

The City Parks ForumSM

A Fellowship for Mayors, their Park Advisors, and Community Leaders

The City Parks ForumSM Symposium

November 4 - 6, 1999

New Orleans, Louisiana

Agenda

Friday, November 5

Opening Remarks

Marlin Gusman, City of New Orleans Chief Administrative Officer

Mary E. Eysenbach, Director, The City Parks Forum

M. Christine DeVita, Director, Lila Wallace-Reader's Digest Fund

"The Benefits of Parks"

Dr. John L. Crompton, Professor, Texas A&M University

Minneapolis: Peavey Park

Sharon Sayles Belton, Mayor

Pittsburgh: Nine Mile Run

Tom Murphy, Mayor

"What Makes a 'Good' Park"

Part I - Designing Urban Parks

Jane S. Brooks, FAICP, Professor, University of New Orleans

Part II - Urban Park Planning

Sidney Brower, Professor, University of Maryland, College Park

New Orleans: Kids' Café and Pocket Park

Marc H. Morial, Mayor

Saturday, November 6

New Orleans: Kids' Café and Pocket Park Site Visit and Discussion

Louisville: Portland Wharf

David L. Armstrong, Mayor

SUMMARIZED PROCEEDINGS

Opening Remarks

Marlin Gusman, Chief Administrative Officer, City of New Orleans

We have a great struggle with urban communities, trying to make them as attractive as our suburban counterparts. And while we have some really good things like the architecture and the historical significance of areas that perhaps the newer suburban areas don't have, we also have a lot of challenges. Urban parks can really make the quality of life in the community better. [To help parks succeed] you really need to have a partnership; the city cannot do it alone. Without a team approach, without having the private sector involved as well, I don't think you can make it.

Mary Eysenbach, Director, The City Parks ForumSM

Without the support of the Lila Wallace-Reader's Digest Fund The City Parks ForumSM of course would not be possible. Since the fund started its urban parks initiative, they have catalyzed a number of innovative park partnerships and improved the lives of residents of 17 cities across the nation...

Chris DeVita, President, Lila Wallace-Reader's Digest Fund

On behalf of the board and the staff of the fund that we are absolutely delighted and thrilled that you all are here at the very first City Parks ForumSM especially designed for mayors and their private partners. You all are doing some of the most innovative and exciting work that's going on in America at the moment and we are absolutely delighted to tell you some things that we know but also, quite frankly, to learn some things that you know. We want this to be a forum for you to exchange ideas and to feel supported that there are other people around the country who are dealing with the same issues and are trying to manage and juggle the same priorities. And that there are different ways and different solutions that are all available. The goal, I think here, is to do nothing less than support your leadership in a growing movement across America to find more creative ways to enrich and revitalize our urban communities. So you are brave pioneers embarked on a really wonderful future path. So thank you very much.

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Presentation, "The Benefits of Parks"

Dr. John Crompton, Texas A&M University

Economists identify two kinds of services, public and private...that have nothing to do with the public and private sector. When you ask, "Define a public service, who benefits?" the answer is everybody does. So when you ask, "Who pays?" the answer is everybody pays through the tax system because everyone benefits. When you ask for a private service in your communities, "Who benefits?" the answer is the individual who participates and nobody else. So when you ask, "Who pays?" the answer is the individual users pay full cost. This kind of continuum is standard among pricing policies of park and recreation agencies. The challenge for us in parks is to demonstrate that everybody benefits and so everybody should pay. If we cannot demonstrate that then we don't have a case to make.

In talking about marketing parks and recreation services I have followed a private sector model that says that if you are successful it means users are satisfied, users buy your product, therefore you make a lot of money, therefore your company thrives. I applied it to the public sector: we have high user satisfaction, a lot of them use our product, they come back, but we don't thrive. Why? Because there's a middleman out there which is, of course, the city council, who is responsible to a broader constituency than users.

My initial thinking here was that user satisfaction is an inadequate measure of the success of park and recreation agencies. In order to win or enable our American city council friends to win on our behalf, we need a broader constituency than users. It is what I call off-site benefits that count higher and by that I mean the benefits that translate to people beyond what they get during the actual recreation experience. We have to win the off-site benefits game. It performs a necessary service for the community beyond responding to the demands of particular users groups. How do we win the broader constituency?

"Leisure for its own sake" still lacks political clout. Leisure has to show other more tangible returns such as jobs, urban rejuvenation, alleviating delinquency or whatever to be worth something. It carries real political conviction only if advocated for other instrumental reasons. At the federal government level we have a terrible time getting funding for the Land and Water Conservation Fund. But recreation and leisure on its own is too flippant [an idea].

Public or general welfare benefits of leisure are not widely recognized by elected officials. This contrasts with their view about the social merits of other services, such as education, health service, police, fire, transportation, for which they readily acknowledge large benefits to society beyond those that accrue through direct uses of those services. Because our elected officials recognize those wider benefits, those services get priorities. Our job is to look at what are those wider benefits (from parks and recreation services). They fall under three headings:

- economic development
- alleviating social problems
- environmental stewardship

The challenge is to use a marketing concept known as positioning, the process of establishing and maintaining a distinctive place for park and recreation services in the minds of decision makers and taxpayers. The current position is perceived to be a relatively discretionary non-essential government service. We need to move to position recreation and park services so they are perceived to be a central contributor to alleviating the major problems in a community identified by taxpayers and decisions makers, to get expanded tax support.

The way we reposition is we ask what are the key political issues in your community? The key issues are things like economic development, crime and safety, health environment, quality of life, unemployment. Our challenge is if in your community the thing that people are running on are the issues of economic development, then how do I ally what I'm doing to economic development to alleviate that problem, because that's the key to securing funding.

Parks and recreation has a labeling problem. Agencies are labeled based on the means used, that is recreation, rather than on the ends they aspire to achieve. We've lost track of that. Part of it is that people in our field haven't made that point forcefully enough.

This whole notion of positioning reflects people's beliefs and value systems. Those are very hard to change. It takes a long time to make those kinds of shifts so the time frame for repositioning the parks and recreation field is going to be relatively long. It involves a commitment to segmentation and focus. If you spread yourself across all the issues then you have no image. In order to win the game you have to focus, focus, focus. The message has to be pervasive and insistent that parks contribute to whatever the issue happens to be in your community.

One of the great positioning things that tourism people have done is to claim they are a tourism industry when of course there is no such animal out there. It is in fact an amalgam of about 56 industries. They have positioned themselves very well in the minds of elected officials and decision makers by agglomerating and in so doing they have stolen much of the funding from park people.

Why do tourists leave home? They leave home because there's an attraction. What are the major attractions in America? There are theatres, art galleries, museums, heritage places, shrines, historical sites. There are parks, national, state, local and theme, there are recreational events and festivals and tournaments and so on. There are arenas, college sports, professional sports, gambling on cruise ships. The major attractions in American cities are run by public and non-profit organizations. Americans, when they go on vacations, go to lakes, beaches, woods, museums, theatres. You run them in the public sector over and over again. If attractions drive the system then tourism for the most part in America is a public sector-driven business.

Most people are of the opinion tourism is private sector stuff. One of the key rules for us is to position ourselves as being central to tourism. We need to reposition ourselves back because we own the attractions and tourism in this country. The private sector depend on us because we are the attractions.

How do we make that point clear? We do economic impact studies. The community residents pay taxes to the city council. The city council uses those taxes to subsidize development of recreation programs or facilities. Those facilities attract out-of-town visitors; those visitors spend money in the local community, that money creates income and jobs in the local community for community residents who paid the taxes to start with— that's how the cycle works. The problem with the financial statements the park departments do now is that they start and finish here. Their concern is what money does the city council spend and what money does the city council give back? The tourism people start and finish here. They say what does the community put in through the city council but what does the community get back? Start presenting with their financial balance sheet an economics balance sheet which says this is what the residents spent through the city council, this is what residents got back through the tournament, special events and the stuff we put on bringing visitors to town. That's a way to contribute to repositioning and putting ourselves up front in there.

For example, do a financial balance sheet on a softball tournament. Say the city got this in entrance fees, but it cost that in manpower, so they lost \$9,375. If you go to the city council as the tourism people, they would say we gained \$525,000. What happens to your position in parks?

Sales multipliers are absolutely irrelevant; they are not of any concern at all to the residents in your community. What your residents are concerned about is how much money finishes in their pocket as income, and they should be concerned with personal income multipliers.

Taking this example through a little further, the cost of constructing the softball complex in my town was \$2 million. Based on the economic return to residents in personal income, which is what we should be measuring, the capital cost of the complex would be repaid after 14 similar tournaments. Take 164 and multiply it by 14, we get \$2 million. So in two years we have repaid the capital cost of the facility. After that you get \$1 million a year and it costs you nothing going out. That's the reality of our situation if you look at that. It's taxpayer money going in and not the city council's money coming in. Look at what taxpayers put in and taxpayers put out, and that's why we are central to tourism.

Economic impact studies are used and manipulated by making a whole bunch of assumptions. You get five experts, you'll get five different answers because there are so many assumptions you have to build in.

The impact of parks on real estate value is another method of generating and contributing to economic development. An example: the golf course with houses around it. For other subdivisions in the area, lots are going for about \$30,000. The golf course gave up 450 lots, at \$30,000 each, \$13.5 million, plus \$4 million to construct the course, total cost of the course, \$17.5 million. However, the lots average \$40,000, there's a \$10,000 increment average a lot because of the presence of the golf course. If you take the 1,150 of the remaining lots at 3 lots per an acre, that's \$345 a lot, you multiply that it's \$34.5 million. The developer was not a generous man; he did it because he made some gains out of this.

Golf course developers got their brilliant idea from Mr. Olmsted 100 years ago. He justified that \$13 million for Central Park on economic development. He tracked it in his diaries from 1856 to 1873. He found there was an increase in the value of the property impacted by the park at \$209 million; cost of the park was \$13 million. The annual excess of increase in tax from this \$209 million was \$4 million over the increase in annual debt payments for the land and improvement. As a result of building Central Park, the city of New York made a profit.

People like to live facing a park and they pay a premium of other house values in order to do that. As an illustration of this, imagine three zones around a 50-acre park, starting from closest to the park, Zones A, B, and C. A premium value of 20 percent exists if you live in Zone A, 10 percent in Zone B, and 5 percent in Zone C. The properties are worth about \$200,000 elsewhere, so in Zone A people pay a 20 percent premium to \$40,000, with the \$40,000 incremental value due to the park. Total property value at 2 percent is \$4,800, therefore \$800 is the increment in tax revenue attributable to the park. If there are 70 lots at \$800 each in Zone A, this gives \$56,000. If I put the premium on B and C as I indicated, then I generate \$98,000. It would cost about \$1 million to do a 50-acre natural park. The

average debt charges on a 20-year general obligation bond on \$1 million at 5 percent would be about \$90,000. So indeed one can pay for the park by the incremental increase in property values around it.

With a natural park, as you move further away from the park, the value of the property, the positive increase decreases. It decreases over about 1,200 feet on average from the location of the park out. With an intensive use park where there is traffic generated, you get negative impacts within about 400 feet of that park. But when you get to the 400-foot to sort of 800-foot area you get an increase in value because the people have the amenity of the park without the dis-utility of being adjacent to all the bad sides [aspects] of it.

The footloose companies— everybody wants them, because they can locate any place. What moves people? As an exercise, write down the place you would like to live given your druthers. Write in one sentence why you picked that place. In 80 percent of the cases, the reason a place is picked will have to do with some park, recreation, cultural, or environmental ambiance about it. The main assets of these kinds of business you're trying to attract are highly educated professional employees. No matter how quality of life is defined, parks, recreation, open space are a part of it. There is a point at which people will trade off income for quality of life.

There are no great cities in this world where people want to live that do not have a great park system. Companies located where there's only mediocre quality of life have to pay higher wages to attract the same quality of work and visa versa.

The Business Research Bureau at the University of Colorado talked to 160 companies that had relocated to the state of Colorado in the last four years. We said here are six primary factors which you have told us in these interviews influenced your move: government incentives, quality of life, labor, proximity to customers, operating costs, and transportation. Allocate 100 points among these six categories to reflect how important each category was to you in making the move. Small companies (10 or fewer employees) allocated a third of the points to the quality-of-life factor. For big companies (more than 100 employees) the driving forces are labor and operating costs. Large companies are driven by the bottom line. Within quality of life are six variables: primary and second education; recreation, parks, and open space; cost of living and housing; personal safety and crime; cultural opportunities; and health and medical services. Amongst small companies the number one element in quality of life was recreation, parks, and open spaces.

Washington, D.C. says over and over again the growth of America really comes from small companies, small companies, small companies. If you're interested in small companies, then this study shows quality of life and parks and recreation are essential to their needs. Ninety percent of businesses in the U.S. employ 10 or fewer people.

There's a new clean growth industry in America today, retirement migration. There are now more than 100 local governments with chambers of commerce that have funded marketing programs aimed at the trusting retirees to relocate. If I take my retirement income, of about \$40,000 to \$50,000 a year, and I bring 140,000 to 150,000 retirement incomes to town, that's a \$4 million to \$5 million business coming to town. Why do we want them? They're stable, they're not subject to business fluctuations, incomes will always be there, income

from outside the community so it stimulates new economic impact in the community. They're positive taxpayers; that is, they typically use fewer services than they pay for. They provide a pool of volunteers for the community, and they transfer significant assets into the local community and banking institutions. Retirees don't require economic incentive packages.

It's not merely a matter of sunshine. There's a consistent finding of a propensity of a younger affluent group of retirees to migrate to areas with amenities. It does mean climate, but it also means recreation.

Discussion:

[There was a question posed regarding at-risk youth]

Dr. John Crompton

We have worked with the City of Fort Worth for four or five years with at-risk youth. We tracked crime rates before and after over a two-year period. Before we put in these at-risk programs, these four centers in high-impacted crime areas, we tracked how many major crimes there were and what happened to those people who were convicted of those major crimes and what the cost of locking them up was. And then we looked at how much it had dropped. Over a two-year period, major crimes went from about 550 to about 400 in these four areas we were looking at. If you take those 150 people who did not get locked up as a result of this program and you multiply it by the \$30,000 or \$40,000 a year cost to keep someone in jail, then you begin to see the return on the investment you made in putting in those programs.

The Honorable Tom Murphy, Mayor of Pittsburgh

One of my concerns is parks groups and cultural groups trying to build an economic rationale that you've suggested. Going down that road is potentially fatal because parks and many cultural events should not be forced into this kind of economic analysis mold but should have value for their own purpose. When we as mayors need to make decisions on the budget if we're looking at cost-benefit like this, police or fire or other things are going to always win. From a city with a multiple mix of neighborhoods and everything, I think it's a dangerous undertaking.

Dr. John Crompton

I certainly appreciate and welcome that comment. I would advocate this approach as a support tool which helps our cause. I would not advocate that it be the "be all and end all." We've been down this road of trying to be a break-even operation in the 1980's, and we lost our souls there, and we lost the game on all these other things. Our basic mission is we are a social service, that's our basic mission in life, is we are a social service. And if we lose our soul, you're right, we would lose the game.

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Minneapolis Case Problem Presentation - Peavey Park

The Honorable Sharon Sayles Belton

This neighborhood is quite diverse in its population, serving several immigrant populations. There are several sovereign nations in the state of Minnesota, and one of the things that happens quite frequently in Minnesota is that people migrate down from the sovereign nations into the core city. Quite often they settle in this particular neighborhood, Phillips. We've also had an increase in immigrants from Somalia and other eastern African countries, who've also settled here. One of the things that happens when you have diverse people from different cultures coming into open space, they all use open space differently. We have a big challenge to try to reprogram the space so that it meets the needs of different users who come into Peavey Park.

Peavey Park is two blocks away from Interstate 35. So anybody who can't get on the Interstate trying to get to downtown cuts through this neighborhood. Imagine that you've got 100,000 people rushing to get to downtown, 35 miles an hour, the posted speed limit, and they're late. They're late so they are traversing through this neighborhood at high speeds making it almost impossible for children who are living to the west of the park to get across on this street. Even though it's controlled by semaphore, this situation presents itself as a major barrier for people who are living to the south of the park to come into the park.

The biggest challenge we have is that this is an area of high concentration of poverty, and with that come some inappropriate social behaviors. It manifests itself on the street in drug activity, gang activity, and everything else that comes from that. So our challenge is to make this park more safe. The public school children use this open space for their recreational play during the course of the academic day. My primary concern is the safety of the children, and we are working hard to promote safe schools and safe parks in Minneapolis.

Our goal is to complete a master plan and secure funding so we can accomplish our public goals for the park and accomplish some of the goals of the Hope Development Project and others who are part of our nonprofit community who are really trying to build a stronger neighborhood and address issues of substandard housing. We want to change, or at least modify, the mix between rental and home ownership. If we can get the rental a little more diverse in terms of pricing, then we think that we can move towards stable neighborhoods.

We obviously want to develop design strategies that help us create that sense of community and neighborhood safety.

We've got big issues to resolve with regard to funding the redesigned recreational facilities so that we can stabilize the park. We think that if we can restore the park back to a pleasant environment that's providing quality recreation, it can serve as a catalyst for economic development near and around Peavey Park.

There's a lot of different agendas in the Phillips neighborhood and in the vicinity of Peavey Park. Hope Community is serving as our lead community-based organization towards realizing a safer Peavey Park and a stronger Phillips neighborhood.

Before the gateway to the park was created, we had a liquor store right on the corner of the park. One of the primary problems and concerns that we were dealing with 10 years ago was people buying their liquor at this liquor store, which was on the corner of a public park, privately owned, and drinking their libations in the park. Our decision to buy the liquor

store, in partnership with the Park and Recreation Board, was because we knew we had to do that in order to get on some critical path to restore social order in this neighborhood and in this park.

When the challenges are so great in this neighborhood, not just in the park, we're going to need everybody to come to the table in order for us to realize our objectives. Everybody's got to feel like they're a part of finding the solution. And so it is really important for us to make sure everybody is seated at the table and everybody's voice gets heard. When you have the language barriers that are associated with all these immigrant groups coming together, you have to have interpreters sitting around the room with you as you engage in community dialogue. So it can be cumbersome but it all has to happen in order for you to be effective.

It is really important that we think about what it is we're trying to accomplish:

- We want our park to be a safer place and for more people to feel comfortable using the park
- We want to close the gap on that so that young people have an opportunity to use the park.
- We want to increase involvement in the park by community groups, volunteers, and corporate businesses.
- We want to build relationships between those corporate businesses that are in the vicinity, like Honeywell, and the park.
- We want to build a stronger relationship between the public schools and the parks. We've been long advocating public schools and parks to a joint venture on limited land so that they can share gyms and open space, equipment. We think this is a cost-saving measure for the taxpayers. We also think it's a significant opportunity for us during the summer months to be able to open up the school facilities to the park professional staff so that we can expand the opportunities for our children to be able to enjoy public institutions.

The proposed plan of action:

- provide a safe, green space and park to fulfill the recreational needs of all of our community groups.
- seek out all community groups, volunteers, and businesses and ask them and expect them to participate in the planning process and the visioning process.
- create a strong relationship for the park within the public schools, the school that's attached to the park building and with all the neighborhood groups and agencies.
- identify and obtain additional outside funding sources so that the vision can be created and the vision can be realized.

Our intention is really to transform the Phillips neighborhood. We think we can use Peavey Park as the oasis that draws people to the water, so to speak, so that they can get strength and fortification and they go back out into the community and help create this stronger environment so that the community might be more stabilized. We think that Peavey Park can be a catalyst for community building. Non-profits have come in and tried to do isolated activity. None of these activities that we have been engaged in so far have really made the difference. And so we need something that can touch each and everyone of us, touch

business leaders, touch our housing leaders, touch our neighborhood organizations, our schools.

We also, through additional parks, plan on looking at new concepts in urban design for affordable housing. What we need are eyes on the park. The park is surrounded by beautiful buildings that again are underutilized. Residential buildings, commercial buildings, and what we want to do, again, encourage people to think differently about how we can draw more affordable housing into the community, more stable housing into the community, more businesses in the community and again, have the focal point to be this wonderful and gorgeous open space called Peavey Park.

Prof. Sidney Brower, University of Maryland, Peavey Park Discussion Leader

In working with a neighborhood where there are problems, where there are safety problems, where you need volunteers, where there are programming inadequacies, and where the park actually needs some critical changes, one of the major things that you need in the area in order to get safety is you really need some behavioral changes. It's not simply just a physical problem of making the park look pretty, it's making the park be used differently, making the users different.

There seem to be three ways you can go about doing this.

1. For the city to do it. You get a police force, you put a lot of money in and you make the thing look beautiful and you have people stationed there and paid to look after the place day and night.
2. Get the community to do it. If you have an extremely well connected, extremely wealthy powerful community maybe you could go that way and sort of privatize the park.
3. Get a partnership. Have the city working in conjunction with the community.

If we go with the third, most plausible option, the first question then is who exactly are the partners. You indicated that this was a very diverse community. There has to be somebody, some voice to speak for whatever it is you call the community, rather than a diverse group.

If one of the goals that you have is to try and create community here, to bring people together around an issue, this seems to be an ideal issue around which to try and form community. In other words, use the park as an excuse around which to coalesce community. And then there has to be some organization with broad enough representation that can act, that can speak for whatever it is you call the community.

Then there has to be somebody on the other side who can speak for the city, because the city is generally a whole bunch of different agencies, many of whom have some connection with the park. The question of the redesign of the park comes after that. I would suggest reorganizing the order of importance and having community engagement first. Then I would have the partnership, then I would have crime, design, and finance combined.

Prof. Grover Mouton, Tulane University

I'd like to bring to the table the notion of jumping off parks and jumping into the low-income housing issue. One of the notions that's happening in the cities that I'm working in is the concern of reorganizing the low-income neighborhoods into viable neighborhoods. The crime issue is clearly the objective everywhere after you jump out of the low-income situation. And what we're using the parks for are vision channels for surveillance— I'm not talking about police surveillance— I'm talking about community engagement, neighborhood engagement. We have removed housing to create parks and we are really removing them as places of surveillance for the neighborhood. If you can see across parks, somebody can sit on their porch or their exterior area and look. Parks for us are not engaged in the typical horticultural conditions. They have become places of engagement and places to reduce criminal activity. So this is a place where community needs to congregate.

It's very difficult to talk about Olmsted and others when you've got drug addicts and prostitution right on the edge of the park. I'd like for individuals to think of this in terms of the capacity for the park to move the neighborhood in an incremental manner. In this situation, a lot of the deliverables are in real social issues.

Prof. Sidney Brower

There's a park in Baltimore where prostitutes collect on one of the streets immediately facing the park. The residents' approach is "pooches on patrol." A group of ladies get their dogs out, and they go walking on a regular basis along the streets. They're very courteous. They say to the prostitutes, "Can we help you? Is there anything that we can, you know?" It discourages them. This bunch of ladies and their pooches go around making sure that their presence is felt and making the prostitutes feel that maybe they're not that comfortable here. Now of course, they'll just move somewhere else, but at least it'll move away from their park.

Mary Merrill Anderson, Park and Recreation Board Superintendent, Minneapolis

Parks really are sacred in Minneapolis. The idea of housing on the park sort of always terrorized me, but the reality is we have to do something. How do we stabilize that north end, how do we create a different kind of environment, how do we think differently about how that park works? I don't think the only solution is necessarily having housing on the park, but we do have this idea of creating eyes on the park. Housing on the park is probably one that would be very, very difficult in our city to think about. But there is some value in expanding the borders of the park, since part of the problem is Franklin Avenue. If there was a way to create housing or commercial just across that street that somehow is tied in a more significant way to the park, that is something that could be looked at. And the other issue is creating safe passageways to the park.

The Honorable Sharon Sayles Belton

When you start thinking about what some of your solutions are, if we were to build a park building at the north end, I've already got a facility at the south end. At some point in time I have to think about the ongoing operating cost associated with all this. Also, is there something you can actually do to change the topography? I mean do we just go out here and move dirt around and just really change, you know how the park lays out so that we can get into site lines between the two buildings? I think that we're challenged because of the size and dimension of the land area.

Prof. Sidney Brower

In addition to having surveillance, you really have to have people who are willing to do something about it. Simply having people see what's going on, there are many streets where people can see exactly what's going on and they close their doors. Simply being able to see what's there is not enough; it seems to me in addition you need to have a committed group of residents, and in order to get that you have to have some form of organization. And if you expect some responsibility out of the residents there has to be some privilege attached to that. You can't just expect them to do all this just out of the goodness of their hearts. Looking after an area where other people come and cause the problems. There has to be some authority for them.

The Honorable David L. Armstrong, Mayor of Louisville

I'm really intrigued by this plan because I've been spending a lot of time thinking about downtown housing. [Mayor Armstrong made a comment off-tape regarding the creation of a park perimeter walking path].

Prof. Jane Brooks, University of New Orleans

[Professor Brooks made a comment off-tape regarding moving the public market on Franklin Avenue to a corner of the park].

The Honorable Sharon Sayles Belton

Franklin Avenue is a commercial corridor where we try to do incubator businesses and a public market. We were concerned about why the market wasn't successful along this longer corridor— there's probably a lot of different reasons. But given the high volume of traffic that occurs here and around Peavey, the idea of moving the public market to that intersection [the troubled corner?] really might prove to help the concept of the public market be more successful in that neighborhood.

The Honorable Tom Murphy

Regarding the safety issue, my experience has been if the police are motivated enough they can get control of this kind of situation. They're gonna move it somewhere else but it's gonna clean up that area. Somehow the police need to be brought into this. I've watched in Pittsburgh drug markets literally disappear overnight in an area where the police make a decision that it's going to disappear. You could use video cameras on the pole.

Regarding the design issue, given the diversity of this community, you have a wonderful opportunity to sort of create a usable monument, like designing sort of the best playground in Minneapolis, that's multi-age in terms of use. That playground would look unlike any other playground you would ever see in the country because you've brought these diverse ethnic groups together and created a playground. In Pittsburgh we have one particularly interesting playground that has dragons and castles as well as swings and slides. The community spent a lot of time designing this. We also have worked with the local YMCA and actively hired and trained gang members as a workforce to build several dozen playgrounds for us around the city. The first ones they built are in their neighborhoods. Identifying the people who are now trouble for you and having them involved in developing the park will create the sense of ownership.

Mayor Armstrong's suggestion to put a walking track all the way around the perimeter of this park is a good one. We have found that to be very effective at drawing people because it's going to be on the edge, it's well lit, there's other traffic there, and it brings people into it.

The other issue, you're focusing on low-income housing, but you said that you have a core of middle-income people in this neighborhood. I wouldn't be in a rush to build just low-income housing; I think this neighborhood is viable if you build a much more mixed-income housing stock and figure out how you begin to expand that core of middle-income people that you have in the community. They ultimately will make the economy in this neighborhood work and create the kind of constituency group you need to demand better services.

The Honorable Sharon Sayles Belton

When you start talking about switching neighborhoods over or introducing mixed incomes in, you have to face the question of gentrification. This is a neighborhood of mostly people of color who are poor. We did do a really small project at the south end where we introduced mixed-income housing, near the Honeywell World Headquarters. They're really concerned about leaving this neighborhood because of a lot of the problems and concerns. They ultimately decided to stay, but one of the things that they did was turn some property over mostly to reintroduce mixed-income households. We worked hard to try to sell it to the people of Phillips neighborhood: if you're upset about not having access to community services and businesses, etc, you have to deal with the fact that we don't have income in the neighborhood to sustain that. What we've got to do is be engaged in a conversation with them about what's the right mix and where do we do this? Where do we introduce the mixed-income housing, where do we bring in, again, more people with some buying power so we could use their buying power to bring resources to our community?

The Honorable Tom Murphy

We have some of that going on, but in several public housing communities, ultimately the public housing residents, the lowest-income residents, believe that some day they will have the opportunity to live in that neighborhood and own a house. It really is not the thought of bringing people in but the sense that I have a future, and when I graduate from public housing, I want to be able to buy a house in this neighborhood.

The Honorable Sharon Sayles Belton

We adopted a city policy four years ago that said in every single neighborhood in this city we would create Life Cycle Housing— the notion that when you're young and just getting out of school you don't have a lot of money, but you still want to be in your neighborhood near your church. So you're going to get a unit that maybe isn't everything you want it to be but as you grow and mature and get your family and your house, you can stay in your neighborhood. When you get older you could move into a unit that's more maintenance-free. It's our challenge to create that in every single neighborhood, and it's the vision that we have for all our neighborhoods.

Mary Merrill Anderson

Peavey Park has been a Weed and Seed site, which means we focus all kinds of resources, local, state, and federal law enforcement, in the area. You can do that effort for a month or

two months or six months, and you do change. The problem moves off the street to another street or indoors, but as soon as that effort relaxes, it is amazing how quickly it returns. That effort has to be something that is almost permanent.

Deanna Foster, Hope Development, Inc., Minneapolis

The words surveillance, police activity, all those things add to the sense people have that they live in the bad neighborhood. What we're trying to do at Hope is to come at everything from the positive side. Not to eliminate the police— we know that's a piece of the solution, but there are many pieces. The one that we're working on is really trying to give the people who live in the neighborhood a sense that for one thing they're not throw-away people and this neighborhood isn't a throw-away neighborhood because of them. A lot of that has to do with kids knowing how to go out and play together. One of the things we've created is a block community, where the kids on that block have learned to play together. The parents have learned that their kids can play together and it actually changes their lives in a very significant way. The parents on our block have learned that they don't have a crisis constantly with their kids.

It's a neighborhood that isn't appealing to anyone. What we're doing is creating some ways to get people to believe that this is a viable neighborhood and not just because of police presence but because they understand what a community without fear and isolation and all of the other things that are constantly put upon them is like. The victimization of a poor neighborhood on the poor people is far more than the victimization to the rest of the city. We've gotten people in the neighborhood excited about the thought of actually not moving out of here when they get enough money or whatever but actually the possibility that they might actually be able to buy a home here because they would like to be in this neighborhood.

Mary Merrill Anderson

All the way around the neighborhood, you have a sense of the anxiety that people might feel in the neighborhood. When you get inside that block where Deanna's organization is and you walk inside that space, the feeling is very different. You feel very safe, you feel very connected. They have a constant example of really what can happen when you rethink how communities are connected and redesign the space based on people's needs.

Brigid Sullivan, Director, Louisville/Jefferson County Parks Department

Mayor Murphy's suggestion about having a playground that's the best playground in the city, I think is one that people really can rally around and it gets the children's village idea going. We did some things of having kids draw what they wanted in their playground and letting them design it, letting them help put it in, all that kind of thing.

The play areas [in the proposed design] make me very nervous as an administrator because of the cost to maintain them. We did a study and the cost to maintain a large park was about \$700.00 an acre. The cost to maintain a small tot lot type area was \$3,000.00 an acre. If the city's going to be expected to pick up operating costs, that becomes a real issue. If the neighborhood association's going to do it, that's fine as long as the neighborhood association is young and strong and able to do it. But what we've seen particularly in Jefferson County, which the mayor was the head of, a lot of neighborhood associations built little areas and now they're turning to us to take care of them. Twenty-five years later

they've been abandoned, they're really a problem in the neighborhood, and so I think you have to consider that as you look at the design.

Prof. Sidney Brower

In Baltimore, there's a difference between the way people use and look at the front of the house and the back of the house. The front of the house is essentially where the visitors come, where people want it to look nice, and where there's people coming in and out all the time. So there's movement and action on the front of the house, and if there's going to be eyes on the street anywhere, it's going to be in the front. The back of the house is much more like the extension of the kitchen, it's a working area. It's not where people go and sit, people go and sit in the front rather than in the back. So if the yellow brick road [in the design] goes along the backs of the houses, you're taking people off the front. I think you need to ask whether you're going to have the surveillance at the back that will make people feel safe at the back and actually want to use that space.

The Honorable Sharon Sayles Belton

In the Midwest we live in the back. The backyard is where we have the barbecue, and you hang out, and you're going to see what's going on in the back. It's a challenge for us in the Midwest because people don't want to see all that activity out in the front. Because many people are migrating from other parts of the country to the Midwest and bringing that front of the house activity out there for everybody to see, there's a little bit of tension.

Prof. Grover Mouton

If you've got a park, you're lucky to have a park. Your plan will splice it all up with all these connections, when if this park is fabulous, they're gonna get out and get there. I think if you want to solve the problem, you should put your priority on this park and not play around with connections, and get yourself a park that really works that you can be proud of.

Mary Merrill Anderson

This design is the vision of the Hope Development Corporation. What we want to do is try to take the fact that they're very interested in that park, stabilizing it and recognizing the importance that we come together with them to talk about what we can do to reach the same goals that they're trying to reach in the park, which is a shared goal.

Mark Schneider, President, Rubinoff Development Company, Pittsburgh

Does it make any sense to potentially look at a management vehicle where the community manages the park for a while to see if that maybe changes some of the things? I mean put the users basically in control. Obviously that raises bigger policy issues.

Mary Merrill Anderson

It does raise bigger policy issues. Rather than just say the community should take over the park, we think that the strength is in having a partnership, and that it's strongest when you bring the park board and its resources together with the community's resources in a really strong partnership.

Mark Schneider

One of the parks that we've done, our development company works with the community associations and manages the park for the redevelopment authority of the city and the users,

who are also helping to pay. And then we pick up 80 percent of the trail maintenance, but we also maintain it.

Mary Merrill Anderson

The other suggestion that you're speaking to is that most of the people who are employees of the park certainly live in the neighborhood.

Meg Cheever, Director, Pittsburgh Parks Conservancy

When you're in the redesign phase of the park, contact Bryant Park. They spent a long time looking at the behavior of people in the park, which was very crime-ridden, and then did the redesign so that it would discourage antisocial behavior.

Prof. Sidney Brower

The term park seems to me to be a very nebulous and abstract concept, which means very different things to very different people. Sometimes I think the word itself gets in the way of what we're trying to achieve. From what I've heard here, what we're looking at here is a cultural meeting place or a public plaza. The terminology park maybe gets in the way of the way people think about the problem here.

Also, the issue or notion of Adopt a Park Programs really builds on the partnerships idea. It seems that's the kind of contractual arrangement which may well work with engagement and partnerships discussed earlier.

Dr. John Crompton

I agree that there's something nebulous about the words park and recreation. If you're playing a baseball game, everyone knows what you're doing. There's a guy sitting on the bench who's drunk. Is he recreating? The kids beating one another up, are they recreating? If you describe the space in terms of what people are supposed to be doing there, then you have a way of designing for it and a way of evaluating that in fact that happened. If you call a park open space, it is just sort of left over. I think turning it into a verb instead of a noun is helpful.

The Honorable Tom Murphy

As you've described the neighborhood, with its multi-ethnic groups, you have an incredible opportunity to pull those cultures together and design this playground I talked about. If you get the best playground design people around and incorporate the respected traditions and icons of their cultures into the playground, that could be really powerful in communicating to the rest of the city in a visible way that this neighborhood is going in a different direction. When you talk about Somalis and American Indians and African Americans, you could make such a rich park from all those ethnic traditions. Build it around a playground, because what we've found is playgrounds really are where people begin to meet each other, through the kids. When kids come together, they don't care about different races and things like that. They start playing together, and then parents start talking to each other.

Brigid Sullivan

A lot of the land in Peavey Park appears to be devoted to an athletic field, tennis courts, and basketball, which is very limiting in terms of general use and really focusing on children.

The idea of a child-friendly community is a fabulous idea. One of the things you might do as you're looking at the playground is having some of the other things that you can have all the generations engaging in.

The Honorable Sharon Sayles Belton

Basketball courts are places where young people, young adults between the ages of 15 and 25, go. If you take away that opportunity for them to do that, they're going to be some place else. We have to do something to draw these 15-to 25-year-olds into the park system, into our rec centers, so that we can help them and support them. We've got to bring them in the park, not push them away. The idea of moving the resources around on this two-block area so that we can have the level of supervision that we need for age groups that need it would make sense.

Mary Merrill Anderson

When we did the redesign of the park, we got rid of the liquor store, we added on to the old hospital, and we redesigned the hospital into the school. The space that we created for the park building was very limited, with limited facilities inside, so there are some issues about the building and how it serves that community. We have to think more creatively about what kind of staffing team ultimately will work in that park. Also, how do we reclaim all of those resources on the north end so that we utilize the whole park and not just the southern half of the park?

Nathalie Andrews, Director, The Portland Museum, Louisville

I wondered if you had some very specific ways in which you were going to create this community dialogue and what some of your ideas were along those lines. How are you planning to talk to the people who live there and are going to use the park?

The Honorable Sharon Sayles Belton

The Phillips neighborhood is divided into four quadrants, and each one of these four quadrants has their own structure, their own politics, their own agenda. There was a time when the whole neighborhood came together under one umbrella, but it has disintegrated within the last year. So we don't have a context that is readily identifiable to bringing everyone together. What's going to end up having to happen first is key organization. They're going to have to be a part of a dialogue, and we're going to have to try to create consensus in that context. If we could augment that list of organizational leaders with some individuals who are key leaders in the neighborhood, we might be able to kind of tie this together and really create a common vision. But there isn't anything structured because this neighborhood is so fragile. We can't afford to wait for it to come back together, so we're going to have to go through the structures that we think have promise and who are doing some visioning within their own mission for this community.

Mary Merrill Anderson

One of the tools that we have used that has proved successful in the neighborhood just east of here, East Phillips, has been a design charrette, as a way of getting all of the groups to come together and do visioning, then begin the process of talking about developing a strategic plan out of that design charrette.

Prof. Sidney Brower

I'd like to take just about a minute to summarize what seems to me to be the main suggestions that have come out. One series of suggestions had to do with the use of the park or the activities in the park, with the opportunity to be able to use all of them for multi-cultural population to become something really interesting and exciting, in particular to have activities in the park that bring people together. There was some talk about the kind of activities and who the people are that could be served. The design of the park will follow from an analysis of what should happen. The other series of suggestions that I've noted here have to do with participation, including the fact that stakeholders in the plan should all have a chance to participate in the design of the plan. That should be a way to bring people together and build community, but it's not enough just to stop there, it has to continue. The plan has to be a continuing plan, not just designing the park and getting it done, but including the ongoing operation of the park.

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Pittsburgh Case Problem Presentation - Nine Mile Run

The Honorable Tom Murphy

Our focus in Pittsburgh has been on two issues: to create jobs, a whole new generation of jobs, and to create a city that really captures people's imagination, to build a quality of life in the city that is really very exciting for people.

Between 1978 and 1985, Pittsburgh lost 150,000 jobs in the steel industry alone. We are seeing now literally thousands of jobs being created from technology companies coming out of the universities. The infrastructure for those companies is very different than the infrastructure for the steel mill. When the steel mills shut down, the city ended up with hundreds of acres of vacant industrial property. Over a two-year period, starting about four years ago, we purchased over 1,000 acres of vacant property in the city of Pittsburgh. We also created a Pittsburgh development fund. It took \$7 million a year out of the city's budget which financed a \$60 million bond issue to begin to invest in these properties, to clean them up and deal with the environmental issues, and to get them to a point where the market would respond.

In the same period of time, we've cut the city's workforce from 5,300 to 3,900. While we were shrinking the operating budget, we were at the same time putting a whole lot of money into investing in the city's future, a big risk that we've taken.

One example of what we did is Nine Mile Run, a 238-acre slag dump located nine miles from the center of the city. Nine Mile Run is the stream that runs through the site. Slag is the end product of the steelmaking process. It has been dumped on this site for 70 years. It is adjacent to two successful neighborhoods: Squirrel Hill, one of the more affluent neighborhoods in the city; and Swisshelm Park.

At the upper end of it is a 500-plus acre park, Frick Park. We have purchased property along the Monongahela River, which gives us the ability to connect Frick Park through Nine Mile Run on a trail that will take it all the way down to the Point.

This is really an incredible story of partnership. We have the city planning department, the Urban Redevelopment Authority, and other parts of the city involved in this. We saw the land as the opportunity to create a new generation of housing. This will be the first major new housing development in the city since right after World War II. The Summerset Land Development Company is developing this property into a high-quality residential community. From the 238 acres, 150 acres will become a park and public space, the largest park addition in the city in this century. We are working with the Pittsburgh Parks Conservancy to be sure that the park gets incorporated in the right quality and scale into Frick Park.

We also have engaged [Carnegie-Mellon] University to challenge us to not do things traditionally but look at this with regard to cutting-edge technology as well as to the quality of the design. Nine Mile Run is a badly polluted stream. We've engaged the Army Corp of Engineers to look at restoration of the stream, how we can bring back aquatic life and stop it from smelling. During heavy rains this stream becomes a major overflow for the sewer systems.

We've gone through a major effort of planning here, engaging the community in over 100 meetings over the last several years. When completed, this development will have involved in excess of \$250 million of private and public money from the federal, state, and local levels. In addition, there's no infrastructure here, no road, sewer, water, or electric lines on these sites. So the scale of this is enormous, and the key was to find partners willing to take a risk with us.

Mark Schneider

Previously our company had developed a 42-acre island, which was also a brownfield. It was an old scrap yard, stockyards, and the city's fly dump. The last phase of that was an 88-townhome development which sold out much faster than expected. One of the lessons we and the Department of Planning and the city took to Nine Mile Run was using public space and parks as an amenity to build value and tax base for the city.

We created three neighborhood parks here that will be hooked into Frick Park. One of the things we did here was incorporate some of the New Urbanist practices in terms of density, another thing we had to sell the community on. This gives the city the ability to compete in the housing marketplace.

The Honorable Tom Murphy

One of the issues that we faced before we could even think about building houses is the whole array of environmental issues. One was restoring the stream environment. We have worked with people from all over the country to create a series of wetlands throughout this stream that will act both as a way to slow up the flow and also to purify the stream. The second issue is revegetating the barren slag slopes. We made a commitment not to take any slag off-site. We have engaged the best and the brightest from around the country to think about how you can re-green slag by mixing in topsoil and creating an environment where you can grow grass and trees.

The others challenges were how to integrate the houses and the parkland in the new neighborhood of Summerset that we're building, and how to reach the fingers of this park

up into the Squirrel Hill and Swisshelm Park neighborhoods. We are also challenged by getting the needed funding and stewardship of the park. How do we maintain the kind of quality we want in this park for the future?

The first meeting we had, there were 200 people there, and they were all against it, worried about traffic and pollution and a lot of other things. We have involved all of the neighborhood organizations and most of the environmental organizations in the Pittsburgh area. We have now built a very strong coalition of people who see this as an opportunity to showcase environmental success stories. We have worked very hard to create a high sense of community ownership of this. There is a really strong sense of ownership now that didn't exist on this development two years ago.

Part of what we have to do is cut that slope. It is so steep now that if you dump top soil on it, you'd create landslides. We have to grade those slopes down to a reasonable angle.

We also wanted to build the public/private partnership to get people to believe that this could actually happen and to address their concerns about how this gets integrated into these communities. We could use some thought on how you continue to design this park into the community in a way that makes it as functional as it can be and integrated into the existing park.

We have committed about \$15 million of our funds to this, but we are about \$7.5 to \$9 million short on funding what we have to get done for the first phase, so financing is a big issue for us.

Our first proposed action is to begin in the spring of 2000 to develop 700-plus units of market-rate housing, consisting of apartments, townhouses, and single-family detached houses, reflecting the design and urban scale of the two adjacent neighborhoods. The second proposed action is to restore the quality of the stream and manage the stormwater. And the final action is to reconnect Frick Park with the river and have a series of forests and open spaces and trails there.

It really is about us creating value in Pittsburgh. Our challenge is to grow Pittsburgh, to create a population that can support the amenities we have. Pittsburgh is fairly well known for both our air and water clean-up efforts and this is really the third leg of that stool, which is the land restoration of the old industrial heritage that we have.

This also is part of a larger effort that connects the city through a whole series of trails. We've literally built miles of trails. This is an extension of that, and, literally from this development, in about three years you'll be able to go all the way to Georgetown in Washington, D.C., and never go on a road.

Finally, this is for us a dramatic example of how you can take a liability that has been with us for a lifetime and convert it to an asset. This is the second largest piece of vacant property in the city. So we're taking a piece of property that's generating no taxes right now that now will generate a significant amount of new tax revenues to the city. The underlying aspect to this is how you create value in the city from liabilities.

Dr. John Crompton, discussion leader

I'd like to just make a couple of general observations. First of all, what an extraordinary legacy this will leave for the city of Pittsburgh in 20 to 30 years time. People will love the foresight of this incredible project. It's fairly typical of the kinds of things that many major cities are into now, trying to build greenways and open up waterfront investments. Also, in many cities the only major vacant land available are brownfields sites. Here we have an excellent example of taking a brownfield site and moving with it.

Were there other cities that you used as model examples for this project?

The Honorable Tom Murphy

In terms of the environmental issues, I would say none. In terms of the kind of community we wanted to create here, I saw this initially as competing with more upscale suburban communities. I want to give credit to Mark and Eloise who opened my eyes to the idea of creating a new neighborhood based much more on urban densities and principles.

Mark Schneider

There's a 32-unit housing development that's also on slag, very suburban in design. I think that's why people thought housing would work, but not at a higher density.

Eloise Hirsh, Director, Pittsburgh Department of Planning

The neighborhood that we were replicating, the very successful neighborhood we were replicating, was a completely mixed-density neighborhood with little houses, big houses, apartments, shops, apartments on top of shops. However, a lot of the neighbors didn't want to remember all that was what the neighborhood was. They wanted to just recall the large single-family home aspect.

Dr. John Crompton, discussion leader

Did you take this money operating from funds, you didn't go for a public referendum on this?

The Honorable Tom Murphy

We don't have referenda; if we did it, wouldn't have ever happened. I made a decision when I became mayor that we needed to radically change the city. The city's budget when I became mayor had a \$32 million deficit. We literally took \$7 million out of our operating budget to finance a bond issue, which created a \$60 million development fund to invest in the future of Pittsburgh. The good news is we now have a \$52 million surplus.

Mark Schneider

The reason the city had this one-time opportunity was, before Tom left the House and took office as the mayor, they passed a Regional Asset District tax that gave the city the one time opportunity to cut the deficit and put the money into the roads. (?)

Eloise Hirsh

Can I add that we're still in the middle of things, that it's not done yet. Also, we have had to pull together a lot of different funding streams, and we're still looking to pull more together. Convincing the Army Corps of Engineers to come in here was not nothing, but

it's \$5 million, so you'll take the time that it takes to deal with them because it's \$5 million. The same with a lot of grant application activity.

The Honorable Tom Murphy

The money issue is a big issue for us. The other you need to remember is that this is only a quarter of what we have going on in industrial properties. This is 238 acres out of 1,000 acres that we're now developing.

Mark Schneider

One of the things that makes it of interest to us and why we're willing to take a risk is that the city is structuring this project in a way it will help us in the marketplace. We're paying market rates for developed lots or semi-developed lots, and we have to go in and put in the finishing infrastructure. The city is coming in with the initial infrastructure, like roads and sewers.

Eloise Hirsh

This site borders on three other communities which have sewer systems in this watershed which are in terrible shape. What we had to do was engage these other communities, two of which are broke. We got this area designated as a first pass of a big wet weather demonstration project which is going to infuse a lot of sewer-related money into dealing with everybody's sewer issues in this watershed.

Mark Schneider

Getting back to the question about models for the environmental restoration, we did look at some amazing urban stream restorations in Louisville, Cincinnati, and Baltimore, which opened our eyes because originally the plan was to cover the stream.

The Honorable Tom Murphy

We were going to culvert the stream and level the entire site.

Mark Schneider

What changed our mind primarily was cost. It was expensive. Eloise's department and the people from Carnegie Mellon University and the community asked us to take a look at it. It just made sense from a cost point of view and it was going to be a better development. Eloise got EPA to give money to come up with some technologies to really stabilize this area that allowed us to continue with keeping the stream open.

Prof. Sidney Brower

You cited models— Kentlands, Seaside— as justification of a higher density which requires enough people to be able to walk to some sort of services. However, in this case you have a higher density but it seems there's no real center they have to walk to that justifies the additional density.

Mark Schneider

There are connections here. Up the hill is major connection called Beechview Boulevard. There's not a grocery store you can walk to there, but there's not a grocery store really in Kentlands we can walk to either, or in Seaside. There is commercial planned here, but

again, there's a wonderful little neighborhood business district nearby. Part of the things that we went through were coming up with ways for our development to be connected to the neighborhood, which is very stable, very attractive from a private developer's point of view to be associated with.

Prof. Sidney Brower

And then you're speaking about the parkland being vital to the development of residential areas, but it seems to me taking that extreme point of view, you have a section of undeveloped land in the middle here which has most of the problems. In what way does it benefit the resident?

Mark Schneider

The goal is not only to connect this development but to connect these neighborhoods to Frick Park. This is a 600-acre park plus this trail system that the mayor has developed, and again, part of the thing is people, why we think this is so powerful from a market point of view. It's a pedestrian-oriented development, and people are going to want to walk to those amenities, the park being one of them.

One of the things that we're working on right now and hopefully going to get some input on is, what does this park and wetlands look like? And what kind of activities need to be put there to get it to be more usable for the existing neighborhoods and the housing development?

Meg Cheever

One of the things that Pittsburgh Parks Conservancy has done is to partner with the city on a master plan for the four largest parks in the city, and Frick Park is one of them. I think Olmsted came to Pittsburgh and actually wrote something about the beauty of this valley and how great it would be for a park. Also we found that the firm of Innochetti and Webble, distinguished landscape architecture firm from Long Island, spent 22 years on designs for this park. And apparently in the 1940's this valley and up into the park was threatened to be filled in. That effort somehow was beaten off. So it's sort of always been recognized for its beautiful potential but up until now it hasn't been maximized. Frick Park and Nine Mile Run in a way are really kind of a port to the sea, or a port to the river. To attach this new park to the larger parks you'll be able to go both ways and to the river and to the trails. It actually makes a lot of sense in a conceptual way. It's not just a linear park; it's a connector.

One of the issues for us with the four parks that are already there is how can we effectively partner with the city to improve the stewardship, because with the budget cuts, obviously it's been harder to do park maintenance the way you want.

The Honorable Sharon Sayles Belton

What did you use to convince the public so that you could purchase all this industrial land?

The Honorable Tom Murphy

There's never enough money for police and fire and paving roads and everything. A group of us felt that Pittsburgh was at a point that either we did some very dramatic things to turn it around and transform it physically and the image of what the future held for us. There

was a lot of give and take with city council and with the public. In many people's minds the jury is still out whether we've made the right decision or not.

The Honorable Sharon Sayles Belton

Is the river still a working river?

The Honorable Tom Murphy

The river is the largest inland port in America. I'm going to guess that there is 75 million tons of commercial activity that goes on in this river.

The Honorable Sharon Sayles Belton

I think a lot of cities around the country that have riverfronts are trying to determine whether or not the river should continue to be a working river, or whether they ought to take a beautiful landing and make it housing stock to build on the beautiful amenity of the water. One of the things that's going on in our community is this discussion about redeveloping riverfronts where there is viable industry. Even though it's not desirable or pretty, it is still generating revenue. I wondered whether or not you've had to deal with any of those issues at this location.

The Honorable Tom Murphy

Not directly. There is an active railroad line that sort of separates the site from the river, with several underpasses that you can get under. And near this site is a 160-acre piece of property that we're in the midst of buying that was a major part of the steel industry. Part of the discussion we're having is whether we want to tear that all out or bring in another industrial use that would be river-oriented to use that. A lot of people in the community sort of have gone beyond wanting to bring industrial uses back.

The Honorable Sharon Sayles Belton

My last question is, I couldn't tell from the drawings here whether or not you are inviting a lot of people to come into this area. I wonder how they're gonna feel about a whole bunch of people, the general public, coming into their new neighborhood.

Eloise Hirsh

It's an issue.

Mark Schneider

One of the things we did in Washington's Landing was build a trail system connected to the river trail. We just sold a \$600,000 home located five feet from the trail. There are going to be issues in terms of private versus public, but generally people think it's a good thing that people are using the trail. And it's a great amenity to them.

Dr. John Crompton, discussion leader

I've been looking at the impact of greenways on home values; for the homes on the greenways, it's a wash. They don't gain value and they don't lose value. For the homes one block from the greenways, they all go up in value and saleability, which is the speed at which the home is sold.

The Honorable Sharon Sayles Belton

Our experience is that over time, as the open spaces become more and more popular, that people who all own some of the [adjacent] properties try to find more and more ways to keep the public out.

Dr. John Crompton, discussion leader

But you had the Cedar Lake project, which was a huge success. It went from nowhere to everywhere on the political agenda, and there was a lot of controversy there between users on the trail.

The Honorable Sharon Sayles Belton

One of the reasons it all came together is that the outcome we were looking for was cleaner water in our chain of lakes. It was only achievable because of some of the things we were going to do around Cedar Lake and around Lake Calhoun. In many ways we are both blessed and in some way cursed in having urban lakes in the city. We were even more cursed when the activities and behaviors of other communities contributed to unclean water in our city. We put together something for the Clean Water Partnership with our first ring suburb of St. Louis Park and got the community to agree that improved water quality was the first priority. Because we were able to keep that as the ultimate goal, we were able to put up with major opposition from people who lived around the lake who didn't want the the marsh in front of their home. Ultimately it worked out because even people who lived along the lakeshores really believed ultimately that the water quality was first and foremost.

Mary Merrill Anderson

In addition to that was the development of the Cedar Lake Park Trail that was this major connection, as the mayor suggested, from the western suburbs into downtown. There were a couple of factors beyond just being able to bike and walk into downtown from the western suburbs along this trail. There was the whole issue of what was going to happen to this land. I think there was a development proposal to put housing on this land. People who lived adjacent to there were very concerned that this open space that was in a very natural state was going to become housing. So the individuals who lived there began to develop a coalition to preserve this open space. They put a fair amount of private dollars into that. We were then able to convince the public sector, both at the state and local level, that they ought to also invest and created this private/public partnership which created this wonderful amenity in the park system which included wonderful bike and hiking trails.

There are issues associated with maintenance of that trail. It is not very expensive but occasionally there are safety issues, mainly with the perception of safety, not from the fact that anything has ever happened there but just that parts are densely wooded. Although they don't want it to be manicured like Lake Calhoun, they want it to be somewhat cleared out so that they can feel like they can see what's around them.

We put dollars in to leverage the private dollars and that then leveraged the public dollars, both local and state dollars.

Brigid Sullivan

The more active and legitimate use you have, the less non-park like behavior you'll have. If people can see, you know, if it's mowed back an extra 10 feet on each side, they feel a lot safer and are going to use it a lot more.

The Honorable Tom Murphy

Frick Park is 600 acres with some playgrounds and other things around the edge, but it is largely a natural area with miles of trails in it. Part of the continuing evolution of this [project] is whether we want to extend this park down to the river very similar [in character] to Frick Park. It would not have a lot of heavy use in it, and not programmed use. It would be much like what Frick Park is. So part of what we haven't settled on yet is what this looks like as a park in terms of its use.

Dr. John Crompton, discussion leader

Have any of the your cities been involved in wetlands mitigation or creation here? Because highway people often have to create some wetlands.

Mark Schneider

One of the issues that came up to balance some of the excessive stream overflows during wet weather times is to use a wetland. So we would create additional wetlands in Fern Hollow.

Eloise Hirsh

As we were doing the master planning for this project, we called around the state to see who else had been involved in wetlands creation. PennDOT did have a guy who had to create a couple of wetlands, so he was a terrific addition to the team.

The Honorable Sharon Sayles Belton

In Minneapolis, the airport was shrinking a wetland, so they had to replace some wetlands. In a part of the city where we tore down public housing and created a new mixed-income neighborhood, we did something that you were thinking about doing 60 years ago. And that's that we filled in a creek and we built on top of it. Those houses over time fell into the creek. Now we're going to rebuild there, paying attention to the fact that the creek is there. We'll clean it out, create the wetland, and use credit off of the Minneapolis State Park Airport over in our project area. And it's working out very, very nicely.

Prof. Grover Mouton

How are you going to fare out the management of the park?

The Honorable Tom Murphy

We're so focused on just getting this built that we've probably not thought through the long-term management structure.

Prof. Grover Mouton

You're working with a fairly good group of designers, I'm sure they're going to come in with these special moments in here that would relieve this very high density. I could see creating the special places here that are integrated into the quasi-timberland.

Also, you've got a very nice development here. You've got the potential for real market-value housing, and in return you will generate revenues for the city. I think that's pretty amazing. You've got this high-density piece of development within the confines of the city. You're very lucky because there are very few cities that have this kind of land to deal with.

A lot of mayors would love to create this high-density development without having to go into annexation.

But, what's going to happen is that this is going to become [buildable] land and somebody's going to want to get their hands on it. That park is going to become a very viable place and right now for some reason you know, everyone's sort of tip toeing around it, the park. Is it because you don't have enough knowns or it's not enough definition or there's no need?

Mark Schneider

CMU actually ran a neighborhood charrette that gave us a lot of wonderful ideas about five nodes of activity in the park. Ultimately this is going get down to a resource issue. If we can get the resources to create a quality park, then I think we can build the value there.

The Honorable Tom Murphy

I think that we are just at the beginning. I mean we've been trying to figure out how to make this happen first. Let me just give you an example. Right here we show fields. I'm going to say to you that those fields that we're showing are opposed by everybody that lives up here. Of course we don't know who's going to live here and whether they want them. But they probably want places where their kids can play soccer and baseball. So how all this land gets used is really up in the air right now.

Mark Schneider

I'd like to ask a question of the Louisville people, about your experience with the stream restoration that you did. How did you pay for that? And how have you maintained it after it was done?

The Honorable David L. Armstrong

If you are talking about the Bear Grass Creek Project, our Metropolitan Sewer District has been the lead agency on that, and it's still a work in progress. The monies were basically obtained from our efforts in Washington for the overall watershed restoration. And having the watershed back means a lot for the Louisville Water Company and the clean up of Bear Grass Creek for our public activity center. Other streams developed when I was in the county in the southwestern part were all based on watershed cleanups. We got funding from the feds as well as the state for watershed cleanup.

Brigid Sullivan

As you're planning the open space, you really need to decide very early on who is going to be responsible for maintenance and management of it. They ought to be involved in the planning of it to put a reality check in there of how many people it's going to take if you do X, or if you do Y, what does that take, that kind of thing. It's important to know what the program is going to be and who usually implements that program and have them involved in the planning.

Cynthia Sylvain-Lear, Director, New Orleans Department of Parks and Parkways

You know most of New Orleans was actually a swamp. Basically we're still draining off some of it. But in Louisiana we have a wetland erosion problem from hurricanes and

tropical storms that wash away our shores. To counteract that we use old Christmas trees to try to hold back some of that constant erosion.

My curiosity is that I know this site with the slag is actually a brownfields site. How do you win over the citizens, if you will, to say we've done these tests, it's environmentally safe even though nothing is growing on it at this point in time and we want you to build a \$300,000 home on it?

The Honorable Tom Murphy

Let me elaborate by talking about another project. Washington's Landing is a 50-acre island about a mile off another river from the center of the city. The city purchased it about seven or eight years ago. It was the most polluted place in the city, with sewage, a scrap yard, a slaughterhouse, and a rendering plant on it. Mark's company built a hundred houses on there. The rumors of Washington's Landing— one was that the rats were as big as cats, and the other was that the smell will come up through your house from 100 years of slaughter and rendering. These houses have all sold out in less than two years. Initial prices were \$139,000 for smaller ones. The last house sold for just over \$600,000. So we have found that if you build very high quality both in the housing construction as well as the park, you can overcome a lot of perceptions. It's been very successful, and we believe that it will also be true here.

Mark Schneider

People have called slag "western Pennsylvania's second soil," so there is an acceptance of slag in the marketplace. Our company has a development track record which counts for something. Also, there's tremendous agency oversight. We went through about six levels of environmental review, it was a big issue with the community. More about moving the slag, what kind of dust we were going to create. So with any brownfield development you do, the environmental concerns are a big issue, but I think we're almost there. Plus having a lender involved who's a partner in the deal also assures people. Actually the soils at Washington's Landing had PCBs because it was a scrap yard, which is much worse than slag. There we were able to make sure that the lenders and market were comfortable.

Dr. John Crompton, discussion leader

Was tax increment financing ever considered for this venture?

Mark Schneider

Until you create some value it's very hard to get somebody to guarantee that you're going to create the value. It would be a tremendous risk for the city or us. It may be a tool that's used in future phases, but quite honestly, at a certain point in time the city can only trade off so much tax revenue.

The Honorable Tom Murphy

We use tax increment financing very aggressively, in fact the newspapers put it as my middle name. We've been very successful at doing that. For this project, the first phase of it, we're taking the risk out of our development fund. But for the latter phases, once we create a market, we might have tax increment financing to keep the public infrastructure.

Mary Merrill Anderson

Have you looked at the whole issue of the recreational uses of the creek and stream?

The Honorable Tom Murphy

We've got a lot fishing right now. We've looked at creating a park there, potentially even a public boat launch.

The Honorable Sharon Sayles Belton

We are probably in our second phase of housing development along the river. For the first time a year and a half ago, we sold the parcels along that river for full market value. You didn't have to provide any service fee to the developer at all, and he understood that there was money to be made and was willing to pay a fair price. That's really what you want to try to do is get into a position where you jump-start it a little bit and then let the market come in and do its business, so that you don't have to use tax increment financing or any of these other tools.

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Presentation, "What Makes a 'Good' Park" - Part I, Designing Urban Parks

Prof. Jane Brooks, University of New Orleans

I'm going to give you a fairly rapid view of some concepts that I have pulled out with regards to design and parks.

I want to make the point about scale of urban parks. Open space in all of its scales, be it the pocket-sized version or certainly the glory of Central Park in Manhattan, urban parks offer that refreshment for the spirit and opportunities for people to get together.

Regarding this issue of usership of parks: at the northern end of Central Park, adjacent to Harlem and a fairly dangerous end of the park, a concerted effort was made to create new usership in the park. What they did was build a nature discovery center and started an urban fishing program. They stocked the water body up there with fish and rented cane poles to the children of the neighborhood. Wildly successful, very simple, and not a lot of equipment needed. Usership can be thought of creatively and doesn't have to be expensive.

Food is certainly an issue in people's enjoyment of open space and the activities in the activity generator area, the urban institutions near parks. The type of businesses around parks and how they can interact with the park use [is important]. Food operations and other businesses can provide for the enjoyment of the people in the park.

The mark of a good park is one that attracts a wide variety of age groups.

Simple thoughts can get people into parks, to use parks, to enjoy them.

...creating a public plaza to have a reason for people to want to come out to open spaces and to give them an economic incentive. Potentially renting booths that can benefit back to the park.

Designing parks that are highly oriented for children, try to get those children of the neighborhood involved [in the design]. Even after they grow up there will still be that feeling [of involvement].

The ability of people to get close to activities and view them from open spaces, view movement and different types of industrial uses is very interesting.

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Presentation, “What Makes a ‘Good’ Park” - Part II, Urban Park Planning

Prof. Sidney Brower, University of Maryland

I'm going to say something about what makes a good park plan. A good park plan is the result of a good planning process, one which involves residents or users.

An example of a park planning process in Baltimore that I was involved in is Patterson Park, in which the residents were deeply involved. The planning process took three years. The people had a constant series of meetings.

Through the university we had an ongoing involvement for five years with this community. A series of focus groups with residents after the planning process was completed and a series of interviews with city personnel, department of parks, department of planning, public works, were held to find out how people felt about the process and what difference it makes, and also the park designs.

One of the questions we asked was whether residents and designers felt that all of this involvement had actually made a difference to the park. Would it have made the park plan different if residents had not been involved? Residents generally felt it had made a difference. My contention is, if you've gone through the process of hiring a consultant, and the consultant had done his homework and made several presentations to the community, as he'd gone along, and final approval, I seriously doubt the park plan would have been any different.

But there is one very big difference and that is that the park would not have been accepted. The residents have a very strong feeling that this is their plan. And it's their plan because they had a voice.

Planning is generally assisting a series of compromises. It's on the one hand what the city can afford and the other hand what the residents will accept and some how that has to be hammered out. They have to put their heads together and eventually negotiate a solution. The fact that the solution is a negotiated one, the fact that people who were involved have a sense of ownership, is an important part of the plan.

The outcome of the planning process has been the creation of a group called the Friends of Patterson Park who have been extremely active with organizing to raise the money to supplement city funds.

Partnership is the way to go. The residents want a partnership because they want a continuing say in what happens in the park. The city wants a partnership because they don't have enough money to be able to do everything they want and they see this as an additional source of revenue.

The difficulty of the partnership: The residents see the city as a bunch of computer disconnected agencies, people who never talk to one another. They say, we get somebody from the city to come to a meeting, every time we call a different person comes. So there's a problem with who actually represents the city in this partnership. The city's feeling is, there must be 20 or 30 organizations in this, and the city hears from all of them, and they say, who should we listen to?

For both of those roles to be clarified, there has to be some organization that speaks for the community, however you define that. And there has to be some organization that speaks for the city, and there has to be some structure for the setup for these two to talk to each other on a continuing basis and for decisions to be made on a continuing basis.

There were a number of expectations that both the city and the community had about the advantages of participation. The city thought the residents would understand the city's position and would understand that the city is sympathetic towards them, but that there would be better feelings between community and the city administration. The residents did have a very strong feeling that the planners who were from the city did understand the neighbors and did represent the neighborhood, did represent their issues and reflected their concerns in the planning. But, they didn't think that the administration was in the planning. There's still a break between this sort of political process and the people who interface with the residents' community. The residents felt that the people they got to know in the city were people that they could get back to and speak to but they didn't feel those were necessarily the people with authority who could make decisions.

Looking at a picture of a good park, an attractive park tells you something but it doesn't tell you everything. Sometimes an awful lot of what goes into a good park is not visibly in focus.

Nathalie Andrews

In all neighborhoods, but particularly in lower-income neighborhoods, when you have professionals coming in, it's a wonderful opportunity for a mentoring relationship with school children. It's an opportunity for them to see professions that work and so the more interaction you can have between professional designers and whoever and the local people, and especially the school children, it's just a wonderful, wonderful opportunity not to be missed. So bringing them into the process is really a two-way exchange. Not just what the plan gets from the residents and from the children but what the children and the residents get from seeing what other people do in careers and I just wanted to make that small point.

Mary Eysenbach

I think we can expand that to talk about stewardship and children becoming engaged in restoring landscapes or maintaining landscapes, so that they see the opportunity for a profession in planning but also professions in park management.

New Orleans Case Problem Presentation - Kids' Café and Pocket Park

The Honorable Marc H. Morial

This afternoon we want to talk to you about a pocket parks initiative and we're going to focus on one specific pocket park.

One of the problems we face like many urban areas is a declining population. The decline in population has left us with many, many abandoned buildings, both residential and commercial throughout the community. At peak we think we may have had in excess of 30,000 abandoned units, or in excess of 20,000 abandoned buildings.

Abandoned houses create blight with all of the associated problems. They can become crack houses, they can become havens for crime. We struggle between our emphasis on restoring and rebuilding those homes because many of them have historic value and unique architecture. However, some have fallen into disrepair beyond their commercial feasibility so we end up demolishing them. And what demolition leaves us with is a blighted lot with trees and bottles and trash and garbage. It's a serious neighborhood problem.

Today we're going to focus on an area of town that we're going to see in the morning called Oretha Castle Haley Boulevard. Oretha Castle Haley is a late local civil rights leader who was active in pursuing racial equality in the late 1950's and in the early 1960's. Back in the 1960's Oretha Castle Haley was a live street, it was a principal shopping area for the uptown African American community. The problem was, although it was a principal shopping area for African Americans, none of the shops along the streets hired African Americans as employees. The paradox of the effort to open the city is that when Canal Street, our principal shopping area, became open to all people to shop, and all people to work, traditional shopping strips like Oretha Castle Haley that primarily served the African American community began to die.

We have had an effort in that area since I took office in 1994 to redevelop and restore all of this area called Central City. Projects have been undertaken through public-private partnerships, with churches, nonprofits, banks acting under the Community Reinvestment Act, to do a number of very exciting things in that area.

There's a community garden that's a project of Parkway Partners. What we're going to talk to you about today is a proposal to, on the very same lot as the community garden, take what is now a blighted lot and turn it into a very exciting pocket park

Paula Dickey Berault, presenter

When Parkway Partners tried to address the issue of vacant property, we wanted to go in and do something that could be useful in the neighborhood but could also let the neighborhood be the entity that was reclaimed. We wanted to get away from that old 1960's motto of throwing money and driving away. We do raise a lot of money and we do put a lot of money into even a small community garden like this, but only with the

neighborhood, the grassroots support from the people who want to go and keep up the property and do something for their neighborhood.

I believe at this point that we have the largest number of city garden projects at this time. By that I mean totally privately funded in the country. These little gardens on a standard city lot take between \$5,000 and \$6,000 because they need everything done to them.

The Honorable Marc H. Morial

On Oretha Castle Haley Boulevard we identified issues we'd have to face. One important issue was to support grassroots efforts to provide education and recreation. Also, as we mentioned, O.C. Haley is an area that has been in serious decline. So we also want to spur additional redevelopment. We want to reduce the perception of crime in the area.

We have scofflaws, private property owners who can't be located, who have failed to take care of the building. The building ends up getting knocked down, then we have a vacant lot that we have to, at our expense, cut the grass and maintain it. These vacant lots are very difficult to maintain.

This is a city where there is a lot of green space, a lot of wonderful green space, but a city where there is a demand for even more green space. When I go to a neighborhood meeting and talk to community groups, people say we want a park, we want a playground in our neighborhood. And I say there's one three blocks away and they say that's not my neighborhood, that's on the other side of so and so avenue.

Paula Dickey Berault

This pocket park project will be the first of its kind for us. We're developing it to get around that existing small community garden because it is a success in a neighborhood that frankly hasn't had a lot of successes.

I've been lucky to pull together a lot of partners. One is the Kids Café, a nonprofit organization that provides hot meals and a nurturing environment to children in the neighborhood on non-school days. The Contemporary Art Center, a wonderful arts facility, will have Art in the Park and Art in the Café. The children will have some arts projects in an organized fashion in the café in inclement weather and also in the garden they will do their own decorating. They will develop their own decorations for the park and the garden again under the auspices of the Contemporary Art Center.

WDSU-TV, our Channel 6 here in New Orleans, has built a beautiful facility on the other side of one of those interstates that has served to sort of divide and segment the city. In this rather vibrant area where WDSU-TV has this facility, this little park is just a few blocks away. The WDSU management have told us that they want to work very closely with us. They're already meeting, raising money, they're going to put in play equipment. They're going to actually do the installation of the garden and the maintenance of the garden and the park.

First Commerce Corporation was developed from a local banking interest. They have put a lot of money into housing. They have built a great number of new houses; they have all sold in this area. For the first three years of their existence, they donated to my program

one half of one percent of all the sales of their properties. That gave us a nice little nest egg, and I will now be able to reinvest that into this garden and park program.

The Archdiocese of New Orleans has, as have other church groups, been very involved in recapturing what once was the spirit of this wonderful commercial street. They have been very actively involved with the Kids Café. Because of their participating in this we're able to bring in mentoring programs, tutoring programs, and some after school programs. We think that the Kids Café will be programmed seven days a week, with food for children who are not eating regularly otherwise.

The reason the pocket park is so important is that it gives these children their own safe place on this block. We hope that it will be replicated throughout New Orleans. We're going to start in this neighborhood, and we hope to expand to five or six more within the immediate neighborhood and then take it citywide.

Cynthia Sylvain-Lear, New Orleans Department of Parks and Parkways

We realized that the community has to be involved. It is so important that we have that support, because certainly we could not add acreage to the department's total stewardship. And certainly, after the community wants it and is willing to maintain it, we've got to get the public/private partnerships together. It took a lot of hard work for that to fall into place. But here's an opportunity and there's a mission involved and we feel that's sustainable.

We don't want to even encourage a pocket park that isn't going to be used and just sort of looked at. Certainly we want one where it's not going to increase crime in the neighborhood.

We want to do this on a case-by-case, step-by-step basis. It's going to take all of that work that happens through Paula's efforts and her group to design the parks, create the parks that fit the neighborhood and certainly participation by individuals and groups.

Paula Dickey Berault

Obviously assessing and enlisting appropriate partners is very important. These partnerships don't pop out of the woodwork overnight. They come from years of staying in touch with people and assessing what the interests are. For instance, when WDSU moved into an area very close to this depressed area, a light goes off. Then you find out that someone in their management is interested in children's projects, and another light goes off. And it's maybe another year or two, but you'll find a place to use them. So I've been lucky in that regard, but I've had a lot of help with that too.

Gaining legal use of the land is an interesting issue. In the case of the pocket parks and also with the gardens, we have an agreement with the city that we can take over adjudicated properties to the city for development. We'll leave in a minute if somebody wants to come in and do something else, that would be good news.

Planning the physical design of garden and park will be very important and we will use professional architects and designers for that. We can use the assistance of volunteers if

they're trained, if they know what they're doing, if they're strong and have good backs, and if we are very well organized.

Maintenance is always an issue. We stress with every one of our gardens, and we will also with each of the pocket parks, that the maintenance agreement must be in place. It must not become an additional burden on the city coffers.

The Honorable Marc H. Morial

As mayors, we want our cities to look good. We want to find ways to beautify our cities with planning and painting and taking areas that are blighted and give them some shine. In a very small way this initiative gives an opportunity to take an area that's blighted and turn it into something very nice.

The essence of this is bringing partners together and saying, this park, this initiative, belongs to you. We want you to take control and take charge and take ownership and have a stake in it.

One of the important things we have to do in cities is give young people alternatives. That's what we are trying to do with this.

And obviously eliminating these too many vacant and blighted lots. In Louisiana the laws are such that even if people don't pay their taxes, the property doesn't turn over into our hands. We have a unique process where we become the owners of only a tax lien on the property that we can sell at public auction.

Just like a negative, blighted lot or house is contagious, positive development in the neighborhood is contagious. I always seek a way to have small victories. We think that the pocket park gives us a way to go in and make change quickly. It gives us an opportunity for citizens to see progress and when citizens see progress quickly they have more faith in their city. They have more faith in their neighborhoods, they have more faith in their community, and they have more faith in themselves because they can see in a short period turning a problem into a solution.

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Site Visit, Kid's Café and Pocket Park

Craig Cuccia, Manager, Kids' Café

Kids' Café has been here for three years. Kids come in and have a meal—a fine dining experience. There are adults in the neighborhood that do the cooking. Kids are having a formal training experience as they come through. We have hopes to expand in a five-story building. We will develop a training schedule in culinary education. Bakery training in the evening. Wholesale bakery and pan cake business. Job creation through a grant of Campaign for Human Development will start off campaign to help us get rolling.

Michael Washington, Archdiocese Social Apostolate

We are collaborating with KiDS Café to get the program going. In addition to kids getting fed and being involved in waiting tables, they sit down with mentors to give them social

skills experience, share conversations. Someone will talk to them about nutrition and careers. It is happening because of so many people pulling together to make it happen.

Lenora Cannon, WDSU-TV

The way our station got involved in the project is that we look at this as our neighborhood. Any business that's smart will realize it will take development within their community for them to survive. This was a perfect fit as a project to attach ourselves to. We are interested in bringing in volunteers and other businesses to help with things like the Kids' Café. We'll work with the garden and have secured money from our general manager for seed and help. We have committed to a minimum of \$45,000 of public service announcements air time through 2000 as just a beginning to promote what's happening.

Lenny Sloan, Contemporary Arts Center

You can tell the condition of a man's kingdom by the state in which you find the arts there. Our program has organized an arts coalition in a 26-block area to assist us in finding how art might act like glue. We have one important resource, the power to convene. The art you see on the walls is done by our kids, working with the family of Ruth Ozawa, whose family was in Japanese internment camps. In the camps they would boil clothes in vinegar to get the color out and then tie weeds around the fences to weave dyed plants into the fences. They would weave this into cyclone fences. It's also an enhancement of the neighborhood and a refinement of their skills and an enhancement of their abilities.

Discussion

Jeffrey Soule, Policy Director, American Planning Association

Once you have a partnership, one of the key things is to find a balance. The faith-based community here is building an institution. It's got all the elements, and the challenge is to maintain it over time.

The Honorable Tom Murphy

There's a development in Pittsburgh called Manchester Craftsman's Guild. It's built around a ceramic studio. We took the idea that arts in the neighborhood could have a powerful impact. There's now a large building involved. There's major job training. They're building a large greenhouse to raise plants for sale.

The Honorable Sharon Sayles Belton

We have been doing community gardens in Minneapolis for some time. There is always a certain amount of enthusiasm people bring to these projects. Sometimes it is difficult to keep the enthusiasm going at a community level.

Mary Merrill Anderson

We have been challenged as you are with vacant lots and the best way to reuse these lots to serve the community. We don't have the resources to maintain these community gardens and spaces in the parks department. Having neighborhoods adopt them is great, but how do you maintain the enthusiasm? Connect them to institutions. The more you can do this, the better off the long-term effect will be. Look down the road at how you maintain the city's commitment, which will be more difficult. It cannot be just individuals loosely committed because individuals move and things change. That commitment then goes away.

How do you make long-term institutional connections? When people look at a vacant lot that's unmoved, all unkept, people get upset.

The Honorable Sharon Sayles Belton

We operated a tool lending library for six or seven years that made tools available to the community.

Lenny Sloan

We have adopted three schools in this neighborhood. Twenty-five percent or more test below grade level. They are elementary, junior, and a high school. They will shadow the lesson plans of the teacher by getting textbooks and use Kids' Café as an open classroom. We hope the garden becomes a science class to translate learning challenges and find artistic ways to mirror those challenges.

Barbara Lacen, Executive Director, Central City Economic Opportunity Corporation

Five years ago we sat down and decided what were the major elements of deterioration:

- (1) economic development
- (2) housing
- (3) crime
- (4) education
- (5) health

Churches, banks, others are part of this partnership. In two or three years this street will be different and will be the O.C. Haley district. It will have a civil rights museum, Kids' Café. Living culture. Mardi Gras Indians. This will be *our* district. *Fortune* 500 are companies coming in, doing work in this community. This community truly is enriched with a city government that believes in what people want to do. They will do whatever they can to make sure people get the best of what the city can do.

Prof. Grover Mouton

On the design elements of the park, this could become a prototype for other neighborhoods. We have other neighborhoods similar to this. The town is made up of these neighborhoods and districts. Make the design be educational the way that this place is educational for these children.

Nathalie Andrews

Put design ideas on place mats. Make it part of the process and not do a design overlay.

Prof. Jane Brooks

There has been incredible work done already in this neighborhood. That aspect of bringing as many forces in but making them really a vested part, like WDSU and other entities. They are going to listen first. Being part of a listening process is what the community wants. Planning in the last half century from the top down hasn't worked. We have to start working from strengths that are within the neighborhoods already.

Craig Cuccia

The Kids' Café development is by a board of adults and children from within the neighborhood. We built on that and it worked.

Mary Merrill Anderson

The connection to the arts is a real strength. Make it an artistic statement that comes from the heart. At least add another dimension or another piece of that.

The Honorable Sharon Sayles Belton

Vacant lot beautification strategies are placeholders. They are not the long-term solution. Make that lot tax-producing and giving resources to the people. People need shelter and a lot of other things. Keep your sights high.

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Louisville Case Problem Presentation - Portland Wharf

The Honorable David L. Armstrong

Louisville is a city of parks. We are very proud of Olmsted's emerald necklace of parks throughout the city of Louisville, which the very forward-thinking mayor had the idea for several years ago. I'm going to speak about one effort to create a new park in a portion of our city that for years has been taken for granted, the area of Portland, which is about two miles from the downtown. The idea of this came as a result of the Cornerstone 2020 master design for our entire county in 1995. The Cornerstone 2020 process is concluding after almost four years, with well over 500 citizens participating in the design and the codification of our new plan.

Nathalie Andrews

The Portland Museum was founded in 1978. It grew out of a project by Teacher Corps interns who for 10 years had been developing ways to teach urban children about the things you learn by using the community as its own resource. That was our motto: An Urban Community As Its Own Resource. From this humble beginning we've created a free-standing institution that's now 21 years old. The two things we think are real strengths in the neighborhood are our children and our residents, and the power of our history and our story of where we've been. By bringing these together we can help create an important piece for a vibrant future. This park project, long in our dreams, is a wonderful step forward.

The Honorable David L. Armstrong

The Portland area was a shipping port in the early 1800's up until the 1900's. The Falls of the Ohio is almost across from the Portland area. When LaSalle and others who founded the area came to this part of the river, they found it was almost impossible to get down the fossil beds without portaging their vessels. So many of them came onto the Kentucky side and helped build a small settlement.

As ports developed, Portland was basically locked off as a result of the falls. So engineers designed what is known as the Portland Canal.

The 1937 flood, which almost devastated the city of Louisville, resulted in the building of the floodwall. Along with Interstate 64, it is a barrier between what was once the old Portland [Wharf] area and the people of Portland. Trying to find access through the

floodwall and around or under I-64 is one of the challenges that this project has to confront.

The Portland Wharf site is 56 acres. It's overgrown, and has a lot of the dirt and silt that comes up from flooding. It was once a very vibrant area, however. In 1984, the University of Louisville and the Portland Museum got together and conducted an archeological dig at the wharf site, and it proved to be a real treasure trove of items, relics, and artifacts from the area. Being along the Ohio River, it's also a wonderful wildlife habitat area.

In 1994 and 1995, Cornerstone 2020 consulted and had many meetings with the citizens of Portland. They came together to make recommendations, and some of the children said they wanted to live in a place that was fun and that was a happy place. What better way to start the building of a park than taking as a vision for us to design a place that's happy and fun for everyone to enjoy.

We have a wonderful archeological department at the University of Louisville and a lot of volunteers. We plan on having a number of archeological weekends with citizens who live in the Portland area, as well as outside. A team headed by our local architect who lives in the area has suggested we make a real history in charting the history of the day as we uncover the wharf. We may also want to paint murals on the floodwall and other areas to recapture what once was this area and let people share in the vision of the restoration. We want to build a model of Old Portland. There is a cut through the floodwall to the Corps of Engineer's building, but it is a distance from the Portland Wharf area. So we're looking for solutions to finding ways for access into the Wharf.

Another idea was to make the site safer by opening it up to vehicular traffic. A lot of people feel if you have vehicles and parking nearby you'll bring more people to the area. It would also allow people the chance to travel from far distances to see the Portland Wharf.

It's also among our community's ideas to develop a ranger system which would do interpretive tours and provide security for the area.

Another suggestion to make the site interesting and attractive is to provide an outdoor museum and a mobile restroom. We would also include opportunities for fishing and boating.

We currently have two historic riverboats, the Belle of Louisville and the Spirit of Jefferson. We would also include river boating which this port was once known for.

The final idea was to develop a better understanding of what floodwalls and floodplains do to communities like ours. We'd like to ask the Corps of Engineers to work with us to investigate having an interpretation about why floodways and floodplains are things that we must deal with as a community with a river.

The special issues here are designing a park that will allow visitors to interact with the site's architectural history and native landscape, overcoming the physical barriers to the Wharf, and securing the funding necessary to fulfill the park's potential. The city has on its long-

range plan to do bond issues for the improvement of parks and help create parks like Portland. We'll also be seeking additional funds wherever we can creatively find them.

Assembling a team of advisors and community leaders is a very important part. We'll have aldermen, state legislators, and congresswomen sit and work with us to develop the vision along with the community leaders, and develop ways in which to fund it.

The criteria that we're proposing to determine success is the number of people that the park will attract. It will highlight the rich history of the area and it will connect people back to the river. I have been Mayor for 10 months. My call to the people of the community was to come back to the city. This neighborhood marketplace will be enriched by new homes built in the area and the commercial area being significantly improved, and, of course, the tourism that would come to the area is certainly going to be an asset to all involved. If you want people to live in your city, you've got to have things that in a sense compete with those who are living in the county, which does not have the rich heritage of a facility like the Portland Wharf. I'm convinced that people would like to live in an area where they understand the history of it, the excitement of it.

We plan to identify, protect, and preserve significant historical, archeological, and natural resources on the site; create an educational interpretive program for the park site; and develop passive recreation that respects the park's natural and cultural resources. It would tie in with the river walk that is going to provide a circumference around our community and provide biking and walking opportunities. Success in developing this park will depend on the neighbors who live around it and their desire to buy into this and be a part of it. The park offers the chance to add to the cultural and educational value to our children who live in the city. Every time there's an opportunity to enhance the education process of my city, I want to be involved in it. That's one of my significant agendas.

Prof. Jane Brooks, discussion leader

All of the cities that are participating in The City Parks ForumSM are linked historically by rivers.

This aspect of an archeological element to a park is very exciting.

There's something very riveting about learning about your neighborhood by pulling things and seeing things come out of the ground that are telling the story. The Portland project offers the opportunity to reveal a much forgotten past of the city of Louisville and the city of Portland in, as a neighborhood in Louisville, out of this project.

Montreal, Canada, has an archeological museum with this interpretive aspect, that brings children in, making sure that there are lots of children's programs. That's another model that might be something to be looked at.

The last point is this business about the culture of a community and understanding as much as possible that culture and interpreting that culture in an open space in a park. The archeological dig aspect and the folklife aspects that might relate to phases of history that could have been a part of that community.

Prof. Sidney Brower

The thing that excites me is the idea of an archeological site. It makes me much more excited than the idea of a park. One could actually go underground and see the levels. It has the sort of mystery and excitement of a buried city that you can capture and find things and you don't know what's coming up.

Prof. Grover Mouton

In a way you have a ghost city to work with. The concept that you once had an active community here, a real place. I would advise you to take this in its sort of global or holistic position as it was once a city of the early 19th century, a river town. The grid of the historic old ghost town is going to give you an enormous format from which to work. The way I would advise you to think is holistically in terms of the ghostly grid. There is vast sums of money for water reclamation and for drainage and so forth.

Dr. John Crompton

This screams out to me as a super opportunity for what has come to be known as cause-related marketing. Back in the 1980's the American Express Corporation was the chief sponsor of the Statue of Liberty renovation campaign. The CEO of AmEx agreed to pay one cent of every dollar that went on the American Express Card. He found a very useful business tool, because since then they have done 300 of these campaigns. They always tie in locally with a zoo or a historic project or a preservation project. In addition, it's not just AmEx, other banks are in on this. Causes like the Chesapeake Bay, the Platte River in Denver, etc. What you're doing is tapping into people's sympathy and empathy for a business reason. You generate money, and, for this to be a successful business venture, they have to put in major promotion for your project. That's the real payoff for you. It does two things, it generates a little money, and it gives you tremendous publicity and visibility.

The Honorable Sharon Sayles Belton

It seems to me this neighborhood is a very devastated area. The people that live in the Portland area need a lot of support and assistance. I'm trying to understand whether there's a way for this revitalization initiative to address some of the problems and issues of the people of the community. Is there a way for it to somehow to be related to the devastated social condition that the people in the Portland area are living in?

The Honorable David L. Armstrong

In this area, the businesses left when the economy went bad in the 1970's. Before that, there was an out-migration coming with the loss of the wharf area. It has been basically a blue-collar area with significant unemployment from time to time, with the rise and fall of the economy. But, they do have a certain familiar kind of cohesiveness. This is a place where families and family values are important. You can look at other parts of our community and say I wish they had Portland's family values and I'm sure the people of Portland wish they had their resources. If there was some way you could blend the two, we'd have the ideal.

It's my view that if we are able to bring jobs back to this neighborhood, people will want to live near where they work. This is worth their investment, to bring back a neighborhood that will become a point of pride for the people who live there and a point of pride to the city. When folks ask me, what have you done in four years, this will be one of my points of

pride. I can say the Portland people and the neighborhood are empowered now for a long term.

Also, the education of the young people will be significantly enhanced.

Louisville is a place that is not necessarily divided racially but economically. If we can take Portland, a diverse community, and raise the economic value of it, it can be an example of what other areas in the city can follow.

Mark Schneider

If you could get some activity down there along the river, development-wise, that would be a good way to integrate both activity in the park and accomplishing your development objectives.

The Honorable David L. Armstrong

There is a railroad bridge adjacent to the site which is active.

Nathalie Andrews

It has a car lane that is not active that could be a bicycle trail.

Brigid Sullivan

The center part of it is the railroad, which is active. We hope that it can be used as a bike and pedestrian way. Further east up river there's another bridge that had been abandoned, and there are plans to make that a bike trail. You can have a loop take you over to the Falls of the Ohio and Indiana. The state of Indiana has a new interpretive center for the fossil beds. So there is a potential tie-in with a recreational attraction.

The Honorable Sharon Sayles Belton

We did a bridge like that in Minneapolis, old JJ Hill Bridge. A partnership with the state, county, the park board and the city, it has really tied the use of the west bank of the river in a way that it has never happened before.

The Honorable Tom Murphy

If you went beyond just the Portland area and connected with that bridge and the interpretive center and Indiana, it would seem to me that you would have the potential to create this into something even bigger than what you're talking about. It would be the kind of thing that if you had congressmen on the right committee, they could probably get significant public money for.

Prof. Grover Mouton

In parks in general, unless you put something down there people don't go. No one's going to go down there if it's just plain old empty. What you've got to do is integrate into this neighborhood back here, which is apparently 80 percent in poverty.

The Honorable David L. Armstrong

I fully agree, there has to be other linkages to this to make it successful. But I don't think we're going to get the permission of the Corps of Engineers, one, or the state to be able to build a permanent structure on the property because of the fact that it's in the floodplain.

If a wharf is developed, then we envision fishing and piers for children to understand and connect to the river, and also have boating there.

Prof. Grover Mouton

Penetrating this wall is no easy job. There are examples in other cities. In Augusta, they penetrated their floodwall and that becomes a design. What you have to do is define every opportunity you have in a very realistic format in the beginning. You grab every possible angle you can grab and then you start a process of editing down in terms of reality of funding. Some things you will want to fight for and you have to identify what those fights are all about.

If you've got a low-income neighborhood here at 80 percent in poverty, there is money in America right now for low-income housing attached to park agendas. It's a matter of structuring it to receive it and getting the local banks to loan it to you.

Dr. John Crompton

The visitor center does not have to be on the land; the visitor center can be a floating visitor center. There are examples of that in Galveston, in Key Biscayne, there are several examples around the country of floating business centers.

Nathalie Andrews

There are a few other issues that need to be carefully considered. One is the canal. More tonnage goes through this canal than through the Panama Canal. The federal government is gearing up for a \$300 million expansion of that canal. The barges come right off this wharf to enter or come out of the canal, so those activities all affect how you use that riverbank.

Also, there are other resources in the neighborhood. There's a United States Marine Hospital, the only one standing on an inland waterway except for in New Orleans, adjacent to where our museum is now. We also own an 1811 house that's just two blocks from here. There a railroad roundhouse, all this transportation stuff, there's bridges, it's just rich. Somehow to weave all those things together could be one kind of a grid that overlays.

Prof. Grover Mouton

The first thing you have to do is create a master plan that identifies that ghost grid and at every penetration of your wall you've got to have a gate.

The Honorable Tom Murphy

We ought to create a national park that runs from Pittsburgh to New Orleans. Pittsburgh would be "The Forks of the Ohio" national park, where it sort of all began. Here, equally historic, they had to figure out how to get through the falls, and then people ended up down here in New Orleans, or vice versa coming back up. It really is a wonderful connection. I would look at this as The Falls of the Ohio National Park and I would get Indiana involved. Go way beyond what you're thinking about now. Involve your congressmen. This is the kind of thing they can put money into. Mitigation money, yes, and President Clinton is talking about putting a lot of money into a parks program. This is the kind of thing that, if you have a congressman that's capable of latching onto it or a senator, they would love to put money into.

Prof. Grover Mouton

You've got to have five tracks on this thing. The social side, the low-income housing side, the National Park Service side— you've got to get them all. You've got to get a package in order to receive the funds that are coming down the pike.

Linda Cox, Program Officer, Wallace-Reader's Digest Funds

What I hear from everybody is, if you came up with the resources within your community and your city coffers alone, you would be missing an opportunity. In a way you don't want to be too self-sufficient on this. Reach out so that it can get to be as big as it really needs to be, to be all it can be.

The Honorable David L. Armstrong

The plan would be to try and get as much federal transportation enhancement money as possible. Tie that in to our ability to try and cut through the floodwall and also figure out a way in which we can get through and under or over I-64. Our greatest hope to do something significant is to enhance our bike and pathway. It's going to grace the entire community and build upon that. Have this as a significant stop and also a way finder station for folks along the way. There are some opportunities there for us to think bigger than the project is initially designed to date.

The Honorable Sharon Sayles Belton

The point about making the center work for the people and be educational and thought provoking and have long-term life is really important. They've got to be able to touch it and feel it.

The Honorable Tom Murphy

We have what we call the Voyager program. We were able to get two Coast Guard cutters, and we have classrooms on them. High school students take classes for a whole year on these boats, and they're taught science. They'll do ongoing experiments on the quality of water or wildlife or whatever over a period of almost a year and it makes science really alive for them.

The Honorable David L. Armstrong

Most of the crew of the Belle of Louisville and the Spirit come from the Portland area. Through work force development we have a plan to bring children from this area and other areas of the city to be part of a training program, that could be a training center for future crew and the development of a crew for both the Spirit and the Belle and other barge activity which is now upstream. We have done something to teach at-risk kids what mile markers mean, why navigation maps are absolutely essential on the Ohio River, why the current and the elevation changes rapidly during a year's time.

Prof. Sidney Brower

There's a program on the Chesapeake Bay, run out of Baltimore, called living classrooms, which is very much as you described. They take at-risk kids, teach them navigation and boat building, and run summer programs for school kids, take them out to the boats, teaching them about the Chesapeake Bay.

Prof. Grover Mouton

Augusta had a group of mills, done in this bizarre style, they look like Russian Orthodox churches, along a canal— they sit right in the landscape. They created a heritage corridor and got a tremendous amount of money. They did a heritage corridor master plan. What they were able to do with their plan was create a one-year to 20 years build-out. Because the plan existed, they were able to move forward into a low-income neighborhood. There is an enormous amount of money in the heritage corridor business. What it does is allows you to have your constituency come to the table and discuss their views and their ideas and their missions.

You've got the potential here of moving from a park which has been detached by infrastructure from the town. You've got a mechanism in place, you've got to give it a cultural institution. You just need to expand it according to the linear qualities of the city.

Mark Schneider

Do you have a working canal model with locks? If there's some way that you could put in a demonstration lock, it's another way to recover some of the floodway for development. Kids really love to watch the whole concept of moving up and down locks.

The Honorable David L. Armstrong

We might ask the Corps of Engineers to make an additional model showing how the lock and dam process works. It would certainly be an ideal place for young people to understand the operation of lock and dams to be able to understand that process much better.

Prof. Jane Brooks

The issue of heritage corridors ties perfectly in with tourism— building cultural resources and recreation resources, and then linking them as tourist attractions, and building economic development from that theory of tourist attractions. Richard Roddewig has incredible statistics on the growth of heritage tourism industry, the fact that it can be a major economic benefit to communities of all sizes. The idea of linking them up so people could see several sites and access them by bike or car or whatever.

Brigid Sullivan

One of the things that we've been grappling with as parks directors is, what is the appropriate role of parks in the community? We feel strongly that the government entities are the ones that can protect the land. The land is the really solid resource. That's why Minneapolis has such a fabulous park system because there's park land six blocks from every house.

Having the land, the programs can come and go, the community garden programs, the baseball programs, or whatever. There are volunteers that will help with that, but no one else can do the land piece except the government entity. If the government entity doesn't do the land piece, you don't have all of the other opportunities. If you don't have the land, you're really restricted.

If our mission is to increase quality of life, then we need to be part of all of the land planning that goes on in every community, whether it's economic development, housing, whatever it is. Parks is not going to be your solution, but you're not going to have a good

solution if you don't have parks at the table. I think that's part of why we're so thrilled with the Lila Wallace--Reader's Digest Fund making it possible for this kind of event to happen and for all the grants to happen. Parks can really make why our city is a great city, so we want to thank Lila Wallace as park directors for your support on all this, and APA for their pulling all of it together. It really has made a huge difference, I think, over the last few years. The U.S. Conference of Mayors has taken on as a major issue the Land and Water Conservation funding, the UPARR funding, etc. All of you have been very involved in trying to get that up to a level where federally it comes on the radar screen again.

I have to say that I'm overwhelmed that you mayors took your time out of your schedules to be here to focus on park issues in your community. I really hope that we can continue to have other mayors get involved like this. As a parks director, one of my arguments to Lila Wallace over the years has been that the parks directors are usually very close to the mayors, because they're either a political appointment or they're a professional appointment. In any event they are talking with you on a regular basis. We need to make sure that we are part of the entire community and we're part of everything, the long-term planning for the city. To me, your spending this time here will raise that on your radar screens. The benefit of having a mayor who understands the benefits of parks and putting his money where his mouth is repeatedly is wonderful. So when you have opportunities to speak with other legislators and other elected officials, I think it's critical to keep parks on their radar screens as well.

I thank you all for taking your time out of your schedules to do this, because I know what issues you're all dealing with at home, whether it's a homicide, or the fire department being upset with you for something, or the alderman upset with you. To have you all put your ideas on the table like this has just been fabulous.

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