issues like public safety and opportunities for Oakland residents to benefit from university educational resources.
- City to involvement in the Master Plan was helpful as it gave guidelines on how to proceed with this project.
- Overall relationships between the University and community improved because of this Master Plan process.
- The community was angry when the University couldn't make commitments such as the establishment of Oakland community center.
- The Master Plan meets its objectives.

## Connections

The following are the major points of connection between the *University Master Space Plan* and the *Oakland Improvement Strategy*:

- Both emphasized the preservation, extension and redevelopment of the commercial core along Fifth and Forbes Avenues. Both recognized that the ground floor of new buildings in this area should be used for retail, such as Multi-Purpose Academic Complex at Forbes-Oakland-Bouquet streets.
- Both plans wanted to develop a system of streetscape improvements including lighting, landscape, and street fixtures to enhance retail area. In beautifying

Oakland, both sectors recognized the importance of widening sidewalks and planting the streets

- Both plans also emphasized zoning. *The Oakland Improvement Strategy* designed and proposed Oakland zoning districts in accordance with its existing density and existing housing type to the City Planning. The Master Plan recommended appropriate land use in different campus zones and Oakland district trying to incorporate the scale of University building into that zone. For example, University will comply the Design Guidelines established by the City of Pittsburgh's Historic Review Commission in Oakland Civic Historic District. Further, both plans emphasized developing the definition of neighborhood/campus boundaries.
- Both plans are connected with the issue of housing, as follows:
  - 1) in response to the unmet needs for student housings and the request from community to remove undergraduate student from residential area, the University will build more on-campus housing and relocate fraternity housing on campus;
  - 2) provide encouragement and incentive for University staff and faculty to purchase homes in Central Oakland to fulfill the goal in Oakland Improvement Strategy to attract broader range of residents in Central Oakland;
  - 3) Establish an Oakland Property Inspector and implement of Student Code Compliance are part of the code enforcement mentioned in the *Oakland Improvement Strategy*;
  - 4) Work together to study housing in Oakland;
  - 5) Maintain the Oakland Development Fund provided by University of Pittsburgh to fulfill the goal stated in *Oakland Improvement Strategy* to rehabilitate housing and revitalize Oakland.

## **Disconnections**

While the *University's Master Plan* is fairly complementary to the *Oakland Improvement Strategy*, there are a few points of disconnection between the plans, including:

- The *first and major disconnection is the purpose of these two plans. Oakland Improvement Strategy* “is an action agenda focused on topics of housing, improvement of the public corridors and zoning, not a comprehensive plan for Oakland”. The purpose of the University of Pittsburgh Master Space Plan, however, is to guide the physical development of University and emphasized particularly on the renovations and constructions of University facilities to support university’s academic mission. Therefore, many proposed university facilities improvements are irrelevant to Oakland.
- The *second disconnection is on safety issues*. The University plans to extend Campus Police jurisdiction to enhance the security and safety of students who live in Oakland, Safety issues were not meaningfully addressed in the Oakland Improvement Strategy even though safety is very important to Oakland’s development and maintenance.
- The *third disconnection is in transportation*. This is an important issue for Oakland and the University. The University hired consultants to study existing and future University parking and transportation and make recommendations for improvement. Transportation and parking issues, although was recognized in the *Proposal for a Housing Strategy for Oakland*, is not addressed in *Oakland Improvement Strategy*.

## **Discussions/Recommendations**

Both University and community intend to maintain and extend the commercial area on Forbes Avenue. However, as stated in *Oakland Improvement Strategy*, “The commercial mix is inadequate. At least half of the establishments are food and bars. The neighborhood and its residents are not generally served; the substantial working population is not well served.” Students’ needs are not well served, too. *Community Organizations and Institutions should consider and discuss what kind of distinctive character they want for this commercial area. Issues of parking and transportations must be more fully addressed. Greater attention should be given to promoting a safety*

*agenda for Oakland, particularly around the business and university interfaces in the community.*

**University of Pittsburgh Facilities Plan 1998-2007**

According to the comments from one of the interviewees, the *purpose of this plan is to attract quality students, especially undergraduates, to the University by effectively using existing space to reflect academic priorities, as well as recreational and housing needs of University students.* The previous plans did not reflect academic priorities; therefore, there was a need to reconcile the facilities plan with the academic plan.

## **Improvements**

According to the *Facilities Plan*, improvements are categorized into five areas:

- 1) *Deferred maintenance and renovation priorities.* The maintenance of existing facilities would be conducted annually and the buildings targeted for renovation include: Fitzgerald Field House/Trees Hall, Hillman Library, and the Cathedral of Learning.
- 2) *Academic facilities priorities.* Four projects were identified to be undertaken as quickly as possible: a) renovation of the Masonic Temple, b) construction of a systematic classroom renovation project, c) construction of the multi-purpose academic complex, and d) construction of an addition to Hillman Library and a high-density storage facility, as well as renovations to Hillman Library.
- 3) *Housing facilities priorities.* Provide more academic-oriented, on-campus housing to meet current and anticipated undergraduate demand through utilizing existing University-owned apartment buildings, encouraging the construction of on-campus fraternity/sorority housing, and building apartment-style units. University will partner with local government, responsible property owners, and community organization to identify and market appropriate apartment complexes and houses within the Oakland neighborhood to graduate students.
- 4) *Recreational and athletic facilities priorities.* Improvement include: a) construction of the Convocation Center, b) renovations of Fitzgerald Field House,

Trees Hall, c) creation of additional lower-campus recreational facilities at Bellefield Hall, and d) construction of an outdoor playing field.

- 5) *UPMC facilities priorities*. Enhancement of the University's research capabilities, included: a) expansion of the Falk library, b) renovation of Scaife Hall, WPIC, and the Medical Research facility, and c) purchase of Bellefield Towers.

## **Planning process**

The *Ten-year Facilities Plan* was prepared by a Chancellor-appointed University Facilities Planning Committee in April 1995. This committee consisted of University student representatives, staff, and faculty. According to one of the interviewees, the faculty members in this committee were not school-based, but people who have larger picture of University.

Regarding relations between the *Master Plan* and *Facilities Plan*, one of the interviewees commented that the *University of Pittsburgh Master Plan* is an external plan responding to the request of Pittsburgh's Department of City Planning. The *Ten Year Facilities Plan* is internal to the University and is the plan that the University is actually implementing. The rationale for these two plans is somewhat different; however, other interviewees commented that with a new administrator, the University was requested to conduct a Facilities plan from more of an administration perspective. There are many overlaps in recommendations of these two plans. As noted by another interviewee, the *University of Pittsburgh Master Plan* and the *Toward the 21<sup>st</sup> Century academic plan* were combined into the *Facilities Plan*.

Beginning in late 1996 the Facilities Plan finished in spring 1997. Facility priorities are based on the University's academic mission, with the greatest emphases placed upon improvements to teaching and learning facilities, as well as projects designed to enhance the quality of life for students. For example, while Bellefield Hall was used for art performance previously, art performance is not an academic priority for the

University, and, as a result, this building was aimed to support student recreational activities.

As part of the planning process, the *Comprehensive 51 Education and General Buildings Assessment* was conducted by Kingsland Scott Bauer Havekotte Architects. The Division of Facilities Management then estimated the cost of bring these buildings into contemporary condition. This analysis and estimation provided a context to determine the relative value for investment in renovations in different facilities.

The report of housing priorities in the *Facilities Plan* was actually revised from *Comprehensive Housing Strategy 1995* that was part of *University of Pittsburgh Master Space Plan*. This *Facilities Plan* differs from the *Comprehensive Housing Strategy* in that the part not considered feasible were eliminated. The *Report of Recreational and Athletic Facilities Priorities* largely incorporated recommendations from Athletic and Physical Activity in the Master Space Plan.

After the initial committee report, the plan was discussed with the Council of Deans, University Senate and Senate Council, University Planning and Budget Committee, Student Government, Oakland Community Council, and City Planning Commission. There was some opposition from the Oakland community, e.g., opposition to changing the Forbes-Craig Apartment into an undergraduate dormitory.

### **Key stakeholders and comments**

Key stakeholders are members in University Facilities Planning Committee and schools under Provost. Comments from key stakeholders included:

- Although the University tried to respond to opinions of the community, University could not compromise on every thing the community opposed. The change of the Forbes-Craig apartment would still be made and University will do its best to maintain the quality of the inside and surrounding environments.
- There are many conflicts among Schools in regards to where money should be spent.

- The housing report in Facilities Plan is what University actually implemented, not the Comprehensive Housing Strategy of 1995.

## Connections/Recommendations

The housing priorities in the Facilities Plan are heavily connected to central Oakland, and this study report agrees that the following recommendations will help to stabilize the residential area in Central Oakland:

- *The University needs to identify and market appropriate housing units within Oakland neighborhood to attract a broader range of residents.*
- *Improve housing stock in Oakland neighborhoods by developing new and rehabilitated housing units - it's unclear to what extent the University and OPDC cooperate on this priority, but it is in the University interest to more actively support this priority.*
- *Both the University and community want to relocate fraternity and sorority housing from the Oakland community to the midst of the campus - action is being taken toward implementation.*
- *Establish a boundary between the undergraduate student housing and residential areas as the University tries to provide enough on-campus housing for undergraduates.*
- *Another connection is on code enforcement.* In cooperation with the City's Bureau of Building inspection, University of Pittsburgh set up a Voluntary Housing Inspection Program as part of the broader code enforcement efforts in Oakland. Landlords wishing to list their properties for rental in the Student Housing Resource Center must first have a rental certificate from BBI, saying their property is in Compliance with the building maintenance code. *This code enforcement initiative should be continued and strengthened.*
- *One other connection is the construction of MPAC on Forbes Ave. and using it's first floor for retail complements the community strategy that the University and UPMC facilities on Forbes and the south side of Fifth Avenue should have storefront retail on the street level to complement and enhance the commercial core revitalization in Oakland*

## Disconnections

- The *Facilities Plan* disconnects slightly from the goal of improving the physical appearance of Oakland community in that most of the Facilities Plan recommendations are to maintain or partly renovate building interiors, not to construct a new building or make major façade improvements that would be visible. The goals of *Facilities Plan* are to uplift the quality of academic programs and students' life, not to the overall improvement of community. An example of disconnection is the desire of community groups to work with institutions on the north side of Fifth Avenue to develop a unified image by adopting and

*implementing landscape standards; however, this strategy is not mentioned in the **Facilities Plan**.*

- *Another disconnection is that the increased recreational and athletic space in University provides community residents little opportunity in sharing and utilizing these facilities.* For example, construction of Convocation Center mostly serves students and outside visitors; it is not as a benefit to the resident in Oakland. In addition, Oakland residents benefit little from the University's educational resources.

## **Carnegie Mellon Campus Master Plan**

The goals of Carnegie Mellon *Campus Master Plan* are to:

- Accomplish stewardship of resources for the best use of its 110-acre campus.
- Attract and retain students, faculty, and staff by improving the quality and aesthetics of the campus.
- Establish a plan for future development to be used by trustees, donors, City officials, students, faculty and staff.
- Achieve consensus on critical issues to the future of the campus.

The *Campus Master Plan* improvements include:

- Identify sites for new academic, research, and residential buildings, specifically:
  - 1) new buildings concentrated north of Forbes Avenue including the existing Morewood parking lot and the corner of Forbes and Morewood Avenues across from Cut;
  - 2) locations for new housings include the lot between Mudge hall and the Morewood gardens and the site near Doherty Apartments;
  - 3) one proposed building at west campus to be utilized by Intel Corporation as a office building and further enhance the Computer Science Department.
- Increase the quality of campus open space and connectivity, including:
  - 1) Replace parking space with green space in west campus;
  - 2) Make better connections to Schenley Park, the Craig Street commercial area and technology developments on the Monongahela River;
  - 3) *As the University has a facility along the river, it's in the University's interests to support transforming Junction Hollow into a greenway connecting Oakland and Squirrel Hill to the river;*

- 4) *Craig Street connects main campus and university buildings at Fifth Avenue, it's also in the University's interest to enhance pedestrian walkways to Craig Street and encourage the development of Craig Street into a college town.*
- Define better campus entrances on Forbes and at other portals.
  - Better use West Campus and Morewood Lot by removing the Parking spaces in West campus and turning them into green space and turning the Morewood parking lot into an academic building.
  - Improve Forbes Avenue's character by narrowing the street, widening the sidewalk, slowing traffic, adding trees, designating crosswalks, and establishing campus portals.
  - Improve the parking and transportation system through:
    - 1) Build parking structures so surface parking scattered throughout the campus can be deleted. Structured parking is recommended on Margaret Morrison, West campus, Morewood, and Doherty Apartments.
    - 2) A traffic consultant has been hired for the problem in reducing the numbers of cars coming to and passing through the campus. The Transportation Task Force gave several recommendations in reducing traffics such as free bus passes, more bike-friendly surroundings, and concierge service to reduce the need for a car.

## **Planning Process**

According to Kevin Lamb, director of planning service, there are three reasons that drive the planning of 2000 Carnegie Mellon Campus Master Plan besides the requirements from City Planning to submit a master plan:

- 1) The need for on-campus student housing - more undergraduates want on-campus housing
- 2) The limited campus space - With only a 110-acre campus, this urban University is landlocked yet growing; therefore, it's important to effectively utilize the limited campus, e.g., the west campus and the Morewood site wait to be

integrated into the fabric of original campus; there are needs for open space improvements; Forbes Avenue running through campus continues to be a challenge.

- 3) Some issues of campus space were not addressed in the 1987 Master Plan. The master plan developed in 1987 and completed in 1997 concentrated on eastern and central portions of the campus. The 2000 Master Plan, thus, focuses on west campus and other relevant space issues.

It should also be noted that Carnegie Mellon University's *Strategic Plan* started from 1990 and had implications in developing the 2000 Master Plan. University Strategic Planning focused on academic program development and it guide the facility construction and land use in planning Master plan. The timeframe of planning process was from summer 1999 to Fall 2000. Comprised of administrator, faculty, staff, and students, Campus Master Plan Steering committee was formed and took responsibilities in fostering the development of Master Plan. In addition, Ayers/Saint/Gross was hired in Fall 1999 as planning consultants for and another consultant was hired in summer 2000 to study traffic and parking problems. Numerous interviews were conducted with Craig Street merchants, Carnegie Institute, Phipps Conservatory, Squirrel Hill Urban Coalition, Shadyside neighbors, Oakland Task Force, and Oakland Community Council. Students from CMU conducted various workshops and focus groups and developed surveys to get input from students, staff, and faculty. Other groups involved in the formation of Master Plan included: University Deans and department heads, City Transportation, and the Department of City Planning. After gathering recommendations from these groups, the Campus Steering committee developed a preliminary plan that was presented to and reviewed by various community groups.

## **Key Stakeholders and their comments**

Key stakeholders in formation of this Master Plan are members of Steering Committee, Kevin Lamb, and Paul Tellers. Comments from interviews included:

- The planning process was pretty smooth. There were no major conflicts between community groups and the University. Community groups generally agreed with and accepted the Master Plan the University proposed.

- One of the few issues came from the Squirrel Hill Urban Coalition asking the University to regulate students' behavior off-campus and build more on-campus student housing.
- Another concern is the proposed narrowing Forbes Avenue. The community is worried about its feasibility and whether or not it will be able to accommodate existing traffic. Therefore, the University hired a consultant to study traffic at Forbes Avenue.
- The University does not plan to increase student population or expand campus boundary.

### **Connections/Recommendations**

- The first connection is on *Craig Street business development. Both plans support the maintenance and development of commercial district in this area of Oakland,* and both recognize the increasing parking demand for this area and *suggest replacing surface parking with structural parking.* However, it seems that neither institutions nor community groups have taken actions so far.
- The second connection is the impact on of Junction Hollow project on the Traffic on Forbes Avenue. The new Intel office building on the west campus that cascades into Junction Hollow might increase the needs for parking and increase the amounts of traffic on Forbes Avenue.
- The third connection is University's involvement in transforming Junction Hollow into greenway connecting several communities. According to the interview, both central and south Oakland neighborhood and University (CMU) called for a carefully designed road throughout Schenley Park. Note: In the Hazelwood Plans only a potential light rail connection is suggested for this area, and among Junction Hollow and Panther Hollow residents, there is strong concern with opening the hollow for thru traffic.
- Both plans have similar recommendations on street improvements such as broadening sidewalk, narrowing street, and beautifying street, but they focus on different sections on Forbes Avenue.

### **Disconnections**

The *CMU Master Plan* is disconnected from Oakland community and the *Oakland Improvement Strategy* in many ways, including:

- The Oakland improvement strategy focuses its area on Central Oakland, while CMU's development plans impact more on North Oakland, Shadyside, and Squirrel Hill. This is more a geographic disconnections than any specific issue or development concern.
- Unlike the University of Pittsburgh whose facilities are scattered and integrated into Oakland residential and commercial area, the boundaries between CMU and surrounding neighborhood are much more distinctive.
- Transportation issues are a big concern in *CMU Master Plan* while this issue is not well addressed in the *Oakland Improvement Strategy*.
- Stabilization of housing in residential neighborhoods surrounding Craig Street is not a focus brought up in the *CMU Master Plan*; however, it is a major focus in the *Oakland Improvement Strategy*.

## **Carlow College Master Plan**

Carlow College is currently involved in a new planning process, and it was too early in the process to secure useful information on these plans. According to Carlow College Master Plan 1994, the goals for planning and development include:

- Providing appropriate parking for the year 2003
- Centralizing the Administrative team in one location
- Accommodating the boom in Continuing Education and Nursing
- Renovating buildings to provide for modern requirements in computers and communications, and to provide appropriate environments for College functions.
- Providing alternative types of living arrangements and increased dormitory space.
- Relocating the Campus School (elementary) so that the inherent conflict between the functions of the school and the College is eliminated, as well as is the dangerous traffic congestion caused by the current elementary school's busing arrangements.
- Acquiring adjacent real estate as it becomes available so that current and future needs can be economically accommodated.
- A New science facility to provide for an appropriate undergraduate science curriculum has recently been completed.

Specific improvements was divided into five-year plan, ten-year plan, and twenty-year plans:

### ***Five-year plan***

- Change the "Residential" zoning on the current Carlow College parking lot to "Institutional."

- The former driveway up through the Campus will become a pedestrian mall.

### ***Ten-year plan***

- Saint Agnes property will become part of the College as a worship site.
- A new parking structure and student activities building will be erected on Fifth Avenue
- A new campus school will be erected above Terrace Street to remove the elementary school program and its associated traffic congestion from the campus. This change will allow the College to absorb the space currently being used by the Campus School.
- The renovations of Tiernan Hall to become the science and Mathematics building. Renovations of Antonian, Aquinas and other buildings.

### ***Twenty-year plan***

- A response to the parking needs of the college.
- An enhancement of the current Carlow Campus School by relocation of that program to new facilities.
- An expansion of the sciences including renovation of facilities to include a contemporary science program.
- The establishment of a centralized administrative location and a women's leadership center.
- The renovation of various buildings in support of the College's programs and community activities.

During the implementation of 1994 Master Plan, two unexpected real estate opportunities presented, and Carlow College was able to obtain ownership of the St. Agnes Church and Rectory and purchased St. Peter's Church site bounded by Fifth Avenue, Craft Avenue, and Forbes Avenue. In addition, these opportunities changed the development prospect for Carlow College dramatically. As a result, Carlow up-dated its 1994 Master Plan to take into account these new developments.

### ***Five-Year Plan***

- Build the Carlow Science Center incorporating 75 parking spaces.
- Remove up to 45 cars from the Carlow main campus and driveway.
- Instead of relocating Carlow Campus School, renovate Tiernan Hall to house all the programs of the Carlow Campus School. A new play area for elementary school students will replace the existing parking lot between McAuley, the Convent, and Tienan.
- Move children's center to Trinity Hall.
- St. Agnes Property will be used as the Carlow Community and Worship Center.

### ***Ten-year Plan***

- Build new parking facility include parking garage and vertical transportation Tower on Fifth Avenue.
- Construct pedestrian bridge across Fifth Avenue.
- Establish pedestrian mall and make safety improvements to upper parking lot.

- Replace Terrace Street lots with graduate housing/outreach facilities.

### ***Twenty-year Plan***

- Construct a new Student Center above the parking garage.

## **Planning Process**

In the spring of 1993, Celli-Flynn and Associates, Architects and Planners, was retained by Carlow College to prepare a Master Plan for a campus. This planning team also included Environmental Planning and Design, P.L. Frank, Inc., Carl Long and Associates, Dick corporation, and Wilbur Smith Associates. Wilbur Associates analyze existing parking and future parking needs of campus. Interviews were conducted with staff members, faculty, students, each Division head at Carlow College to gather input and recommendations. For the parking issue, surveys were distributed to the Sisters of Mercy, the faculty, and staff. It is unsure to what extent community groups were involved in the planning process. The timeframe of original planning process was from spring 1993 to April 1994. The up-dated *Master Plan* was conducted in 1996.

## **Key Stakeholders and comments**

Two interviews were conducted with a representative from Carlow College and a director from one of the community-based organizations in West Oakland.

Comments from interviews included:

- The *1994 Master Plan* is not academically oriented, but an architectural point of view.
- The *1994 Master Plan* tried to distinguish boundaries between Sisters of Mercy and Carlow College from an architectural and planning point of view. Carlow College, however, will maintain the existing, good quality relationships with Sisters of Mercy in the future.
- Carlow College is *currently conducting a new Master Plan and just finished its internal assessment*. College administrators are key stakeholders in fostering this plan.

- Carlow will *get feedback from Oakland Community Council, West Oakland residents, OPDC, UPMC, and Breachmenders Ministries, Inc. regarding their 2001 Campus Master Plan.*

## **Connections**

- The first connection is the change of Terrace Street parking lots into graduate student housing, market rate neighborhood housing, activity center, or/and a shared housing concept in a townhouse format. On the one hand, this removal of parking can reduce traffic on Terrace and other nearby streets. On the other hand, this development of housing is consistent with the land use in this residential area, and will bring more resources from Carlow College to this neighborhood.
- The second connection is the College's new Science and Technology Center on Forbes, Fifth, and Craft Street. It enhances the opportunity to strengthen this Craft-Forbes intersections as a clear gateway into Oakland and encourage the development in this area.
- The third connection is the proposed construction of a parking garage on Fifth Avenue and the resulting new campus entrance on Fifth Avenue. Parking used to be scattered around the campus. The new parking garage is anticipated to accommodate most of the parking spaces the campus needs. One other implication of this proposal, however, is that it increases traffic on Fifth Avenue and could adversely impact recommendations from the *Oakland Improvement Strategy* to remove one lane from Fifth Avenue.

## **Disconnections**

- The planning process seems to be disconnected from the community. Although there was input from faculty, staff, and students, there seemed to be little community involvement.
- The parking garage and Fifth Avenue entry to campus may adversely impact other Oakland plans to narrow Fifth Avenue by one lane.
- Carlow College should reach out to the community more. The community is aware that Carlow has a Master Plan because the city requires every institution to

submit a plan. However, the community was not involved in the process and is still not involved in the discussions of the new Master Plan.

- The community is not aware of the construction of the parking structure on Fifth Avenue. Upon this knowledge, the community would oppose it because of the negative traffic effects.

## Discussions

From interviews, we learned that *Carlow College is planning another Master Plan to better accommodate the academic goal of increasing its enrollment and becoming a University in the future.* There are two implications from this:

- *The increase student population will increase campus traffic, parking, and housing needs. Carlow should considered whether and how it can fulfill these needs.*
- *Carlow College might try to accommodate these needs by expanding its campus for use of housing, academic and parking. There is a need to examine what kinds of impact this will have on the surrounding residential area of West Oakland, as well as the development along Fifth and Forbes Avenues, and how the community will be involved in this planning process.*

## HEALTHCARE

**Three major healthcare institutional plans for Oakland were reviewed; however, with the pending merger of Children’s Hospital with the UPMC Health System, there are actually two major plans underway. These include the UPMC Health System Master Plan and the Magee Women’s Hospital development plan. Key details of Oakland Healthcare Plans are as follows:**

The overall purpose of the *UPMC Health System* Plan states that in order to accommodate the population of medical care recipients, UPMC must undergo a physical transformation that will consist mainly of joining disconnected structures. The goal of

the UPMC Plan is to utilize the promising medical institution as a key component to the future development to the Pittsburgh area, primarily Oakland. Institutions in Master Plan:

- Children's Hospital of Pittsburgh
- UPMC
- University of Pittsburgh

This Master Plan calls for three New Buildings:

- Children's Hospital Inpatient Facility
- Child & Adult Ambulatory Building
- University of Pittsburgh's Integrated Neuroscience, Biology & Bioengineering Building

The original intention of the *Magee-Women's Hospital Plan* was to improve the overall service to those patients receiving labor and delivery healthcare. With the attendant changes of inpatient to outpatient care in the medical realm, the plan was adapted to the altered climate. The main areas of focus in this plan calls for:

- Façade Changes / Alterations / Improvements
- Woman-Care Services
- Parking

### **Planning Process**

The attendant impact upon the neighboring communities of both Plans resulted in positive outcomes. For example, the *Magee-Woman's Hospital Plan* utilized focus groups to gather community input that specified the majority concerns of women. Similarly, UPMC conducted area surveys to determine local healthcare needs. One such assessment was conducted in the community of Hazelwood under HI-HOPE, a UPMC Community Health Partnership for outreach with the Hazelwood Initiative.

There was a combination of internal and external focused planning with these master plans. Internally, the emphasis upon changes to the infrastructure is evident in terms of additions and accommodations. Both hospitals are internally focused in the realm of working with current structures (Montefiore, Kaufmann, Children's, Biomedical Science Towers-UPMC; OB Pavilion, Scaife Wing-Magee) for improvement. As noted earlier, defining and connecting the UPMC campus was a critical consideration in the

planning process. Externally the healthcare plans were connected to the community and institutional partners of the Oakland Improvement Strategy.

The *UPMC Children's Hospital* and *Magee-Woman's Hospital Master Plans* followed the guidelines stipulated by the OIS. Plans were shared with the Oakland Community Council and were discussed with the Oakland Task Force as part of the overall community development efforts. The master plan combined the efforts of the staff, Board and physicians to ensure that the hospital facilities would support new initiatives identified in the strategic plan and provide opportunities to accommodate growth and changing priorities in a logical and timely fashion. OIS emphasized the importance of making physical improvements to Oakland to increase its attractiveness as a place to live by providing different attractive housing options, which resulted in effectively marketing Oakland to emphasize the community as a place for institutional employees to live. UPMC has provided façade and other facility improvement funds to employee residents and others in keeping with the Oakland Improvement Strategy.

The planning process was not without areas of contention, especially in the local of the new Children's Hospital site that would remove rows of houses on Buffalo Street and closely abut nearby residences. Community groups in West Oakland expressed reservations with the significant encroachment of the planned facility into their residential neighborhood.

### **Key Stakeholders**

Interviews with Linda Antonelli of Magee-Women's Hospital and Maureen Cook of People's Oakland, helped identify stakeholders to each plan. These included:

- Satellite Sites—Hazelwood, Southside, Braddock, and others who would refer into and link with these health care facilities
- University of Pittsburgh – which would expand its medical research capacity and its medical campus in Oakland
- Residents and Consumers - who would be both users and neighbors to the facilities

- The Region as a whole – as both consumers of services of these healthcare facilities and beneficiaries of the economic development and jobs this development represents.
- The Healthcare arena and its consumers as beneficiaries of medical research

In many ways these Healthcare plans are reflective of the competing and complementing interests in Oakland as the plans impact the local neighborhood, the region, and larger society. Oakland institutions carry the weight of many constituencies that must be considered and balanced.

### **Connections**

- The fact that Fifth Avenue appears to have excess traffic capacity is in line with the capacity analysis study in the proposed Master Plan development, which acknowledges delays and congestion during peak periods.
- The strategic plan affirms that Fifth Avenue still will adequately handle the traffic load. The *UPMC/Children's Master Plan* also does not significantly alter the traffic signals and intersections of the Oakland streets within the Master Plan area.
- The Master Plan in connection with the strategic plan is serving to develop a unified image by adopting and implementing landscape standards.
- The *UPMC / Magee Master Plan* followed the recommendations of the strategic master plan design. It reviews with the community and incorporates special Oakland zoning districts for Fifth and Forbes, etc.
- The *UPMC / Magee Master Plan* includes the recommendation of the OIS to maintain the interim overlay Planning District for Oakland until permanent Oakland zoning is enacted and mapped.
- Oakland has a vibrant business district upon which to build and generate collaboration.
- Oakland's façade is aesthetically pleasing, excluding the entrance ports.

### **Disconnections**

- The strategic plan states that Fifth Avenue is an unattractive street and its width is a barrier to pedestrians who want to cross between the institutional north-side and

the commercial south-side. The *UPMC Master Plan* calls for minor improvements to alleviate this concern.

- There is considerable congestion during peak hours in certain sections along Central Oakland, where a majority of the OIS plan focuses. Eliminating a lane to accommodate pedestrian walk-space could potentially create added confusion to the overflow of traffic

### **Other Considerations in Plans**

- The integration of the physical structures for UPMC will allow for an easy, even-flow of patients, transporting materials, and employee internal traffic that will be much more efficient. There is also a focus on the improvement of parking space and accommodation in the proposed Master Plan.
- The UPMC idea is to expand on what is already in place, as well as creating new buildings in a multi-layered campus agenda that will spare expenses.

### **Comparisons and Contrasts of the Healthcare Plans**

#### *Comparisons*

- Both master plans mention their common mission and objective, which is to provide premier programs for patient care and to offer women the very highest quality health care at every stage of life. The master plan affirms Magee's commitment to being responsive to both patients and the community.
- Both envision an Ambulatory Care Facility.
- In both master plans, several sites were evaluated for the project and the issues of zoning and community impact were considered.
- Both plans considered development of a central zero level service block to facilitate distribution of materials to patients and administrative zones.
- Both represent the idea that the master plans will have a positive impact on the local economy.
- Both are committed to preservation of the existing landscape and creation of new green space as a priority in developing the plan.

- Both plans include in their master plans the tangible features to demonstrate a commitment to being a good neighbor and improving the environment for all.
- Both target ease of access to medical services. This includes provision for convenient parking in close proximity to the hospital entrance.
- Both emphasize the development of meaningful spaces between the buildings, a way finding system, and campus zoning.
- Both emphasize the landscaping plans; unifying the campus physically and visually; enhancing separate services; accommodating inpatient and visitor traffic and providing convenient parking along with a user-friendly atmosphere.

### ***Contrasts***

- Magee-Woman's Hospital has five, ten and twenty year plans, and UPMC has ten and twenty year plans.
- Magee Woman's Hospital conducted focus groups for women to include their input while UPMC presented their plans only to the community.
- UPMC Children's Hospital will have a helipad while Magee will not.
- The ***UPMC Master Plan*** proposes the demolition of the 16 houses on Buffalo Street and the vacating of the street to allow for the construction of the Children's inpatient facility. Magee Women's Hospital does not require any acquisition of surrounding property as development work will occur on existing property.

### **Conclusions/Recommendations**

All in all, it is plausible to conclude that the ***plans have the best interest of the highest possible quality health care they are able to provide.*** There are many testaments in this report qualifying both plans for merit and positive intentions. Seeking minimal negative impact upon the immediate community, the plans promise, at the very least, to provide high-quality health care to those able to receive it. It should be further noted that the vast changes in the health care system have made it more difficult to managing the best possible health care. As a result, the overall shift in focus from inpatient to outpatient care and the emphasis on high-tech procedures to cover a wide gamut of services have added pressures for health care institutions that they must consider when

laying out plans. Taking this into consideration both medical institutions believe are attempting to provide the best possible care to patients and to communities – in this case communities are more broadly defined in terms of the larger Pittsburgh region, not just the local neighborhoods.

Other considerations must focus on the impact expanding healthcare facilities will have on parking and transportation, as well as the growing impact of helicopter transport in and around residential neighborhoods.

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### Recommendations

- UPMC, owning six out of seven hospitals in the Oakland, should give health insurance coverage to children residing in Oakland. Considering expansion in the community the question of how the local neighborhoods benefit from this immense regional healthcare presence in Oakland needs to be raised.
- Bus/transit passes should be provided to all UPMC Children's Hospital and Magee Women's Hospital employees to ease traffic congestion – similar to the University of Pittsburgh's arrangement.
- Reconsider building an additional garage off Fifth Avenue, as this will compound rather than solve the problem of traffic in Oakland.
- While there is merit in expanding the healthcare institution in Oakland, efforts to improve health care access to the underprivileged in nearby communities and outreach in other poverty stricken communities should be supported – the efforts of the Department of Community Initiatives is a very good step in this direction.

## **NONPROFIT – CULTURAL AND SOCIAL SERVICE**

While for-profit institutions are a vital part of the Oakland area, several nonprofit organizations bring a wealth of services, resources, and ideas. These nonprofit organizations link the public with the private and provide for continued growth in the community. The following organizations contribute to the Oakland community as well as the region:

- **Western Pennsylvania School for Blind Children**
- **The Carnegie –Museum of Art and Museum of Natural History**
- **People’s Oakland**
- **Community Human Services (CHS)**
- **United Cerebral Palsy (UCP)**
- **Oakland Planning and Development Corporation**

**Western Pennsylvania School for Blind Children**

Presently the School for the Blind serves a 33-county area. The School would like to broaden its consumer base, and, as a result, one of the major goals in the institution's plan involves construction of an Annex on Bellefield Avenue. Building the Annex is key to the institution's survival so that it may better serve a broader consumer base. Annex construction will help eliminate the age gap disparities at the School with the Annex housing the preschool program, the childcare center, and the toddler program. Additionally, underground parking will provide space for 130 vehicles, as well as a new system for loading and unloading students.

### ***Key Details of the Plan***

*(For further information, please refer to their Implementation Schedule Institutional Initiatives 2001-2006 in the addendum of the report.)*

- Expansion of peer interaction
- Hands-on education with the goal toward independence by utilizing an expanded school campus and the surrounding areas on Bayard and Bellefield Avenue
- Utilizing the grounds as part of the learning environment
- Continued community outreach, i.e, student interaction with Pitt and CMU students
- Allowance of community members to utilize their facility, e.g., polls at voting time, professional and support group meetings

Western Pennsylvania School for Blind Children relies heavily on their board regarding all plans affecting the school and its students. Although decision-making is based on a hierarchical power structure, board members include neighbors, professionals, and parents of students. Members raised issues about relocation ten years ago; however, the current location appears prime due to the close proximity of medical centers and other resources. It appears that the North Oakland community is receptive to consumers of this institution. By remaining in its original location the School for the Blind fosters community relationships as an institutional partner and supporter of the ***Oakland Improvement Strategy***.

### **The Carnegie**

Within its institution The Carnegie combines the Museum of Art and the Museum of Natural History, as well as the largest branch of the Carnegie Library in Pittsburgh. Each Museum has its own mission:

- Museum of Art: “To present and to collect exceptional works of art for the enjoyment and enlightenment of all.”
- Museum of Natural History: “To conduct scientific research inquiry, of the highest standard, build strategic collections, and use its scientific knowledge and collections to engage its public audiences in an integrated understanding of the Earth period.”

Each museum functions as a collective while maintaining autonomy. However, with the assistance of the President, the Museum of Art and Museum of Natural History *plan to create a combined entranceway complete with visitor’s center and café*. Largely due to the fact that these museums reside in Oakland, it is crucial to understand what this combination will contribute to the Oakland community, as well as the *Oakland Improvement Strategy*. Along with other future plans of the Carnegie Museums, the entranceway suggests continued support to the Oakland Task Force. Knowledge derived from community leaders and members of the museums is vital for continued community growth and enrichment. It will foster support for both residents of Oakland and those in Western Pennsylvania and surrounding areas from which The Carnegie draws.

### ***Considerations***

Several issues are under consideration for The Carnegie Museums development plans:

- Location of entrance way on Forbes Avenue
- Architectural firms consulted for design and related issues
- Suggestions for beautification and shrubbery have been posed

### ***Goals in Plans***

- Community involvement: growth of museum collections, continued educational loan program, community-oriented approach to reestablish Oakland as an educational and cultural center
- Continued growth of relationships with University of Pittsburgh and Carnegie Mellon University developing community outreach
- Continued involvement with the Oakland Task Force to raise quality of life issues with students, improve the value of Oakland to the city, and other programmatic ideas, e.g., keeping the visitor’s center and café open during non-museum hours.

- There is no clear strategy in approaching details of growth; however, the Carnegie wishes to stimulate two-way communication with students, community, visitors, board, trustees, and city planning at this point in their planning process.

### People's Oakland

Peoples Oakland has had several locations in Oakland and recently was relocated with University of Pittsburgh support from a cluster of worn down houses controlled by the University to an significant building on the corner of Bates and Coltart Streets in Central Oakland and near the Boulevard of the Allies. The mission of People's Oakland is "To develop an organization that facilitates consumer and community participation in identifying and responding to the changing social, economic, vocational, intellectual, political, physical and spiritual needs of mental health consumers."

#### *Considerations and Goals in Plans*

- Proponents of strategic plan fit with the ideals of ***Oakland Improvement Strategy***
- Advancing a community-centered approach toward being a collaborative partner and major referral source in the community.
- Expansion of facility to meet the needs of neighboring consumers. The internal plans for expansion allow for a deeper sense of community for those in rehabilitation i.e. partnership with Pittsburgh Foundation to expand People's Oakland Coffee House.
- Additional expansion within the facility looks to add a strong health and wellness center to support the physical well-being of mental health consumers. Peoples Oakland has also recently become the fiscal conduit for Health Oakland People (HOP), the PA-recognized Community Health Partnership within the Oakland community.
- Partnership with St. Francis Health System in regard to vocational support for People's Oakland consumers in the Oakland community
- People's Oakland seeks continued growth, expansion, and survival as a resource to mental health consumers in the community. Planning processes to carry out this idea are done on an internal basis with consumer-focus.

- The 2001 plan was not reviewed. In 1998 extensive involvement with the *Oakland Improvement Strategy* occurred, and, consequently, it is a high priority to involve community members who are not receiving services from the organization.

### Community Human Services

Community Human Services (CHS) is a traditional community-based, non-profit organization with a center on Lawn Street in the South Oakland neighborhood known as Oakcliffe.. CHS's main focus is community involvement. Currently, CHS is undergoing internal changes within their organization with the retirement of founder and long-time director, Phil Pappas. A formal plan has not been composed due the dramatic changes in leadership; however, the new staff leadership has begun a focused discussion and strategic planning process in the community. One of the organizations strengths rests in the fact that community members hold the majority of leadership positions. Historically, members were a source of power creating change within the neighborhood community, and this idea continues today.

#### *Planning Process Considerations*

- Local priest, neighbors comprise the board
- Decisions made by partnership of staff and community members
- Process is staff-driven and board-approved
- Residents utilize their power to make changes in the community.

#### *Plans Under Consideration*

- Provide services to all ethnic populations in the area, primarily ages 65-84  
Increased youth involvement i.e. recreational centers, ethnic festivals etc...within the community boundaries. There is recognition of growing international and ethnic populations in Oakland and a desire to address their needs.
- Engage young people at the Center. e.g. paintings in the CHS center.
- Continued assistance to homeless and other populations of need by all CHS Centers in Allegheny County

## **United Cerebral Palsy**

United Cerebral Palsy (UCP) has long maintained (1980) a community service and personal development center in North Oakland at the corner of North Neville and Centre Avenue – the site was once a night club that had major conflicts with the community. Serving a significantly disabled population, UCP has sought to be a good neighbor by opening its center for community use and taking an active role in neighborhood affairs. The leadership of UCP see “inclusion as the pathway to community” and strive to integrate their disabled constituents into the community and the community into their facility. Currently, UCP’s facility is undergoing major renovations as part of its strategic and capital plans. This planning process was open to the community and plans were shared with neighborhood groups representing other residents in the area (Bellefield Community Association).

### *Considerations in the Plans*

United Cerebral Palsy’s capital plan derived immediately from its strategic plan. This tie between programmatic and facility plans considered the following issues and needs:

- UCP purchased its building in 1980 and there has been significant infrastructure wear-and-tear, including systems like HV/AC.
- In securing Allegheny County’s Attendant Care contract, UCP added additional staff without enough space to adequately house this expanded staffing.
- The UCP board and staff leadership desired to have better quality space for both clients and employees.
- The organization seeks to improve its linkage with the community through expanded use of improved community space at the UCP facility; this is seen as a process of reverse inclusion.
- Decisions focused on whether to move out of the neighborhood (Monroeville and Strip District were potential options) or renovate existing facility and temporary relocate employees and services. The advantages of being close to universities and healthcare institutions, strong links with and identity with the community, and service populations interests in the business area of Oakland were all important considerations in remaining at the present location and renovating the facility.

- The UCP leadership felt renovation of their facility could spur other business and local development in this area of Oakland.

### ***Improvement Plans***

UCP facility renovation plans include the following improvements:

- Exterior renovations that improve the attractiveness of the facility's facade, add greenery, and make the facility more accessible to persons with disabilities.
- A covered entry will aid disabled participants entering and leaving by van and other transportation – previously they were exposed to the elements and vehicle drop-off/pick-up can be a lengthy process.
- Expanded parking area with purchase of an adjoining lot and resurfacing of parking area to level grade to prevent water run-off and flooding in parking area.
- Increasing interior space for office, program rooms, and community center by 5,000 square feet.

Employees and clients have been relocated to temporary facilities while renovations are underway and completion is scheduled for spring 2002.

### **Oakland Planning and Development Corporation**

While not truly a social service nonprofit – OPDC is classified as a Community Development Corporation with a different tax status and incorporation purpose – it should be recognized that Oakland Planning and Development Corporation fulfills one major aspect of social service in the Oakland area, Employment. Through its Job-Links program OPDC serves to link local residents to emerging jobs in the many institution employers, as well as in the emerging high technology sector. This employment and training initiative also links local residents to other internal program like the University Community Career Development Partnership that places low-income participants in University and UPMC Health System work experience opportunities that can lead to full-time employment and career advancement, both educationally and within the institution.

Thus, while Oakland Planning and Development Corporation is focused on realizing the ambitious goals of the Oakland Improvement Strategy, supporting the

Oakland Business Improvement District, and serving as the main development agent for the community, OPDC also addresses a key social service component through its employment and training activities. This service activity can and should be linked significantly with the institutional and high technology developments that have been proposed for Oakland. *Ensuring Oakland residents access to employment in the pending economic boom that Oakland portends should remain a key goal for the organization.*

The previous discussions on the Oakland Improvement Strategy outline a great deal of OPDC's work plan for the future. Recently, the organization has undergone a major leadership and staff transition, and the new staff leadership is working hard to build the organization's community leadership *toward assuming the lead role in Oakland's new era of development* as a "regional showpiece" (*Allegheny Conference*) – a role this report strongly recommends OPDC embrace and that other regional interests support.

Linking social services with community economic development has long been a challenge in Pittsburgh and across the country. Often these initiatives become two sides of the same coin that never meet and have little idea of the work the other does. *Comprehensive community building requires a greater collaboration between social service and locality development efforts to build the human and social capital of a community and use these resources to address physical, financial, and economic agendas for the community.* Oakland has a wealth of social service resources, and OPDC should be a catalyst to bring these social services to bear in local development efforts. *Oakland further has the benefit of OPDC's and Oakland Community Council's collaboration with the University of Pittsburgh through its Community Outreach Partnership Center.*

### **Issues for Discussion**

- **Western Pennsylvania School for Blind Children**
  - 1) Parking problem exists for employees. Currently, employees are bused from the Carnegie parking lot to the School. A traffic study has been completed.

- 2) No additional street lighting or audible walk signs have been added. Does this address the best interests of the community at-large?
- **Carnegie Museums**
    - 1) Andrew Carnegie believed that culture and education should go hand and hand, as evidenced in his first library. Carnegie Museum of Art and Carnegie Museum of Natural History adopted this ideal in the hopes that community members would gain through their experiences at the museums.
    - 2) How could the Carnegie grow this ideal and create heightened sense of community spirit with the new entrance way?
  - **People's Oakland**
    - 1) It appears that a vital portion of the Oakland community has been left out of plans, i.e., students.
    - 2) Based on the geographic location of People's Oakland what does this suggest in regard to facilitating tolerance and acceptance of other community members?
  - **Community Human Services-**
    - 1) Community Human Services operates solely on an internal basis within the boundaries of the neighborhood. What does this say to the larger community?

### Recommendations

- **Western Pennsylvania School for Blind Children-**  
*There is a need to cultivate their leadership roles in Oakland. Due to their visibility and long-standing presence in the community, the School for the Blind should take a more active role toward enhancement of relationships with community partners.*
- **Carnegie Museums**  
*The Carnegie Museums and Library are situated in the heart of the cultural and educational center of Oakland. They should be recognized as forerunners in knowledge, leadership and enriching activities as a "Oakland showpiece".*  
  
*The Carnegie might see potential for their institution to serve as a neutral ground for continued discussion on excellence in Oakland.*
- **People's Oakland**

*Establish a stronger relationship with the students attending the University of Pittsburgh due to the large number of them living in close proximity to the organization.*

- **Community Human Services**  
*Community Human Services should act as a resource to other nonprofits and Pittsburgh Technology Council in fostering community involvement.*
- 
- **Oakland Planning and Development Corporation**  
*This report strongly recommends OPDC's employment and training programming should be financially supported as part of the overall development strategy of the area.*

*For the proposed plans to effectively link the institutions and the community in a common vision, the community needs a strong development agent. OPDC should be that organization*

## **NONPROFIT - TECHNOLOGY**

### **Pittsburgh Technology Center**

The Pittsburgh Technology Center is not directly involved with the community. This is largely due to its location, situated on the former Jones and Laughlin Hot Strip Mill along and between Second Avenue and Monongahela River going out of downtown and below Oakland at Bates Street and Second Avenue – this area is now known as Pittsburgh High Technology Corridor. The Department of City Planning, Regional Industrial Development Corporation, University of Pittsburgh, and Carnegie Mellon University were and remain the driving force behind this project.

From its inception, the *planning processes* of the Pittsburgh Technology Center have been and presently exist as an internal process. Further, all decisions funnel through and are approved by the Urban Redevelopment Authority. The Pittsburgh Technology Center's main goal is to grow this riverfront, brownfield area, thereby, influencing economic prosperity for the region. The Allegheny Conference on Community

Development Annual Meeting report highlighted progress and development of the Pittsburgh Technology Center and focused on its progress as a key component of the regional development agenda. The oversight and development of this area is the function of several local government agencies and nonprofit organizations; hence, this inclusion under a nonprofit banner of Technology.

With its close proximity to Oakland and its university and healthcare resources, plans of all type focus much attention between Oakland's knowledge/research base and the development in this high technology complex. Likewise, the expansion of this technology development brownfield in Hazelwood -where LTV closed its last remaining City-based steel facility provides a further link between Oakland and Hazelwood. While there have been few community linkages within the Pittsburgh Technology Center's planning process, the Hazelwood Master Plan does focus intensively on the linkage between technology development in the former LTV brownfield and the Hazelwood community.

### **Pittsburgh Technology Center's Key Stakeholders**

- University of Pittsburgh: Center for Biotechnology and Bioengineering
- Carnegie Mellon University: Carnegie Mellon Research Institute
- Regional Industrial Development Corporation (RIDC) of South Western Pennsylvania: Multi-tenant Building combination of high technology support industries,
- Pennsylvania Regional Headquarters for Union Switch and Signal Corporation
- Urban Redevelopment Authority (URA): five level parking garage
- Pittsburgh Economic and Industrial Development Corporation
- Polypropylene Business Unit of Aristech Chemical Corporation
- Adelpia Business Solutions
- Ferchill Multi-tenant Office building, Bridgeside Point

### **Plans for Development**

Unity of design and smart land use include the following:

- series of linear building zones
- hedgerows of trees containing pedestrian paths,
- landscape areas along Second Avenue,
- a greensward of landscape urban and public space,
- river walk the length of the site,
- pedestrian walks on paths along the bridge exist.

Transportation and Parking considerations in the plans include:

- Parking structures the length of the site,
- A public access road running parallel to Second Avenue connecting two entry areas.
- Parking across the river has been purchased.

These aesthetic improvements help connect public with private.

### **Connections/Disconnections**

- It appears that the Pittsburgh Technology Center follows the stylistic manner of the *Oakland Improvement Strategy* toward unification and beautification. With approval from URA the remaining pads shall be constructed in this manner.
- Despite the progress on Second Avenue this institution appears estranged from local community members. How can technological influences be combined with neighborhood ideals?

### **Recommendations**

- *Pittsburgh Technology Center*

*The Urban Land Institute Advisory Panel wrote, “institutions of higher learning with first class graduate schools of applied science can be a breeding ground for advanced technology activity by the private sector. The advanced technology business explosion...is in an embryonic stage in the Oakland area.”*

*The Institution and the community would benefit if the Pittsburgh Technology Center acted as a crucial recruiting force of graduating students of area universities. In this way the Pittsburgh Technology Center would aide the City of Pittsburgh and Oakland area in recruitment and retention of talented and deserving residents into the Pittsburgh workforce.*

## **OAKLAND PARKS AND RECREATIONS**

### **Plans Reviewed**

In looking at Oakland and the impact of Parks and Recreation on the community it is difficult to miss the resources of **Schenley Park** abutting a great deal of the Oakland

community. A number of plans and documents were studied as having relevance to parks and recreation in Oakland; these included the following:

- *Pittsburgh's Regional Parks Master Plan*
- *Oakland Improvement Strategy*
- *University of Pittsburgh Master Space Plan, November 1994*
- *Oakland Task Force-The Oakland Civic District Loop*
- *Phipps Conservatory* (no official document)

## **Purpose/Goals In Parks Master Plan**

The purpose of *Pittsburgh's Regional Parks Master Plan* is to provide a foundation for a new way of thinking about these precious landscapes, rooted in an ethic of stewardship, which focuses on the necessary resources and energies needed to preserve, restore and enhance Pittsburgh's Regional Parks.

- Build public awareness and a strong constituency for the parks
- Renew the landscape character and aesthetics of the parks
- Capture the historic legacy of the parks
- Restore human vitality and ecological integrity of the parks
- Foster connections between the parks, the rivers and the rest of the city.
- Enhance visitor services
- Provide a new model for management and maintenance
- Create a foundation for a sustainable future

The goals of *Pittsburgh's Regional Parks Master Plan* (PRPMP) may seem simplistic, however the plan is a "living document" that will be continually shaped through public dialogue and user demands (PRPMP). As pointed out in the PRPMP, Schenley Park along with the other 3 major parks (Frick, Highland and Riverview) in Pittsburgh is in need of massive restoration efforts. The PRPMP has identified all regions of Schenley Park (Schenley Plaza, Phipps Conservatory, Flagstaff Hill, Panther Hollow, Junction Hollow, The East Entry, The Oval, Prospect Hill, Panther Hollow Drive, and the Golf Course) as renewal projects.

### ***Schenley Plaza***

- Create a new two-way street in the center of the space on axis with Schenley fountain.
- Add short-term metered parking lots on either side of the central road.
- Remove the section of Bigelow Boulevard in front of Hillman library and Forbes Quad and replace it with a public plaza.
- At the end of each of the double rows of trees should be signage and public gardens that announce this as a public space and park entry.

### ***Phipps Conservatory***

- Remove the Public Works facility from behind Phipps Conservatory to allow for expansion.
- Formalize public access to the Panther Hollow Bridle Trail at the back of any new addition.
- Require that the facade of any new building or structure be compatible with the park landscape that surrounds it.
- Renovate the former Nature Center as the new Schenley Park Visitor Center.
- Restore existing stairs and walks into Panther Hollow.
- Consider an incline into Panther Hollow Lake.

### ***Flagstaff Hill***

- Maintain the use of Flagstaff Hill for informal recreation, but restore the garden theater through renovation of the stage and additional plantings.
- Restore the Azalea Garden along Schenley Drive.
- Calm traffic at the intersection of Schenley Drive and Panther Hollow Bridge with an ornamentally treated roundabout.
- Replace parking area around Bigelow statue with a landscaped island.
- Add ornamental planting and new park furnishings to Westinghouse Pond.
- Create a new gateway entrance to Carnegie Mellon University.

### ***Panther Hollow***

- Increase access to and knowledge of Panther Hollow by establishing three major entrances: Phipps Conservatory/Visitor Center, the intersection of Bartlett and Panther Hollow Drive and from Junction Hollow.
- Formalize secondary entry points from Anderson Playground as well as Westinghouse Pond and along West Circuit Drive.
- Implement a woodland management plan.
- Restore bridges and walks in Panther Hollow.
- Develop a hydrologic plan for the Panther Hollow Watershed.
- Renovate Panther Hollow Lake.
- Study the viability of rebuilding the boathouse for recreation boating

- Study the potential of establishing a Native Plant Garden and/or Arboretum in conjunction with the expansion plans proposed for Phipps Conservatory; in the area around Panther Hollow Lake.
- The unusable trail should be reclaimed as part of the woodlands.

### ***Junction Hollow***

- Construct new soccer fields for youth sports programs.
- Reconstruct the Bridle trail along the slopes below The Oval.
- Develop a connection; via a grade separated railroad crossing from the new Eliza Furnace trail to the Panther Hollow Lake or adjacent bridle trails.
- Develop a parking area and trailhead at the upper end of Boundary Street.
- Develop an overall landscape plan for Junction Hollow.

### ***The East Entry***

- Redesign the intersection of The Boulevard of the Allies and Bartlett Street to increase pedestrian and vehicular safety and to establish a visual entry point for the Park.
- Connect the new roundabout to the pedestrian network at The Oval, possibly including an underpass under Panther Hollow Drive.
- Add pedestrian paths that follow strong desire lines from Bartlett, Beacon and Hobart Streets back towards the neighborhoods.

### ***The Oval***

- Convert Overlook Drive from one-way to two-way traffic and provide parallel parking on both sides of the roadway.
- Study the location of a Public Works Maintenance facility along the service drive to the Skating Rink.
- Many possibilities exist for the redesign of the athletic facilities at The Oval.
- Increase pedestrian safety along Overlook Drive by adding a continuous pedestrian sidewalk with lighting and occasional stair entries up to The Oval.

### ***Prospect Hill***

- Study the possibility of relocating a smaller, park-specific Public Works maintenance facility here.
- The turn-around should be formalized into a destination overlook to take advantage of the views.
- The existing pavilion should be upgraded and walks constructed that tie into the pedestrian system.

## ***Panther Hollow Drive***

- Expand roadway along Anderson Playground to accommodate more short-term parking.
- Study the possibility of replacing the interchange located at the intersection of the Panther Hollow Drive and Overlook Drive with a new roundabout.
- Adhere to a new Park Drive Streetscape standard that includes street trees, lighting and walkways.

## ***Schenley Park Golf Course***

- Alter Schenley Drive as it traverses through the Golf Course to improve pedestrian and vehicular safety.
- Work closely with Golf Course staff so that pedestrian enhancements do not compromise the use of the Course.
- To improve the playability of the Golf Course and increase its revenue potential, a Management Study should be conducted.
- Replace the chain link fence and deteriorating steps of the Neill Log House with more appropriate elements and period landscaping.

## **The University of Pittsburgh's Master Space Plan, 1998-2007**

This plan primarily focused on the University of Pittsburgh's expansion. There were some key points identified in the plan such as: urging that the redevelopment of Schenley Plaza be conducted in concert with the University, the Carnegie and other area interests, exploring with the City joint use of tennis courts and facilities in Schenley Park, preserving the *Mazeroski Ball Field* and the remaining section of the Forbes Field wall and developing a system of site improvements that enhance this area's visual image and to provide stronger pedestrian links to Schenley Park. A goal that is not so much explicit as it is implicit is that: the University will work to maintain the integrity of Schenley Plaza, Mazeroski Field and all other park entities which impact the University community.

## **The Oakland Task Force-The Oakland Civic District Loop**

The Oakland Task Force (OTF) sponsored the planning process, the Oakland Civic District Loop, in order to develop a shared vision for improving Schenley Plaza. The OTF lays out a set of actions that will be the impetus for the reprogramming of Schenley Park. Under each heading there is a separate list of actions that need to be carried forward:

- Reprogram Schenley Plaza
- Identify Parking alternative
- Promote pedestrian safety and legibility
- Develop landscape and streetscape design standards
- Improve vending in the Civic District
- Promote transit
- Understand and enhance traffic movement, improve bike access

## **Planning Process**

The planning process for *Pittsburgh's Regional Parks Master Plan* can best be described as a work in progress. The City of Pittsburgh's Department of City Planning and the Pittsburgh Parks Conservancy formed a collaborative relationship to convene four citizen task forces. There was a task force for each park. Through this planning process, which was heavily community oriented, there were 3 task force members that represented the interests of Schenley Park. There were public meetings held to gather information from the community and, informational sessions that gave the community an opportunity to be familiar with what was happening. Pittsburgh Parks Conservancy solicited information from residents through a questionnaire printed on the back of their quarterly newspaper (The Voice). The City of Pittsburgh's Department of City Planning provided the technical assistance for meetings, workshops and symposia to solicit the views of Oakland residents and those of surrounding communities.

The relationship formed between the City of Pittsburgh's Department of Planning and the Pittsburgh Parks Conservancy shaped a lengthy planning process. The City held public meetings, 30 plus, conducted market research, hired experts to identify life in the park, and held focus groups with college seniors to identify attitudes about the park. The planning process was ongoing for approximately 2 years.

University of Pittsburgh, *Master Space Plan 1998-2007* was a document formed out of a request by Pittsburgh's Department of City Planning. Schenley Park is mentioned briefly in the *Master Space Plan*, with most emphases being placed on Schenley Plaza. This information was gathered through discussion groups, community meetings and meetings with University officials, as well as studies.

*Oakland Task Force-The Oakland Civic District Loop* was involved in a shared vision for Schenley Plaza. The planning process consisted of four stakeholder summit meetings, which brought stakeholders together to discuss and share ideas about Schenley Plaza. Through these summits the OTF was able to gain a sense of community, which could be built upon to move forward on the action elements of the document. The impetus for this group moving forward with their action elements is the insightfulness of others to recognize that Schenley Plaza needs to be restored to an area of green space, limited metered parking and outdoor amenities such as benches, cafes and an environment that will create social interaction among the users.

*Phipps Conservatory* doesn't have an official document that can be distributed to the general public. However, there is a plan that is currently being used as the foundation for the new developments at the Conservatory. Since the Conservatory is privately managed, the planning process didn't rely on a great deal of community involvement. The renovations are over budgeted and will be scaled back to accommodate the fiscal limits of the developers and to remain in accordance with the vision of the Conservatory.

## **Stakeholders/Interviews**

Stakeholders in the development of Schenley Park would include just about everyone in Oakland, and its surrounding communities. Some of the more obvious ones are Schenley Park, City of Pittsburgh, Department of Planning, Oakland Improvement Strategy, Oakland Task Force, Phipps Conservatory, Pittsburgh Parks Conservancy, University of Pittsburgh, Carnegie Mellon University, other schools, tourist, and all community groups.

Interviews with key stakeholders, included, but were not limited to Josette Fitzgibbons, Wanda Wilson, Robert Piacenti, Dr. John Wilds, Meg Cheever, and Joanne Cain. Through my interviews I realized that most individuals were astutely concerned with the development of Schenley Plaza and not the entire park community. However, any changes in the scheme of the park have a direct impact on the university communities and the Oakland community at large.

During an interview with Dr. John Wilds of the community relations department of the University of Pittsburgh, he mentioned how important the Plaza is to the University. The meeting also gave way to a conversation about *Mazeroski Field*, which is a piece of the park that the University hopes to acquire and restore to its original condition. Now the area is grossly underutilized and there was a great deal of opposition by community residents. According to Dr. Wilds, 5 residents specifically. The University of Pittsburgh has agreed to a fixed amount of funds to be allotted to the restoration efforts of the field, which would give them preferential time during women's softball season. It is worth noting that a resolution was sent to City Council for its approval. The outcome of that resolution is not yet known.

The opposition by the community residents was geared towards not allowing the University preferential times to use the field. Some may argue this isn't fair. However, it does beg the question of the emotional attachment to the field by the community. They may feel like they have a paternalistic relationship with the university, in which they aren't taking responsibility for the maintenance of their property hence the university is more apt to handle the situation that currently exists.

The University of Pittsburgh was instrumental in a feasibility study conducted on underground parking at Schenley Plaza. The outcome of the study indicated that underground parking is not cost-effective at this time. The interview with Josette Fitzgibbons brought to life the creation of a position in the mayor's office to handle park specific issues. This individual would report directly to the mayor about the major issues affecting the park. Noted by Ms. Fitzgibbons was the thrust to move the facilities maintenance site for the city from its current location behind the Phipps Conservatory.

In an interview with Robert Piacenti, Executive Director of the Phipps Conservatory, he seemed quite deliberate in making the point that he understood the difficulties in identifying an area to house the facilities maintenance site for city parks. In fact, Mr. Piacenti indicated that part of the site has been removed. When asked if he was invited to any of the planning meetings held by the community or other entities in the development process of the park, his response was “not formally.” The Conservatory would like to see green space at the Panther Hollow Bridge entrance into Schenley Park and the elimination of parking around the Bigelow statue. Mr. Piacenti indicated that the Conservatory is currently fundraising for their capital campaign, which are mostly private contributions. Parking around Bigelow statue has eased the strain some, but more parking needs to be added. Mr. Piacenti was empathic to the universities in trying to locate parking alternative for students. He also pointed out that the renovation of Botany Hall is complete.

After talking to Meg Cheever and Joanne Cain of the Pittsburgh Parks Conservancy, I had a better understanding of how the *Regional Parks Master Plan* became a living document. Prior to meeting with the City of Pittsburgh’s Department of Planning, the Pittsburgh Parks Conservancy was the Schenley Park Conservancy. This was a small group of individuals who had an interest in the restoration of the parks. At the same time the City was trying to identify a private organization to establish a partnership. Out of these two interests came a collaborative relationship that produced the *Pittsburgh’s Regional Parks Master Plan*. The Schenley Park Visitor Center was the first renovation project in Schenley Park and is scheduled to open on December 1, 2001.

## **Connections**

### ***Oakland Improvement Strategy and Pittsburgh’s Regional Parks Master Plan***

The Oakland Improvement Strategy is clear in laying out its plan for Schenley Plaza. The idea is to create a space that is attractive with landscape and pedestrian amenities, as well as being identified as the entrance to Schenley Park while keeping the original design of Schenley Park. Both the Regional Parks Master Plan and the OIS have

identified that the entrance to Schenley Park has been taken over by the increasing demands on parking. The OIS is being called an action agenda and the Parks Master Plan is called a living document, which seems to indicate, no finite timeframe for either document. Although, the Parks Master Plan has estimated that 20 years for implementation is achievable. The Parks Master Plan purpose is “to provide a foundation for a new way of thinking about precious landscapes, rooted in an ethic of stewardship which focuses on the necessary resources and energies needed to preserve, restore and enhance the four regional parks of Pittsburgh”, while the OIS focus is limited to housing, zoning and the public corridors of Oakland. Signage is another issue where there was a great deal of connection. The Parks Master Plan wants signs that will announce the Plaza as a public space and park entry. The Oakland Improvement Strategy identifies visible signage leading to Schenley Park through the Plaza.

### ***OIS & The University of Pittsburgh’s Master Space Plan***

The *University of Pittsburgh’s Master Space Plan 1998-2007* encourages redevelopment of Schenley Plaza to be conducted in concert with the University, the Carnegie and other area interests. The strong connection rests with developing the Plaza to be pedestrian friendly and including landscape and pedestrian amenities.

### ***OIS & Oakland Task Force-Civic District Loop***

The OIS and the Civic District Loop have a lot of similarities. First they both are a work in progress. The Oakland Task Force has a set of actions that it would like to carry out, in order to achieve the greater goal of redeveloping Schenley Plaza. Identifying parking alternative, developing landscape and streetscape design standards and promoting pedestrian safety and legibility are complimentary to the actions of the actions for the OIS.

### ***OIS & Phipps Conservatory***

Although there was no official document, I gathered from my interview with Richard Piacenti that the Conservatory was in accordance with the plans to reprogram

Schenley Plaza and the removal of the City's Maintenance Facilities site behind the Conservatory. The connection for Phipps Conservatory is the defining of the Plaza as the entrance into Schenley Park, whereby the Conservatory in all its awesomeness has the potential to be magnified.

## **Disconnections**

- A major disconnect is that the Parks Master Plan is the only document that identified the park as a whole; all other documents only recognized the Plaza as an entrance into the park. This could be an indication of the way the plans have developed in Oakland.
- The Parks Master Plan has identified Junction Hollow as an area with the potential for new soccer fields and needs to be studied for the feasibility of relocating adult oriented sports. Access to the area is limited, as is parking. Carnegie Mellon University is looking at Junction Hollow for a possible parking site for the west campus of the university. This was not noted in the Parks Master Plan.
- The Parks Master Plan doesn't mention any type of underground parking at Schenley Plaza.
- The OIS documented that underground parking would be financially infeasible at this time, but would recommend for future consideration building 400-600 short-term underground parking spaces.
- The Parks Master Plan calls for the removal of the traffic lanes on Bigelow Blvd and replace it with a public plaza.
- Mazeroski Field is an area that is grossly underutilized, and wasn't addressed in the Parks Master Plan. This might be explained by the ongoing field feasibility study that is due to be completed in the summer of 2002, by City Planning.
- The OIS is the only document that addressed the issue of zoning surface parking as separate in a residential zoned area.
- The removal of traffic lanes on Bigelow Boulevard and replacing it with a public plaza is a clear indication that the Parks Master Plan has concerns about Schenley

Plaza being consumed by students, hence no public space for tourist and community residents.

- The Parks Master Plan called for a calming of the traffic flow through the park, but this wasn't addressed in the *Oakland Improvement Strategy*.

## **Considerations and Recommendations**

“Pretty green space doesn't socialize people, there has to be an attraction to the space to make it more interesting, hence people will want to use it.”

Jane Jacobs

First, I would like to say that I applaud the planning process undertaken by the City of Pittsburgh's Department of Planning and the Pittsburgh Parks Conservancy. It was inclusive, extensive and diverse in its methodology. Through these efforts we have the Pittsburgh's Regional Parks Master Plan. The Parks Master Plan does call for more activities in the park and to make it resident friendly. The more activities the park can facilitate leads to an increase in civic appreciation of the park. When there is civic participation and appreciation of the park the less likely people are to destroy or sabotage the park. I am cognizant of the need for a park maintenance facility or overseer. I have only a few considerations and recommendations:

- *Since the universities and the healthcare industry seem to be the economic engines in Oakland, they would be remiss if they didn't form some type of consensus group to develop a plan for parking that would include Schenley Park, specifically Junction Hollow. The City Department of Planning and Zoning would need to play an integral part in this endeavor.*
- *Along with the universities, healthcare industry, and Department of Planning and Zoning the community of Hazelwood needs to be considered in the development of Junction Hollow. It has the potential to be an access area for the park and Oakland.*

- *Throughout my examination of the plans for Oakland and Schenley Park, it was evident to me that the Plaza was addressed in isolation to the entire park community. I believe if more organizations and the universities of Oakland would realize the potential of the Park they would have more of a vested interest in it and its impact on the community.*
- *What would the impact of the reprogrammed Schenley Plaza have on the residents of Oakland? Would this create an environment that is student friendly and exclude community residents? A balance needs to be maintained so as not to cause conflict between the students and residents of the community. The Pittsburgh Parks Conservancy might consider establishing an advisory board comprised of students and community residents to solicit some ideas for the reprogramming of Schenley Plaza. A central theme is to make Oakland the civic hub it once was, well I think a great way to do this would be to solicit information from students, which could have several implications.*
- *A resolution has been sent to City Council for the University of Pittsburgh's proposed plan for Maseroski Field. Some of the specifics of the plan include the amount of capital the university will allot to the restoration of the field, preferential time slots during womens' softball season and a maintenance agreement. If the vote for this resolution is yes, the community has no way of interjecting and placing demands on the university. I would urge the university to be sensitive to the wishes of the community as they can be a great ally or fierce opponent. From time to time the university might want to engage the community in pickup games as a way of communicating the idea that they can work together without being in contention off the field.*
- *It seems to me that just about every organization has at one time or another had a capital campaign. Would this be feasible for Schenley Plaza? One could only*

*argue that currently monies are being raised to implement the improvements of the Parks Master Plan, but I say it could be done. I understand that funding streams are diminishing, but the Plaza is for the benefit of the entire city of Pittsburgh and deserves to be restored. Moreover, the Parks Master Plan is tentative for 20 years, the capital campaign could stretch anywhere from 1 to 5 years. This would add a considerable amount of cash to the excavation cost alone and would supplement the budget for the Parks Master Plan.*

- *Consider mechanisms for continued dialogue between the universities, residents, and healthcare industry and other interested organizations as Oakland is transformed from the community it is, to a community “showpiece”.*
- *The Conservatory appears to have limited community involvement with the exception of being housed in the park. I would recommend that it broaden its scope of community and extend its insight to the development of Oakland.*
- *Finally, broaden ideas for Schenley Plaza, green space is nice but what type of environment is being created. The Oakland Civic District Loop was the only document that addressed having vendors in the Plaza. This area should have multiple uses such as: a gathering place for people to eat and socialize, fun activities congruent with seasonal changes in addition to land and streetscape amenities.*

These are my considerations after reviewing the *Pittsburgh’s Parks Regional Master Plan*, *Oakland Improvement Strategy* and the *Oakland Task Force-The Oakland Civic District Loop*. These recommendations are not the solution for any problem; they are merely reflection on my observation.

## **TRANSPORTATION, TRAFFIC, AND PARKING**

### **Review of Plans**

The following are the transportation plans reviewed for this report:

- *Pitt Transportation Study, Technical Memorandum #4, Projection of Future Conditions and Identification of Transportation Improvements*
- *Regional Transportation Plan, Mon/Fayette Expressway*

### **Key Details: Purpose/Goals and Improvements**

#### **Pitt Transportation Study**

***Purpose/Goals:*** The *Pitt Transportation Study* was performed under contract with the University of Pittsburgh by the Trans Associates Engineering Consultants, Inc., and the Chance Management Advisors, Inc. The study was done in four (4) sections referred to as Technical Memoranda 1 through 4. Technical Memorandum #4 was incorporated into the Pitt Master Plan as Section 5.0 of the Final Report. The primary purpose of the contracted study was to evaluate the impact of proposed University projects designated in the Master Plan, with regard to transportation, parking, and traffic flows in Oakland. It

examines three impact areas: 1) the Hilltop Garage Site, 2) the Schenley Plaza Site, and 3) the Convocation Center Site.

***Improvements:*** The *Pitt Transportation Study* proposes improvements in the amount and location of available underground or garage parking, and associated changes to impacted roadway networks near the Convocation Center. The plan focuses on minimizing negative impacts to parking and traffic flow caused by the construction of the Convocation Center. The study was developed pursuant to the *University of Pittsburgh Master Space Plan, Transportation Management Plan*, dated October 1995.

### **The Mon/Fayette Expressway (MFE)**

***Purpose/Goals:*** The Southwestern PA Regional Planning Commission (SPRPC) approved a resolution on September 30, 1996 endorsing recommendations from two studies to pursue the planning and design of the Mon/Fayette Expressway. The purpose of the Expressway, which extends from Route 51 (south of Pittsburgh) to Interstate 376 (in Pittsburgh), is to improve transportation and to stimulate economic growth in the Southwestern Pennsylvania region. Supporters of the MFE believe that a new roadway system can successfully link economically depressed communities in the region, as well as relieve traffic congestion in the eastern corridor of the region.

***Improvements:*** The proposed MFE is expected to improve access to the southwestern Pennsylvania region and facilitate faster and safer passage of traffic through eastern Allegheny County and Fayette County.

***Planning Process – Internal, Community Involvement, Time Frame, Methods Used – Focus Groups, Surveys***

### **Mon/Fayette Expressway Project**

The planning process for the Mon/Fayette Expressway began with a detailed needs assessment, carried out for the PTC in which data and information were gathered

and analyzed. Members of the public and relevant local, state and federal agencies reviewed the findings and from their input, alternative plans are formulated. These plans were, in turn, also reviewed by public and private stakeholders.

The Pennsylvania Department of Transportation has a ten step planning process, which is being followed by the PTC in this project. These steps are as follows:

- Project Need (a three step process involving the gathering, analysis and review of information)
- Preliminary Alternatives (including a Congestion Management System (CMS) Analysis and a Major Investment Study (MIS))
- Detailed Alternatives
- Draft Environmental Impact Statement
- Consensus on a Preferred Alternative
- Final Environmental Impact Statement
- Record of Decision
- Mitigation Report

(PTCINFO-FORM MRSB-2, 06/01/99)

Public and agency opinion is requested at all stages of the planning process. Such interest and opinion are garnered through the use of focus groups, surveys, individual interviews and questionnaires. Information has been disseminated from the PTC through the use of fact sheets, a website, open house meetings and a toll free information number operating out of the PTC offices.

The Pennsylvania Turnpike Commission also formed project taskforces to give members of the public opportunities to get involved in the project, addressing the following areas of interest:

- Employers
- Retail/Small Business
- Real Estate
- Organized labor
- Local Government
- Economic Development
- Social Interaction
- Business/Industrial Development
- Traffic/Transportation
- Environmental Impact
- Community Quality of Life

In compliance with metropolitan planning regulations, public meetings are required to be held to obtain input regarding the planning and development of the Expressway, at all stages of the project. Such public meetings, workshops and hearings have been held since the inception of the project and continue to be held on a regular basis at a variety of locations, and in the different communities likely to be impacted by this project.

In the City of Pittsburgh, the Mayor's office has had an active role in organizing and coordinating community based meetings, to ensure maximum resident input into the development of this project at all stages of the planning process.

### **University of Pittsburgh Master Plan – Transportation Study**

This plan was developed with the help of Trans Associates Engineering Consultants, the Chance Management Advisors Inc., and the Transportation Study Working Group of the University. Recognizing that there were deficiencies in the previous master plan of the 1980s, the University of Pittsburgh decided to get a broad base of internal and external stakeholders involved in the planning process, from the beginning.

To involve the internal stakeholders of the University, the Plant Utilization and Planning Committee (PUPC) was set up. This is composed of staff, faculty, undergraduate and graduate students, as well as the administration of both the University and UPMC. As the Master Plan was developed, the PUPC initiated a series of meetings to get the input of residents and stakeholders from the surrounding communities regarding the Plan. The following groups participated:

- Bellefield Area Citizens Association
- Oakland Directions, Inc.
- Oakland Planning and Development Corporation
- South Oakland Citizens Council
- Oakland Business and Civic Association
- Preservation Pittsburgh
- Avalon/Brackenridge Neighborhood
- Schenley Farms Civic Association

To assist with the coordination and incorporation of community participation, the University also sought input from the Community Relations Committee of the University Senate. This committee facilitated the development of the Community Interface in the Master Plan Committee (CIMP). This committee incorporated representatives from the above community groups, as well as faculty and students. CIMP had direct access to the PUPC and committee members were invited to participate in all of PUPC meetings. Meeting minutes were also mailed out to the community groups so as to ensure that CIMP members were privy to the deliberations of PUPC, regardless of whether they attended the meetings or not.

At this time, the University also created the Governmental Relations Office (GRO), the role of which is to act as a point of contact, and a conduit for ideas, between the university and surrounding neighborhoods.

The University also held meetings with residents in West Oakland, East Liberty, Hazelwood, Lawrenceville and Shadyside. These meetings were coordinated by CIMP and were designed both to give information and receive feedback from the communities. A wide variety of materials, working papers and reports developed by the University were circulated to community members and other interested parties, to maximize external input into the Master Plan.

The Oakland Community Council (OCC) also assisted with the process of garnering community input into the plan. The OCC hosted a Community Forum in 1993, out of which developed a series of seven task forces to address issues of concern to local residents. These task forces addressed the following areas of interest:

- Education and Employment
- Syria Mosque
- Housing
- Business Districts
- Boundaries

- The Convocation Center
- Transportation.

These varied community groups ensured that there was the widest possible representation of community interest and opinion in the development of the University of Pittsburgh Master Plan.

#### ***D. KEY STAKEHOLDERS***

The key stakeholders in the Oakland area, with regard to issues of transportation, are not limited to the residents of Oakland. Key stakeholders also include:

- The University of Pittsburgh
- University students
- Oakland institutions, businesses and employees,
- The Port Authority,
- Pittsburgh City Planning,
- Non-resident property owners, and
- Greater Pittsburgh metropolitan residents who visit Oakland for recreational, sports, and cultural activities.

Eight stakeholders were interviewed for this report. A synopsis of each interview follows.

##### *City Official I*

A representative of the City of Pittsburgh's Planning Department was interviewed on October 9<sup>th</sup>, 2001, at his office. He advised that specific transportation issues were deliberately excluded from the Oakland Improvement Strategy because transportation is such a contentious issue. This move ensured that the report focused on concerns, such as beautification, for which there is a consensus and, thus most likely to be implemented. This representative also suggested that there is little coordination or cooperation between the City of Pittsburgh and the outer boroughs on transportation matters, a factor contributing to some of the transportation problems in the region.

## *City Official II*

An interview was conducted with a second representative of the City Planning Department on October 18<sup>th</sup>, 2001, at his office. This representative pointed out that Oakland is the third biggest transportation generator in the State of Pennsylvania. He suggested that Oakland needs a better balance of mass transportation, pedestrian, bike and motor vehicle traffic, but even if Pittsburgh had a good mass transit system, it is doubtful whether people would use it. This, he feels, is because people like the convenience of using their personal vehicle and because American culture, infrastructure, and land use patterns are based around automobiles. He also suggested that the cost of a mass transit system to meet the needs of Oakland would be prohibitive.

Regarding the Mon/Fayette Expressway, this representative believes that design changes could mitigate some of the negative impact of the project. Although the Mon/Fayette Expressway will increase the amount of traffic coming into Oakland via Bates Street, he feels there would be a great reduction of the level of traffic using the Parkway and Swinburne, which will be beneficial to Oakland. The interviewee gave an opinion that the PTC is only as receptive to community demands as they have to be. However, he also suggested that because the City of Pittsburgh is mediating between the PTC and local communities on the Mon/Fayette Project, the PTC has been obliged to listen to more community input than they ordinarily would.

This individual put forward the opinion that the Oakland community is very much divided between residents and the institutions. Local residents and the institutions have very different needs and wants when it comes to transportation, and he feels that it is impossible to get these two groups to agree on much. Meeting the needs of one group will often negatively impact the other. He also suggested that Oakland residents oppose any suggestion or idea when it comes to the Mon/Fayette Expressway, regardless of the impact on their community.

## *Oakland Resident I*

-

An interview was conducted with a resident on November 2, 2001 in Oakland. Her broad opinion is that transportation is the most significant problem in Oakland. She considers that Oakland is subjected to a large volume of traffic that passes through on its way to the City. Traffic on roadways such as Forbes, Fifth, Bates, and the Boulevard of the Allies becomes congested and spills over to the adjacent streets in Oakland. This spillover traffic creates public safety hazards for pedestrians, especially in residential areas, creates increased air and noise pollution, and detracts from the residential appeal and quality of life of the community. This resident is particularly concerned with the proposed construction of the Mon/Fayette Expressway (MFE) and the impact it will have on the Oakland area. She disagrees with the concept that new roadways will significantly improve the opportunities of people in economically depressed areas to gain employment. Her opinion is that the proposed roadway system will only increase the volume of traffic flow through Oakland, further degrading the residential quality of life.

### ***Oakland Resident II***

A second Oakland resident was interviewed on October 30<sup>th</sup>, 2001, in Oakland. This community member believes that if Pittsburgh is to attract knowledge workers into the region, the city needs a good mass transit system, rather than another highway. He said that Pittsburgh has been talking about the need for a good east-west transit system since 1908, and the City continues to say that such a project is part of their long-range plans, but such a plan has never come to fruition. Related to this, he believes that the leadership at Port Authority is weak and that Pittsburgh would have a better transportation system if PAT management were stronger.

This resident believes that the Pennsylvania Turnpike Commission (TPC) is immune to what local residents want. He feels that the PTC just does what they like, regardless of community input. His opinion is that the Mon/Fayette Expressway project is a misuse of transportation funds, and a misuse of land. He spoke about proposed legislation called Plan H, which, if passed by the State Legislature will take 8% of the State's Federal transportation money away from road repair and maintenance, as well as public transportation, to be given to the Mon/Fayette Expressway project. In this respect,

he pointed out that taxpayers from all over the State would pay for the Mon/Fayette Project, while only a percentage of the population will actually benefit from it.

***Representative of the Pennsylvania Turnpike Commission (PTC)***

- A telephone interview was conducted with a representative of the PTC on November 6, 2001. He appeared adamant that construction of the proposed MFE would contribute significantly to the economic prosperity of communities and individuals in the Southwestern Pennsylvania Region. This individual suggested that there would only be improvements in traffic flow through the Pittsburgh area with no negative consequences. It appears that he believes that congested roadways will be relieved once the MFE is in place. The PTC representative was confident that plans for the MFE would be fully implemented by January 2003 once a record of decision has been approved. The PTC representative stated that he expected the Port Authority Transit to utilize the proposed MFE system.

***University of Pittsburgh Representatives (2) - Transportation and Parking***

- An interview was conducted with two University representatives from Transportation and Parking on November 6, 2001. These individuals maintain a focus on supporting transportation and parking requirements for University employees, students, and visitors. Their position is more internal as opposed to viewing transportation and parking needs outside the realm of the University needs. This 'independent' view, apart from the Oakland community, is based on the perception that Oakland is a fragmented community that cannot determine its identity, nor is able to identify common goals and a unified sense of commitment to goals. The University representatives provided the impression that the 'grassroots' of the community have to create a unified position, then present that position to the University for possible collaboration or partnership. They also suggested that the Oakland area should have dedicated City Council representation that is committed solely to the Oakland area so that a singular focus on Oakland can be achieved.

The essence of their statements was that the University attends to its own transportation goals that serve its needs. The community sits outside those goals. The University representatives indicated that Oakland should become a second hub for public transportation, based on its volume, and that Oakland should be treated as a destination, not just a pass through point. The University representatives claim a close working relationship with the Port Authority Transit (PAT).

### ***Port Authority Transit Representative***

- A representative from the Port Authority Transit (PAT) was interviewed October 9, 2001 in Oakland. The representative suggested that PAT's position in all communities is a neutral one that focuses on cooperation with a primary goal being improvement of services to riders. He highlighted the agreement with the University of Pittsburgh (reflected in the Master Plan) that provides for a flat rate contract price covering all students, faculty and staff. He stated that the Oakland area experiences the second highest bus volume, the first being the City of Pittsburgh. Overcrowding on buses going through Oakland is an issue for PAT. He also noted that 24-hour service on 7 routes is provided in the Oakland/Downtown area to accommodate persons working night shifts, particularly in the medical and financial facilities. The representative's impressions of barriers to mass transit in some communities are a lack of pedestrian amenities, setback buildings, and privately owned roads.

### **Connections and Disconnections Compared to the *Oakland Improvement Strategy***

#### **Oakland Improvement Strategy**

- The intentional exclusion of the issue of transportation from the Oakland Improvement Strategy is the most significant disconnect among these three plans, especially given that Oakland experiences the second largest volume of traffic in the region. Transportation was not addressed in this document because of its depth and breadth. However, in reading both volumes of the Strategy, there are recurring discussions of street widening and narrowing, widening of sidewalks, elimination of parking spaces and other modifications that would impact transportation, both public and private. In an attempt to address problems that have their roots in the flow of pedestrian

and vehicular traffic, the OIS focuses on housing, zoning, and public space. However, the consequences for transportation of the implementation of these strategies are not considered. The OIS concentrated on beautification projects because they were most likely to be implemented, but their strategies are weakened somewhat by not including a discussion of transportation.

### **The Pitt Transportation Study**

- The University has attempted to address the issue of transportation in its purview, albeit somewhat after the fact in some cases. As previously noted, the OIS does not discuss transportation, and although the Pitt plan specifically addresses transportation, it does so on a limited basis. An internal system of transportation and parking is made available by the University to serve the needs of students, faculty, and staff. Transportation services are provided, but there is more need generated than is catered for, and the impact on the surrounding community is not adequately considered. The University creates a significant demand for transport and parking, but is currently unable to support the volume of traffic it produces in the Oakland area, which impacts the livability of the community and is somewhat in conflict with the *Oakland Improvement Strategy*.

### **The Mon/Fayette Expressway Project**

The emphasis of the OIS is on neighborhood beautification and housing stock improvements so as to make Oakland a more livable community. As such, the OIS recommendations directly conflict with the PTC's plan for right of way acquisitions, their use of eminent domain to purchase homes in South Oakland and the building of a new Turnpike connected to this residential neighborhood.

Up to 75% of Oakland's traffic is through traffic, with the percentage along Fifth and Forbes being even higher (OIS, Volume II, Appendices, p37). The Mon/Fayette project would subsidize more cars coming into Oakland, aggravating already congested streets, parking and contributing to the deterioration of air quality. Oakland is already somewhat fragmented because of the layout of the streets and institutions, and the

increased traffic flow will only serve to further segment this community. The anticipated high volume of traffic from the Expressway will not only limit accessibility between the different areas of Oakland, but will also greatly impact the aesthetics of the neighborhood.

## **Issues for Discussion and Recommendations**

### ***Transportation equity***

*Transportation is a quality of life issue, but it is also an equity issue.* The Mon/Fayette expressway disproportionately favors those who need to come into Oakland, at the expense of those who live there. The benefit of the project will accrue to those who need quick access to Oakland and downtown for employment and services, while the burden will fall on local residents impacted by increased traffic and pollution.

The University of Pittsburgh, while providing education and employment for the region generates a huge volume of both vehicular and pedestrian traffic, which places a burden on the local area. *The University needs a transportation system that can move large numbers of individuals into Oakland daily, while the local residents need a transportation system that will enhance their quality of life and the aesthetics of the community.*

In examining transportation issues it is most important to examine who receives the benefit and who carries the burdens. Transportation is a key component of the economic development of a region, but investments in transportation must benefit all segments of the community equally.

### ***Mass Transportation***

Two significant and related points have been made in this paper:

- Oakland is considered the second highest volume transit point in the Southwestern Pennsylvania region, and
- Oakland should be treated as a destination, not just a pass through point.

These two statements should be treated as the bedrock for the establishment of a new perspective, a new strategy to improve transportation flow in Oakland. Combined, these statements suggest two new approaches to transportation:

- **Meet the challenge of high traffic volume, not by constructing more roadways, but by instituting a more efficient means to move large numbers of people;** e.g., light rail transportation. True ‘mass’ transit would decrease the number of automobiles, and with it, the potential for a reduction in noise, air pollution, and the need for valuable public space to be taken by parking garages and lots.
- **Acknowledge that Oakland is a major destination point, especially for those traveling from the eastern corridor, and make it a destination hub with transfer options to the city or other parts of the region. Consider a hub model such as the Underground system in London.** Currently, many people drive their private automobiles into Oakland because taking public transport requires them to go into the city first before transferring to Oakland. Making Oakland a destination hub could allow people to leave their autos at home or in a satellite location and take public transport directly to their destination, Oakland. The idea of an underground hub would diminish above ground vehicular traffic flow, noise, air pollution, and improve pedestrian safety.

### ***Public Home Purchase Incentive***

Although not directly related to the issue of transportation, the issue of housing and stable communities affects transportation flow and volume. It appears that OIS has community stability as a focus of its strategies for improvement. **One of the most important, yet long-term strategies for building stability would be to attract and retain residents.** OIS cites the UPMC-HS Home Purchase Incentive Grant Program that has been established to attract UPMC employees to live in the Oakland area. **This paper recommends expanding employer homeowner incentive program to include any person who is committed to living in a house in Oakland as their primary residence and maintaining it as a single family dwelling.** Preference could be given to anyone who is

employed in Oakland. *Attracting workers employed in Oakland to be permanent residents has multiple benefits:*

- *reduces the vehicular traffic volume, and its associated ills (e.g., noise, air pollution, pedestrian risks)*
- *reduces the need for public parking, and*
- *creates more stakeholders with a greater vested interest in the quality of life of the community.*

### ***Social Fragmentation***

One of the perceived barriers to obtaining consensus on community issues, such as transportation, is the problem of social fragmentation. *Oakland is physically broken apart by major roadways such as the Boulevard of the Allies, Fifth Avenue, Forbes Avenue, Bates, and Bouquet.* These roadways support a significant volume of the traffic that flows through Oakland. Due to their size and/or volume carried, they perform the function of dividing lines within the community. *They serve as barriers to pedestrian traffic, and in effect, cut off and isolate parts of Oakland from each other.*

In an effort to develop a more cohesive community, a number of recommendations could be considered:

- *create pedestrian friendly connections along major roadways, such as the Boulevard of the Allies, by simultaneously increasing the pedestrian areas and reducing the vehicular area,*
- *reduce the traffic flow on all the roadways to encourage more street activity by pedestrians*
- *create a City council representative post that would be dedicated solely to the Oakland community and that could serve to facilitate dialogue and consensus among the residents*

## **CONCLUSION**

This class exercise in examining and analyzing development plans is only a beginning attempt at understanding the many issues and interests that are bound up in the future of

Oakland. It is hoped that others will build on this start to more fully address some of the many considerations this report emphasizes. Given our bias toward community-oriented planning processes, this report still holds a wealth of insights and recommendations that merit consideration by those who are moving forward in Oakland's development whether that development addresses local neighborhood needs or advances Oakland as a regional "showpiece" as the Allegheny Conference on Community Development has encouraged.

That there are more than 25 different plans addressing one aspect of Oakland or another is a staggering notion that begs for coordination or, even better, collaboration in developing this community. This report recognizes the difficulty in coming together rests in the diversity of interests concerned with Oakland's development or, more to the point, development within Oakland. *There is a distinct difference between developing a community and developing in a community.* A common vision of a developed Oakland is beyond the scope of this report; however, our community-orientation bias presses for an effort or processes to support a more collaborative plan beginning with the closest consensus plan, the *Oakland Improvement Strategy*. Although all plans consider, at some level, the impact of the proposed development on the Oakland community, the process of community involvement in these plans varied greatly. We strongly urge that any planned development *in Oakland* consider the broader impact of development *on Oakland*.

Balancing the diversity of interests in Oakland is a real challenge. As this study notes there are strong points of connection among various plans. However, there are a striking number of disconnections that underscore both failures to work toward consensus, as well as the reality that interests aren't always mutual or even compatible. We note in the *Oakland Improvement Strategy*, despite its shortcomings, a strong effort among resident, business, institutional, and government interests to work toward consensus in developing Oakland. Continuing this direction in collaborative community development is essential for Oakland to realize the great potential many see in this unique Pittsburgh community.

The uniqueness of Oakland was surely evidenced in this study. Oakland is at once an important cultural hub and regional attraction, the largest commercial and institutional base outside of downtown, a major traffic thru-way and connector, the focal point of our future knowledge and high technology economy, and, of course, home to many permanent and transient residents across several distinct neighborhoods. Restoring and/or maintaining the balance among these interests and their visions of the community are and will remain daunting tasks. Development of and in Oakland must be mindful of each of these realities and the impact that a change in one has on the others.

A number of issues or recommendations seem warranted as we conclude this report:

- *“Who is Oakland for?” is a question that must be asked and answered through consensus building toward a common vision that works from existing consensus plans.*
- *Housing, especially restoring the residential base of Oakland neighborhoods, is a priority. Institutions, in particular, should do more to support community development that encourages employees, graduates, and knowledge workers to become residents. This strategy should also extend to the corridor community of Hazelwood.*
- *Traffic, Parking, and Transportation issues must be more fully examined and addressed in a coordinated fashion. This area, probably more than any other, was seen as the major disconnection among development plans and one that rests largely outside the community to address.*
- *The appearance, safety, access, and utility of Oakland must receive more attention. Perhaps with the strong interest from the Allegheny Conference on Community Development make Oakland a regional “showpiece” that lack of political interest and support for this area might be counterbalanced.*
- *The role of organizations like the Oakland Planning and Development Corporation and the Oakland Community Council must be enhanced and supported as critical to including and protecting the residential base of this community and its neighborhoods, as well as leading the development of the community.*
- *Efforts like the Oakland Task Force that are working and building from consensus initiatives like the Oakland Improvement Strategy must be encouraged and supported; hopefully, this will be done in concert with the above organizational enhancements*
- *Greater consideration must be given to use of the limited space in and around Oakland, including a greater linkage to the adjoining Schenley Park, riverfront brownfields and technology sites, connecting points like Junction Hollow, and the longer-term linkage between Oakland and Hazelwood and Oakland and Downtown.*

We will use the feedback from our presentation on this study and review of the draft document to further revised this report toward a final product.

## RECOGNITIONS AND THANKS

The Advanced Community Organization Seminar class of the University of Pittsburgh School of Social Work extends its deepest appreciation to the many organizations and individuals who took the time to share their plans, ideas, and concerns for development in and of Oakland. While it would be hard to mention each and every one of those who help in providing the information that shaped this report, we recognize the community, government, healthcare, higher education, nonprofit, and other representatives whose knowledge and insights enriched our learning experience. Our sincere thanks for all your support.

In particular, we would like to thank our community sponsor, Oakland Planning and Development Corporation and its staff and board leadership, in particular, Executive Director, David Blenk. We would like to especially recognize the help and support provided by Megan Bursic of OPDC who fulfilled an important role as community advisor/adjunct faculty to this study effort throughout the course. Also, John Wilds of Community and Government Relations at the University of Pittsburgh and to the University of Pittsburgh's Community Outreach Partnership Center which provided further support and guidance for this study as part of its collaboration with the Oakland community. This included the services of GSPIA doctoral student, Sungsoo Hwang, who aided our mapping for this report. Also, to the Department of City Planning for access to information on materials on local plans. Thank you for your advice, direction, and support.

## Appendices

- **Maps (By planning sectors in hard copy but a composite one-all of them together online)**
- **Attachments**
- **Citations and Interviews**

### Higher Education

CMU Space Plan Materials from brochure

### Nonprofit Cultural and Social Service

W.PA School for Blind Children-Institutional Initiatives

United Cerebral Palsy-Architect Rendering

Works Cited and Interviews

### Western Pennsylvania School for the Blind

Western Pennsylvania School for the Blind, five Year Institutional Plan 2001-2006,  
Approved by the Board of Trustees May 30, 2001.

Interview: Janet Simon, CEO of the Western Pennsylvania School for the Blind

### Carnegie Museums

<http://www.carnegiemuseums.org/>

Interview: Marshall Hershberg, Special Assistant to the President of the Carnegie  
Museums of Pittsburgh

### People's Oakland

People's Oakland Strategic Plan Update-2000

### Community Human Services

Interviews: Michael Prinz, CEO of Community Human Services

John Michel, Community Human Services

### United Cerebral Palsy

Interview: Al Condeluci, Executive Director

Dan Rossi, Associate Director

### Works Cited and Interviews

Pittsburgh Technology Center

Urban Redevelopment Authority of Pittsburgh, Pittsburgh Technology Center, Fact Sheet

Pittsburgh Technology Center Final Land Development Plan, Amended Sub-district 2-  
East, February 16, 2000

Phone Interview: Julie Deseyn, Urban Redevelopment Authority

### Attachments- Parks and Recreations

Photo Sheet 1 & 2

**Western Pennsylvania School for Blind Children  
Implementation Schedule  
Institutional Initiatives  
2001-2006**

<u>2001</u>	<u>2002</u>	<u>2003</u>
1. Monitoring system for student progress becomes operational.	1. PASA scores reflect strong teaching.	1. Middle States re-accreditation conducted.
2. Website is re-designed.	2. Parent newsletter started.	2. School age curriculum completed.
3. Calendar of events is added to Website.	3. Garage/Annex completed.	3. Increased social opportunities for all students.
	4. Grantsmanship program undertaken.	4. Family directory completed and distributed.
		5. Space in Mary Schenley Building converted for new uses.
<u>2004</u>	<u>2005</u>	<u>2006</u>
1. Exterior gardens completed.	1. Preschool curriculum revised.	1. Publication distribution increased.
2. Residential recreational space relocated.	2. Act 48 requirements met.	2. Successor Plan developed and approved.
3. Speakers Bureau recruited and trained.	3. Increased media coverage.	
4. Technology plan unveiled.	4. Annual Giving goal is reached.	

Over Carnegie Mellon's first 100 years several master plans were developed for the campus. The most recent plan, developed in 1987, included a major re-work of the eastern and central portions of the campus... new stadium, new residence halls, the University Center and the Parnell Center for the Arts. It is notable that the 1987 Master Plan is completely built out, a rare occurrence among university master plans. With its completion, however, there is more to do. A number of projects are underway or on the drawing boards. The West Campus and the Morewood site wait to be integrated into the fabric of the original campus. There are numerous opportunities for open space improvements. And Forbes Avenue running through campus continues to be a challenge.

These are compelling reasons for a new campus master plan as Carnegie Mellon begins its second century. To lose the momentum now would be to fall short of making this a great campus, one equal to the national and international reputation of Carnegie Mellon.

**GOALS OF THE PLANNING PROCESS**

- Accomplish stewardship of resources: best use of our 110-acre campus
- Attract and retain students, faculty and staff by improving the quality and aesthetics of the campus
- Establish a plan for future development to be used by trustees, donors, city officials, students, faculty and staff
- Reach consensus on issues of importance to the future of the campus

**KEY COMPONENTS OF THE PLAN**

- Establish a sound plan for building out the campus over the next 20-plus years in support of Carnegie Mellon's mission
- Enhance the quality of campus open space
- Create sites for new academic, research and residential buildings
- Define better campus entrances on Forbes and other portals
- Develop the West Campus and Morewood precincts effectively
- Improve the character of Forbes Avenue



2000  
1900

The process engaged the university community in crafting a plan for the future of Carnegie Mellon. Town meetings were widely advertised and dozens of meetings were held with students, faculty and staff as well as with neighbors in Oakland, Squirrel Hill and the City of Pittsburgh.

**Summer 1999**

- Formation of the Carnegie-Mellon Plan Steering Committee
- Goals of the planning process established
- Steps set out for an inclusive process that would draw on the creativity of the Carnegie Mellon community

**Fall 1999**

- Selection of the firm of Ayres/Saxe/Davis as planning consultants
- Inventory and assessment (interviews, data collection)
- Town meeting

**Winter 2000**

- Identification of critical issues
- Revision of campus planning principles
- Development of key concepts of the plan
- Town meetings

**Spring 2000**

- Master plan development
- Town meetings
- Preliminary report

**Summer 2000**

- Feedback from reviewers
- Traffic and parking studies
- Implementation plan



Diagram of 1900 Plan



Diagram of 1987 Plan



Diagram of 1900 Plan



Diagram of 1987 Plan



Diagram of 2000 Plan

The 1987 plan quadrupled the campus north with new DuSable and the U.S. Open arena.

The current campus is a mix of styles. The car into the urban



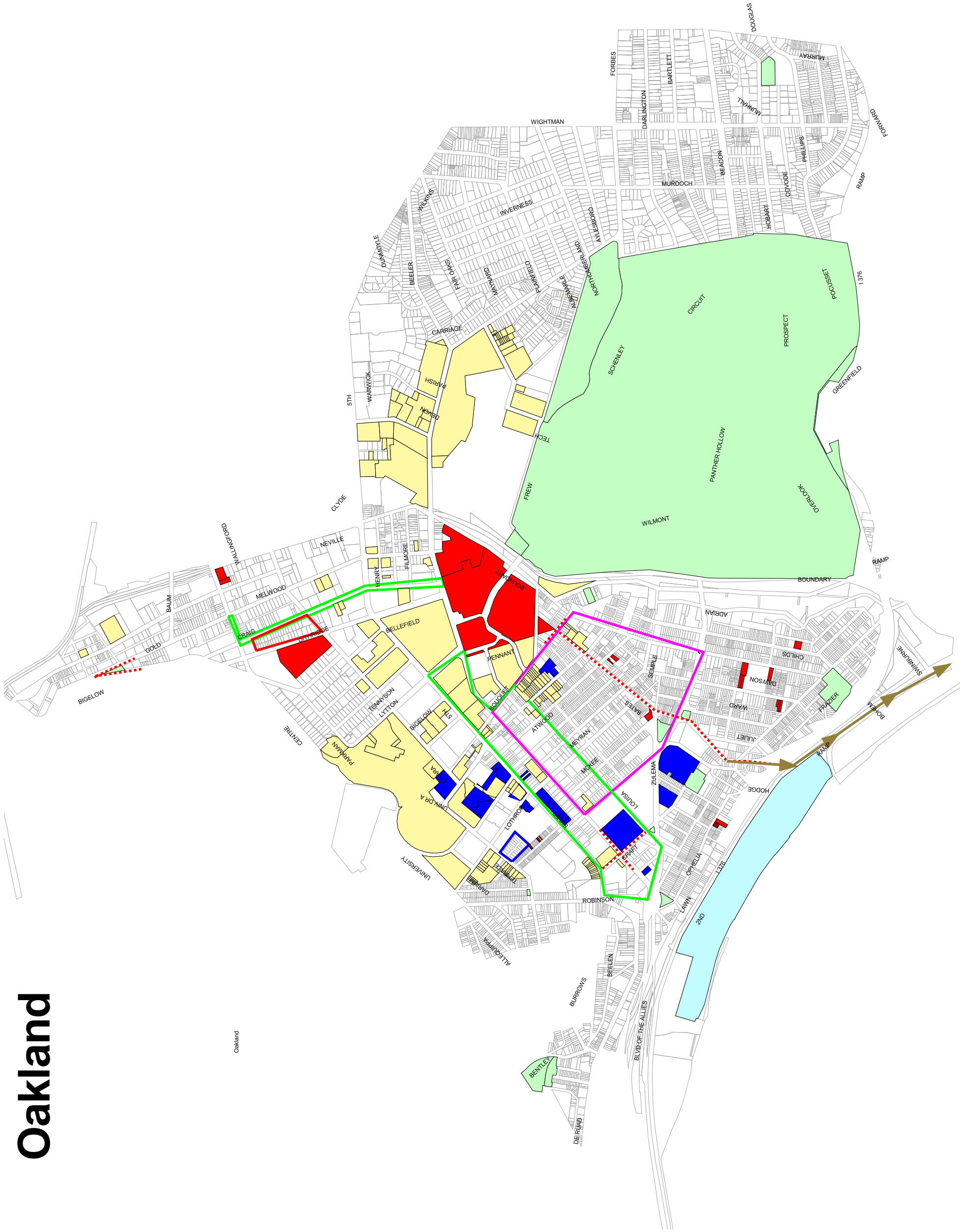
The new plan builds on the form of the 1987 plan and improves the look and feel of the whole campus. Green space is restored from the core so there will be a renewed feeling of being a walking campus.





# Oakland

Oakland



- Edu
- Tech
- Proposed HSCOP
- HSCO
- Proposed Health
- Health
- Monfayette Gateway
- Bizdistrict
- Studentdensity
- Parks
- Oaklandparcels
- Street Centerlines