



# HAZELWOOD: MAKING NEW CONNECTIONS

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## **Executive Summary**

*Hazelwood: Making New Connections* is a comprehensive report resulting from the efforts of Sabina Deitrick's Capstone seminar for the spring of 2001. Students worked to develop current themes and future considerations for Hazelwood neighborhood of Pittsburgh.

Hazelwood is a community on the verge of change. The former industrial neighborhood has experienced major depression under the power of the mills. Now, the community has a chance at rebirth through the master planning of the former LTV site and new found interest in the community and its assets. As a part of this new found interest, comes the following report.

## **The Community of Hazelwood**

We begin our work in Hazelwood with the analysis of current human service systems. Through key informant interviews, came the discovery of the existing services available within the community. Along with the existing services, gaps in services were discovered. The section reveals existing community organizations, churches, schools, and informal networks. Common interests of community members as well as recommendations for the future are discussed.

One major concern of the community is its youth. As a part of the analysis, we have explored youth and athletic activities of Hazelwood as well as recommendations for arts and humanities programming. Community safety and image are a large part of the struggle of Hazelwood residents and those working in the neighborhood. Weed and Seed has been implemented in many

communities to combat crime and drugs in neighborhoods while invoking new programming in their place. Included is an analysis of Hazelwood's Weed and Seed. The Mon-Fayette Expressway is threatening the future plans of the neighborhood and former LTV site. The highway poses to take a large chunk of the site, impeding on the planning process. Implications of the expressway are discussed in the report.

## **Brownfield Development in Hazelwood**

The community planning process is difficult. But what makes it even more difficult for Hazelwood is the LTV land itself. The site is a brownfield. Brownfields are complicated sites to plan because of the environmental implications left behind. For the master plan to be successful, the planning process should include active community residents. The city planner plays the juggler in the process, trying to promote community participation while recognizing the politics and money involved in its implementation. The report gives case studies of past usage of brownfields as well as recommendations for Hazelwood's planning process. One major case study analyses the Ruhr region in Germany that was faced with similar developmental issues. The Ruhr region is a former industrial region like Hazelwood that has been transformed into a livable, functioning space. We will discuss how the region applies to Hazelwood and how it differs.

## **Community Revitalization**

The community lies five miles from downtown. The old industrial town is facing a change in its future, but should not ignore its past. Historical sites exist in Hazelwood, some

formally recognized and some not. In planning for the future, these sites could be utilized to revitalize its economic base. The South Side of Pittsburgh developed by recognizing the architecture and history of its streets. Hazelwood does not demonstrate the historic prominence of the South Side, but possess a rich history despite. Many of the historic sites are discussed, though there are many hidden treasures. One treasure is a daybook kept by the librarian of the Carnegie Library from the early 1900's. The journal reveals the day-to-day occurrences of the children that come to use the library, reminiscent of children that live there today. Urban revitalization can occur using many avenues. Historic preservation could be one of these paths.

Community markets are another way to revitalize communities. They can become gathering points for residents and provide a service otherwise vacant in the neighborhood. Hazelwood is in the beginning stages of the market, and if properly organized can become an expansion point and economic source for the community.

## **Workforce Development**

With the closing of industry came unemployment. Hazelwood has yet to recover from what industry left behind. Workforce development surprisingly does not exist in the neighborhood. However, current workforce networking largely exists within the city. As a starting point, these networks could be linked to Hazelwood and its residents to advance people into employment. A vast amount of research has been done in workforce development and national as well as local efforts are discussed in the report.

In order for sustainable change to take place, the community needs to be involved in its planning process. Such a process takes time, but other neighborhoods have shown how it can be done. Each section of the report gives recommendations and lessons learned from some of these other communities. It is in the hands of the residents and planners to take it from here.

Based on our study, we have reached the following conclusions and recommendations:

## **The Community**

- The Hazelwood community is fragmented. Many residents and community leaders are unaware of what exists within the community as far as human service.
- The community is focused on three major populations: youth, elderly, single parents
- We have attempted to map out the available services for the community.
- The Mon-Fayette Expressway and its impact on the neighborhood.
- The assets and systems existing in the community could collaborate to strengthen community networks.

## **Brownfields**

- A Review of the Hazelwood planning process to date.
- Discusses the equity planning process as a strategy for community residents.

- A case study of the South Side Works and how it can apply to Hazelwood.
- Present a Case Study of Germany's Ruhr Region Brownfield Development as it compares to Hazelwood.

## **Urban Revitalization**

- Examine the historical sites of Hazelwood as a community revitalization strategy.
- Lessons learned from community markets and what they can bring to Hazelwood.
- An entry from the Hazelwood Library Day Book, a day-to-day diary of the neighborhood in the early 1900's.

## **Workforce Development**

- Current workforce development networks within the City of Pittsburgh are discussed.
- Case studies of past development strategies are examined.

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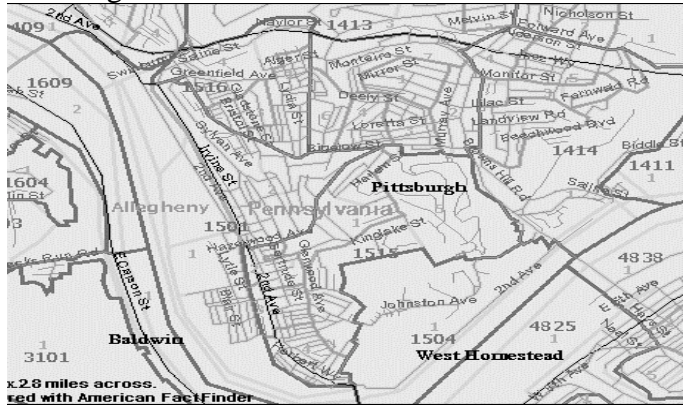
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# Chapter One: Introduction

## The Community

Hazelwood consists of four ethnically and culturally diverse neighborhoods: Hazelwood, Glenwood, Glen Hazel, and Riverside, or “Below the Tracks.” Physically, Hazelwood is located at a “Mae West” bend in the Monongahela River, ideally suited for waterfront activities and just a short trip from Pittsburgh’s central business district.



**Figure 1.1 Map of Hazelwood**

Yet for decades, the community has not been able to see the river, let alone make use of its riverfront, because of the LTV plant.

Hazelwood is a community in transition, in terms of both its physical environment and its population. The LTV coke works are gone; unfortunately, so are many residents.

Between 1990 and 2000, Hazelwood lost slightly over 1,100 people or 15 percent of its population; at the same time, the population has shifted from 32 percent minority to 43 percent. (U.S. Census, 2000):

**Table 1.1 Hazelwood Population, 2000**

<b>Category</b>	<b>Total Population</b>	<b>Percent</b>	<b>Total ages 18+</b>	<b>Percent ages 18+</b>
White	3,499	57	2,928	84
Black	2,402	39	1,530	64
Hispanic	74	1	53	72
Other	164	3	101	62
<b>Total</b>	<b>6,139</b>	<b>100</b>	<b>4,612</b>	<b>75</b>

Hazelwood is home to brownfield sites, including the former LTV coke works and other environmentally degraded sites, including a city salt mound and refuse collection area. Despite these obstacles, Hazelwood has a unique opportunity to redefine itself in the coming weeks through the ongoing efforts of neighborhood activists, city planners, and outside consultants. The community has the chance to make new connections.

## The Project

*Hazelwood: Making New Connections* is the product of a Capstone seminar in economic development, policy, and planning entitled “Mobilizing Community Resources for Urban Revitalization in the Hazelwood Neighborhood, Pittsburgh” offered by the University of Pittsburgh’s Graduate School of Public and International Affairs and instructed by Dr. Sabina E.

Deitrick. The Capstone seminar is linked to the University's Community Outreach Partnership Center (COPC), funded by a grant from the U.S. Department of Housing and Urban Development. The COPC program funds partnerships between institutions of higher education and communities in an effort to solve urban problems through outreach, research, and the open exchange of information. One intention of the COPC is to help neighborhoods develop and strengthen their connections to other communities, and to educational and employment opportunities.

In the past century, many public policies have been implemented in an attempt to achieve certain social and economic results in urban areas (Nivola, 1999). Until the 1960s, urban policies were place-based, that is, policies focused on changing places. Under this heading would come the top-down housing and highway policies of the 1940s and 1950s that encouraged relocation to newly developing suburban areas. In the 1960s, however, policies shifted to people-based, that is, policies focused on providing people with the education, skills, and access to employment and housing opportunities. Under this heading would fall programs such as Head Start and Model Cities, planting the seeds for grassroots or bottom-up organizing (Keating, Krumholz, and Star, 1996). Since then, federal policies have undergone many variations on the two policy areas. Today, the Community Outreach Partnership program represents a fusion of place-based and people-based policies.

The following report examines the impact current and prior public policies have had on enabling and impeding connections for Hazelwood. In *Chapter Two*, we survey the social and cultural fabric of the neighborhood. We assess

Hazelwood's strengths and weaknesses, along with internal and external opportunities and threats, including the Mon-Fayette Expressway. We also analyze youth recreation and business development initiatives that develop social as well as financial capital for the community. *Chapter Three* examines Hazelwood's connections to other communities redeveloping brownfield sites, including other sites in Pittsburgh. We also look at the importance of equity planning for Hazelwood. We look at strategies for reconnecting residents to their community, including the use of historic preservation as a redevelopment tool in *Chapter Four*. *Chapter Five* looks at ways to connect Hazelwood to workforce development opportunities both within the community as well as throughout the Southwestern Pennsylvania region. In this section, we offer many examples of successful networking strategies from other areas. Finally, in *Chapter Six*, we offer our conclusions, as well as policy recommendations for "making new connections" for Hazelwood.

## ***Research Methodology***

The four-month project started with discussions of literature on distressed urban areas in general, and Hazelwood in particular, followed by a tour of Greater Hazelwood. We were also privileged to have many guest speakers with direct knowledge of issues affecting the community. Primary data was collected using community surveys, historical research, telephone conversations, interviews, attendance at community meetings, and neighborhood reconnaissance. We also examined literature documenting areas that have developed successful revitalization strategies, as well as areas that have not. Other secondary sources of information included related

Internet sites, government documents, and a variety of publications. Participants in the capstone also drew on experiences and insights gained in prior classes to link the areas of research.

## **Acknowledgements**

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We would also like to offer a special thank you to Andrew Aurand and Juanita Sanchez for their invaluable help in preparing this report, and to faculty, family, and friends for their support and understanding during this semester-long project.

## Hazelwood timeline, pre-1750 to 2001

**Pre-1750:** The area along the Monongahela near Hazelwood is inhabited by several Indian tribes, most likely Delaware and Shawnee. In the 1750s, when white settlers begin arriving, massive Indian burial mounds are found around present-day Second Avenue and Mansion Street. Settlers demolish them and use the stones to pave a trail that becomes Second Avenue.

**1758:** Treaty of Fort Stanwix transfers ownership of present-day Hazelwood area from Iroquois to William Penn family, for \$10,000.

**Circa 1780:** First European settlers come from Scotland. The area where they settle is called Scotch Bottom, a term still in use today.

**1784:** John Woods, son of the surveyor who worked for the Penn family, builds a stone house on what is now Monongahela St., overlooking the river. Descendants of John Woods live in the stone house until at least 1900.

**Circa 1850:** Other members of the Woods family build Hazel Hill, one of the neighborhood's first mansions. The thicket of surrounding hazel trees, along with the Woods family name, combine to create the neighborhood's name. At this time, Hazelwood is part of Peebles Township, a suburb of Pittsburgh. It begins to attract the city's wealthy residents, who enjoy the area's fresh air and bucolic setting.

**1859:** James Laughlin, an Irish immigrant and Pittsburgh banker, builds the Eliza blast furnace in Oakland, as well as several beehive coke ovens on riverfront land in Hazelwood, across the Monongahela River from B.F. Jones' mills. The two men join forces in 1861 to form the American Iron Works. The company later became Jones & Laughlin Steel Corp.

**1860:** The Pittsburgh and Connellsville Railroad, which included B.F. Jones among its partners, builds a railroad line with several stops in Hazelwood.

**Circa 1860:** The Glen Hotel, a popular stopping-off place for travelers to Pittsburgh, is built. It later became St. Michael's Seminary.

**Late 1860s:** Hazelwood continues to gain popularity as an attractive, elite suburb. Many of the era's riverboat captains build mansions in the area below Hazelwood Avenue. Prominent Hazelwood families include the Olivers, Burgwins, and Nixons.

**1868:** The City of Pittsburgh annexes Hazelwood, creating the 23<sup>rd</sup> ward. It will later be combined with Greenfield to form the 15<sup>th</sup> ward.

**1870:** The 1870 census counts 1399 residents of Hazelwood.

**1871:** The Baltimore and Ohio Railroad buys the Pittsburgh and Connellsville Railroad, and expands operations in Hazelwood.

**1884:** Jones and Laughlin adds 54 beehive ovens to the Hazelwood plant. The combined opportunities with the railroad and the mill begin to attract European immigrants to Hazelwood. They come from Ireland, Italy, Hungary, Poland, and the Slovak countries.

**1885:** There are 43 retail stores in Hazelwood.

**1889:** The Blue Book, the guide to the city's elite, lists 73 Hazelwood residents.

**1899:** The Blue Book lists 42 Hazelwood residents.

**1900:** The Hazelwood branch of the Carnegie Library, at 4748 Monongahela St., opens in August. It was built at a cost of \$40,000, and features 5,000 books.

**1901:** A January 27 article in the *Pittsburg Leader* notes that industrial expansion is driving out Hazelwood's elite. A headline decries "The Decadence of Hazelwood: As an Aristocratic Section It Has Taken a Back Seat: Coke Ovens and Railroads Not Conducive to 'Tone'." It notes that local attorney John McCleave, a resident of Chatsworth Ave., attempted to sue Jones & Laughlin because "they were a nuisance and menace to the residents of the district." According to the article, McCleave's suit was "suddenly dropped."

"The mills and car shops of Glenwood also are encroaching on the residences," the article concludes, "so that Hazelwood is between two fires."

**1901:** A mid-December note in the librarians' daybook from the Hazelwood library reports that attendance is down, most likely due to the "good coasting weather."

**1906:** Hazelwood Brewing, at 5011 Lytle St., is listed for the first time in the city directory. The phone number is Hazel 2. The brewery continues through 1920, an apparent victim of Prohibition.

**1914:** The Blue Book lists no Hazelwood residents.

**1919:** Jones & Laughlin introduces by-product ovens, which reclaim some industrial waste and lead to somewhat cleaner air.

**1920:** Of 27,976 Hazelwood residents counted in the year's census, 22.5 percent are foreign-born. The largest immigrant group is Hungarian. There are 570 African-American residents.

**1923:** The Odd Fellows Hall is built at Second and Flowers Ave. It's the first building in Hazelwood to feature an elevator, installed for the building's prime tenant, the G.C. Murphy Co. Murphy's remains in business at the same location for 50 years. The Odd Fellows are part of a growing number of fraternal organizations in Hazelwood. They include the Knights of Pythias, the American-Hungarian Association, the Kiwanis Club, and the American Legion. The Odd Fellows meet every Saturday night. The wives socialize together outside the "temple," as they wait for their husbands.

**Circa 1934:** The Baltimore and Ohio Hazelwood yard employs 630 during the Depression. In 1924, 937 people worked there.

**1936:** Derby Brewing, an apparent successor to the pre-Prohibition Hazelwood Brewing, is listed in the city directory at 5011 Lytle St. The owners adorn the four-story building with a painted advertisement, which is still faintly visible today.

**1940:** The census finds that six percent of Hazelwood's population is African-American.

**1941:** Jones & Laughlin's Hazelwood works employs 6,568 workers.

**1942:** Housing is constructed in the Glen Hazel area, above the Hazelwood business district, for wartime defense workers. After the war, the project becomes a public housing project for civilians.

**1950:** Mid-century census figures: 33,140 live in Hazelwood. Glen Hazel, counted separately, is home to 5,575.

**1950:** The Hazelwood branch of the Carnegie Library celebrates its 50<sup>th</sup> anniversary with a daylong party on Aug. 16. The collection has grown to 25,000 books.

**1952:** Pittsburgh's Urban Redevelopment Authority takes over 220 acres in lower Hazelwood for the expansion of Jones & Laughlin's Hazelwood works. 525 families are relocated.

**1962:** Though the population of Hazelwood continues to drop from its 1950 high, the retail corridor on Second Ave. is still thriving. A business survey lists two large supermarkets, eight independent grocers, five real estate offices, five drugstores, five beauty shops, two variety stores, and a movie theater among the businesses on Second Ave.

**1962:** Charles M. Unkovic, of Duquesne University's Sociology Department, issues a "Hazelwood Neighborhood Survey," which notes a high unemployment rate and an "inferiority complex" among residents. Among Unkovic's recommendations: widen Second Ave., re-train unemployed residents to work in "new industry," create parklets and walkways from vacant land adjacent to the mills; and reduce the number of liquor licenses held by neighborhood businesses.

"Finally," Unkovic writes, "the problem of integration must be faced head on." He suggests the creation of an interracial neighborhood council.

**1967:** Baltimore & Ohio's Hazelwood yard employs 460, less than half the number it employed in 1924.

**1968:** James Ling, founder of Ling-Temco-Vought, Inc. (later known as LTV), buys a controlling interest in Jones & Laughlin Steel Corp. This move would cost Ling his fortune and lead to bankruptcy for both LTV and Jones & Laughlin.

**1970:** Hazelwood's white population has declined by 33 percent since 1950; its African-American population has increased by 31 percent. Blacks make up 12 percent of Hazelwood's population.

**1974:** Jones & Laughlin becomes a wholly owned subsidiary of LTV. After almost ninety years, the Hazelwood works' name changes to LTV.

**1986:** LTV files for bankruptcy protection; it will emerge from bankruptcy in 1993.

**1990:** Census figures list 6,456 people living in Hazelwood.

**1998:** In April, the LTV Hazelwood plant closes.

**1998:** On June 3, a tornado blows through Hazelwood, toppling a steeple at St. Stephen's Church and breaking windows. No injuries are reported, and the damage is later repaired.

**2000:** The Hazelwood Initiative, a citizens' group dedicated to revitalizing Hazelwood, is founded.

**2000:** Census figures list 6,139 residents of Hazelwood, a 15 percent drop from 1990.

**2001:** The Saratoga Associates, a New York-based consulting group, are hired to assist in developing a master plan for Hazelwood and the LTV site.

## **Chapter Two: The Community of Hazelwood**

In this chapter we explore different facets of the community of Hazelwood. This includes an examination of the human service system available to community residents, the sports opportunities available to Hazelwood youth, the Greater Hazelwood Weed and Seed program, and the potential impact of the proposed Mon-Fayette Expressway. Each section ends with recommendations for action and/or new connections.

### **Community Human Service System Analysis**

The following is a Community Service System Analysis for Hazelwood, modeled after a systematic analysis method developed by F. Ellen Netting, Peter M. Kettner, and Steven L. McMurty in the book *Social Work Macro Practice*. It is an attempt to analyze Hazelwood in terms of its social services and networks within the community. This is a way to recognize service components already available as well as the gaps in the service delivery system that need to be addressed.

### **Identifying the Target Populations**

Through key informant interviews of residents and those working in the community, we have identified several target populations within Hazelwood that are in need of services. Those groups are the elderly, youth, single mothers, and those transferring from welfare to work. We have also included the community at large as a target population. Using data from the Allegheny Bureau of Health Planning in Harrisburg, 1998 estimates show that the average age in

Greater Hazelwood is 40. The average age in Glen Hazel is 60. According to the 2000 Census, approximately 1,400 residents are under age 18.

### ***Youth Summary***

Gladstone Middle School is closing in the near future, which suggests that Hazelwood's youth are about to go through a major transition. For example, the after school programs offered by Gladstone will be discontinued. Although the need for academic, after-school, and social services for community children has long been evident, this coming change will add even more to Hazelwood's need for children's services. In addition, the school and neighborhood identity once provided by the school will soon be lost. Youth will be bused to communities in which they do not have neighborhood ties or identity. They will need a place to congregate and stay off of the streets. They need positive role models. Finally, efforts are being made to develop community education on the new Standards regulations being implemented in the Pittsburgh Public Schools. Gladstone students will still need to be brought up to speed on the new academic standards before they get lost in the shuffle of their new schools. In conjunction with this, many key informants desire stronger literacy programs for children (as well as adults) in the community.

### ***Seniors Summary***

Many seniors live alone, and often are unable to keep their houses in good condition. Informants have suggested that housecleaning services might be a way to address this problem, at least in part. Seniors also have a variety of health needs. For example, emergency services are not available for those

who fall or are injured in their homes, and many seniors suffer from depression and do not have mental health services to address these issues. Comparatively few seniors participate in programs at the senior center on Second Avenue. Informants are unsure why there is a lack of interest in the center despite outreach efforts. According to 1990 U.S. Census data, roughly one-third of the residents of Hazelwood are age 65 and older.

### ***Single Mothers and Welfare to Work Summary***

Single mothers and their children are a target population for Hazelwood and beyond. Many are transferring from Welfare to Work, creating a growing population of “latch key” kids. Informants have suggested that many parents lack appropriate parenting skills. Teen pregnancy is on the rise and teens may not be equipped with the skills to raise a child. Unfortunately, these types of family struggles occur in all neighborhoods and Hazelwood is no exception.

### ***General Community Summary***

Lastly, the mills have closed. The community in general has been left with no identity and a dwindling workforce. What many community residents had grown up knowing is drastically different and Hazelwood is having difficulty recovering from this change, as is typical of many former industrial areas. However, this has effects beyond the complex nature of community identity. Intense workforce development is also needed in order to address these issues (see Chapter 5). Public transportation is also a major problem in the community, particularly to major centers outside of downtown (see sidebar).

In the next few sections of this chapter we will examine the community human service system available to each of these target populations. This examination includes a look at the gaps in services, the assets from which the community can build, and a series of recommendations for improving the human service system in Hazelwood that all residents can be a part of.

### **Define a Continuum of Need**

Needs can be quantified in four ways.

1. The need represents an identified social, economic, or health-related problem of individuals and/or families.
2. The problem affects categories of individuals (or families) with similar characteristics.
3. Persons affected may be located in a defined geographic area.
4. The identified problem may be directly addressed by some current or future service that may be provided by an organization or individual (Meenaghan, 1982, 165).

One framework for the identification of needs is Abraham Maslow’s hierarchy. Maslow’s hierarchy involves the satisfaction of the basic needs such as survival and safety in order to satisfy more complicated needs such as social, self-esteem, and self-actualization (Netting, 1998, 162). The following is a breakdown of each of the target populations in Hazelwood (premised in Maslow’s hierarchy of need) in terms of the services available (and needed) to satisfy residents’ basic and more complex needs.

## You Can't Get There From Here: The Public Transit Experience in Hazelwood

*In February, I scheduled an appointment with Juanita Sanchez, Hazelwood Initiative graduate assistant and community organizer at the Car Barn. We planned to meet at noon. When I picked up the schedule for the 56U, the bus that runs from Pitt's campus to Hazelwood, I discovered the bus doesn't run from 9:30 a.m. to 12:30 p.m.. We rescheduled our appointment for 1:30. At 12:45, the 56U finally showed up in front of the Hillman Library on Forbes Avenue. After a fifteen to twenty minute trek through Greenfield, the bus got on Hazelwood Avenue and headed south to Hazelwood. According to the map, there are only two stops in Hazelwood, both near the Dairy Mart. The Car Barn turned out to be a 5-minute walk in a driving February rain down Second Avenue. (My umbrella continued to travel on the 56U). Finally, I arrived at the Car Barn at 1:20. Thankfully, Juanita gave me a ride back to campus. The ride took four minutes. Chris Marcello, GSPIA student.*

Chris' experience, unfortunately, is all too well known by the residents of Hazelwood: You can't get there from here. Hazelwood is served by three bus routes, which theoretically allow residents to access other areas of the city: 56B East Pittsburgh – Homestead, serving Hazelwood and Glen Hazel; 2. 56C McKeesport – Lincoln Place, serving Hazelwood and Glenwood; and 3. 56U Oakland – Greenfield, serving Hazelwood only. Unfortunately, the timing and travel paths of the routes make access to anywhere other than Downtown Pittsburgh almost impossible or extremely inconvenient for residents of Hazelwood, Glenwood, and Glen Hazel. Below are the high- (and low-) lights of the routes.

### **To the Central Business District (Downtown Pittsburgh)**

- The 56B and 56C provide daily service for Hazelwood from 5 a.m. to at least 11 p.m. The service is convenient and regular - approximately every 25 minutes.

### **To Homestead/Waterfront Retail District**

- Service to Homestead is provided by the 56B only. The route goes to Eighth Ave. in Homestead every 25 minutes, but does not continue to the Waterfront. To access the Waterfront, 56B riders must exit the bus on Eighth Avenue at Ann, cross four lanes of traffic, walk a block back to Amity, walk two more blocks toward the river, and cross two active rail lines to reach the entrance to the retail center. Attempts to reach the Waterfront from any other street in Homestead are blocked by closed-off streets, the train tracks, and mounds of construction residue. If a 56B rider wants to ride to the Waterfront, the person must transfer to the 56E, 59U, or 64A, at Browns Hill and Old Browns Hill Road.

### **To McKeesport Business District/Penn State**

- Service is provided by the 56C only. The bus runs at least every 25 minutes to McKeesport, every 45 minutes to Penn State, and runs to 12:30 a.m. .
- Residents of Glen Hazel must take the 56B to Second Avenue (or walk .7 miles from the residential area on Roselle to Second Avenue, too far for many to walk easily, and certainly too far for someone traveling with a child), and then transfer to a 56C. Based on published schedules effective 3/25/2001, riders will wait at least 15 minutes because of misconnections of the buses.

### **To Oakland**

- Hazelwood is served by two stops only. Riders travel through Greenfield and Squirrel Hill to reach Oakland; the return route is the reverse. The explanation is that limited ridership from Hazelwood cannot support a direct route. The route takes half an hour to travel 5.2 miles from Hazelwood to Oakland; a direct route would take about 9 minutes to travel 3 miles.
- Residents of Glen Hazel must take the 56B either to Hazelwood, or to Browns Hill Road, and then transfer; after 6 p.m., their only choice is to get to Browns Hill Road.
- Residents of Glenwood must either walk or take a 56C back to Second at Glen Caladh, .7 miles, and catch a 56U, or after 6 p.m., travel from their end of Hazelwood back to Second at Johnston, .5 miles, transfer to a 56B, **and then** at Browns Hill Road, transfer to a bus heading for Oakland.
- The University of Pittsburgh ID card for staff and students operates as a PAT bus pass. However, with poor connections to Oakland, Hazelwood residents do not enjoy this benefit. The University does support a ridesharing program, but the vans run only during normal working hours. The University is not permitted to duplicate service in an area already supported by the PAT, nor are vans permitted to travel on the same routes as buses, thus it does not provide alternative transportation for residents of Hazelwood (University of Pittsburgh, 2001).
- *There are 14 weekday trips between Hazelwood and Oakland: none before 6 a.m., none after 6 p.m., and none between 9:20 a.m. and 12:10 p.m. There is no U-bus service on weekends or holidays. There are 18 weekday trips between Hazelwood and Penn State-McKeesport: the first bus leaves Hazelwood at 6:43 a.m., and the last bus leaves Penn State at 12:30 a.m.; there is bus service from Hazelwood to Penn State on weekends and holidays.*

Access to education, services and employment is critical for a struggling community. Poor public transportation in Hazelwood makes it difficult to access employment and educational centers outside the central business district. If the person is a resident of Glen Hazel, the burden of accessing opportunities is even greater, because bus routes add physical barriers as well. *If a city neighborhood wants to position itself as a viable alternative to the suburbs, that neighborhood MUST have ready transit access to areas of employment, education, and shopping opportunities.*

The Hazelwood Initiative wants to position the neighborhood as an affordable option for people who work for the University of Pittsburgh or UPMC, or who attend the educational facilities located in Oakland. With University of Pittsburgh staff and students' access to bus transit through their ID card, people can save hundreds of dollars annually in parking, tolls, and wear and tear on personal vehicles, not to mention time saved in trying to find a place to park. Yet, unless a resident of Hazelwood uses a car, access to many major areas of employment, education, services, and shopping is all but impossible because of the physical and systemic barriers created by public transportation.

Table 2.1 Target Population: Youth

Type of need	Services typically designed to meet need	Services available in Hazelwood
<b>Survival needs</b>	<ul style="list-style-type: none"> <li>• School lunch programs</li> <li>• Clothes</li> <li>• Health care &amp; Immunizations</li> <li>• Food pantry</li> </ul>	<ul style="list-style-type: none"> <li>• Clinic in community- not utilized to full potential</li> <li>• Four food banks in community</li> </ul>
Safety and security needs	<ul style="list-style-type: none"> <li>• Parent or guardian</li> <li>• Safe housing – no lead</li> <li>• Safe streets</li> <li>• Safe after school area &amp; recreation</li> </ul>	<ul style="list-style-type: none"> <li>• No lead programs currently available</li> <li>• Weed N Seed, Community-Oriented Policing Officers (COPS)</li> <li>• Library, Gladstone (closing), YMCA</li> </ul>
Social needs	<ul style="list-style-type: none"> <li>• Recreation</li> <li>• Gathering place</li> <li>• Role models</li> </ul>	<ul style="list-style-type: none"> <li>• YMCA, library, Gladstone (closing), Car Barn</li> <li>• No mentoring programs</li> </ul>
Esteem needs	<ul style="list-style-type: none"> <li>• Support groups</li> <li>• Counseling</li> <li>• Guidance</li> </ul>	<ul style="list-style-type: none"> <li>• Communities in Schools- Gladstone closing</li> <li>• Church after school programs</li> </ul>
Self actualization needs	<ul style="list-style-type: none"> <li>• Education programs</li> <li>• Volunteer</li> <li>• Activities out of school</li> <li>• Culture, art</li> </ul>	<ul style="list-style-type: none"> <li>• Communities in Schools</li> <li>• Meals on Wheels</li> <li>• Need more literacy and after school programs</li> <li>• Sports teams</li> </ul>

Table 2.2 Target Population: Seniors

Type of need	Services Typically Designed to meet need	Services available in Hazelwood
<b>Survival needs</b>	<ul style="list-style-type: none"> <li>• Home delivered meals</li> <li>• Transportation</li> <li>• Homemakers</li> <li>• Health services</li> <li>• Home health services</li> </ul>	<ul style="list-style-type: none"> <li>• Meals on wheels program</li> <li>• Transportation exists but is problematic</li> <li>• A homemakers program but only one homemaker for 80 homes</li> <li>• UPMC clinic and Kane Regional</li> <li>• No home health services</li> </ul>
Safety and security needs	<ul style="list-style-type: none"> <li>• Emergency response</li> <li>• Senior housing</li> <li>• Telephone contact</li> </ul>	<ul style="list-style-type: none"> <li>• No emergency response services</li> <li>• Glen Hazel – Senior high rise, and Hazelwood Towers</li> <li>• Hazelwood-Glenwood-Glen Hazel Council does phone contact</li> </ul>
Social needs	<ul style="list-style-type: none"> <li>• Recreation and social groups</li> <li>• Home visitors</li> </ul>	<ul style="list-style-type: none"> <li>• Senior center</li> <li>• Home visits are rare but do exist upon identified need</li> </ul>
<b>Esteem needs</b>	<ul style="list-style-type: none"> <li>• Support groups</li> <li>• Mental health center</li> </ul>	<ul style="list-style-type: none"> <li>• Church can be of some support but no formal support efforts now exist</li> <li>• No mental health groups or service available at this time</li> </ul>
<b>Self actualization needs</b>	<ul style="list-style-type: none"> <li>• Education programs</li> <li>• Volunteer</li> </ul>	<ul style="list-style-type: none"> <li>• Senior center offers some creative activities – membership is low</li> </ul>

**Table 2.3 Target Population: Single Moms**

Type of need	Services typically designed to meet need	Services available in Hazelwood
Survival needs	<ul style="list-style-type: none"> <li>• Food pantry</li> <li>• Clothing assistance</li> <li>• Day care</li> </ul>	<ul style="list-style-type: none"> <li>• Four food pantries located in the community</li> <li>• Clothing drives held at churches</li> <li>• One More Time Thrift Store</li> <li>• Daycare facility + 5 in home day care facilities</li> <li>• Day care available at the YMCA</li> </ul>
Safety and security needs	<ul style="list-style-type: none"> <li>• Housing</li> <li>• Health care</li> <li>• Domestic violence services</li> </ul>	<ul style="list-style-type: none"> <li>• Glen Hazel</li> <li>• UPMC clinic</li> <li>• No domestic violence services</li> </ul>
Social needs	<ul style="list-style-type: none"> <li>• Recreation Center</li> </ul>	<ul style="list-style-type: none"> <li>• YMCA</li> </ul>
Esteem needs	<ul style="list-style-type: none"> <li>• Parenting classes</li> <li>• Counseling</li> <li>• Support groups</li> <li>• Drug and alcohol services</li> </ul>	<ul style="list-style-type: none"> <li>• No parenting classes</li> <li>• No counseling available</li> <li>• No support groups in community</li> <li>• Rebos House is for males only</li> </ul>
Self actualization	<ul style="list-style-type: none"> <li>• Workforce</li> <li>• Welfare to Work services</li> </ul>	<ul style="list-style-type: none"> <li>• No targeted workforce development</li> <li>• No targeted Welfare to Work services</li> </ul>

### Identifying Collective Community Needs

Collective needs are defined as those that are community wide. These issues go beyond the individual and affect the community as a whole (Netting, 1998, 165). These may include workforce development, transportation, housing, economics, health, crime and violence, and education. A

service response can band-aid these needs for some time, but is often not the long-term answer (Netting 1998, 166). The community must enable itself to be self-sustainable. Empowerment, participation, identity, and control are all markers of a healthy community (Netting 1998, 166).

When the community bands together to make decisions and combat problems there is hope for turning the community around for good. Hazelwood is working toward this goal. The Hazelwood Initiative is working for better health, housing, and economic development. Residents of Hazelwood have organized multiple issues ranging from the elimination of rats, to the prevention of a new coke plant on the old LTV site. The community participation of residents empowers people to take matters into their own hands, thus building social capital and community. The citywide Weed and Seed program is working to combat the safety and crime issue.

### Examine Informal Service-Delivery Units

With the rise of Welfare to Work and the change from AFDC to TANF, many mothers are made to go into the workforce, leaving their children in day care programs. Informal day care services such as grandmothers or kin, and Ms. X down the street watching kids while one works are examples of informal networks. There are five in-home day care facilities in the Greater Hazelwood area that provide services to six children each. Many of these individuals have combined their need to work with their need for day care by turning their residence into a day care center. Here there has been a community response to the increased need for day care through informal networks.

A child serving as caretaker for his or her elderly parent is another example of an informal network. Judging by the elderly population of Hazelwood, these networks are important because formal networks of the community are not equipped to deal with elderly residents' multiple needs. In addition, neighbors "checking up" on elders are an informal network that helps identify if the elder needs help or is sick.

In short, informal service-delivery units exist in Hazelwood and are often created in response to a gap in services by formal service-delivery agents. These needs-based responses represent the seeds of community mobilization and, if organized systematically, can be used as one base to strengthen community ties.

### **Examine Mediating Service-Delivery Units**

As far as we have seen, there are no instances of support or self help groups in the community. Within the churches there may be occasional instances of these groups, but nothing is provided in a consistent manner. As far as voluntary associations, the VFW and Hungarian Association, the churches, and the YMCA are indications of these groups in the community. The community has a male alcohol and drug rehabilitation center. Several informants suggested that it would be helpful for the community to have AA and NA meetings, perhaps with one or several churches serving as mediating institutions.

The community needs support networks for depression and other mental health needs, particularly for senior residents. The senior center is a good place for the seniors that do attend the center. However, there are too many seniors not being

reached. Many suffer from depression and a formal or informal network may be helpful.

The church has historically been an important institution of the African-American community. Because of discrimination practices, African-Americans used the churches as a place for support, fraternal orders, and other groups that were not available in mainstream society (Williams & Williams, 1984, 19). The Morningstar Baptist church in Hazelwood is one example of this and offers many support groups and activities that the other churches do not. It is a strong institution of the Hazelwood and the African-American community.

Voluntary associations have risen in the community in order to organize around particular issues. For instance, CHOC was formed when residents became upset over the plan to implant another coke plant onto the old LTV site. The group rallied and eventually pushed the development out of the neighborhood. The "Rat Pack" was formed to alleviate the rat problem from the neighborhood. These informal organizing efforts eventually formed into a formal network, the Hazelwood Initiative.

Often when communities are struggling we tend to focus only on what's missing. The strengths of a community are important and can be used as a tool for empowerment. Instead of looking at needs, let's look at strengths.

One effective method of using strengths is to develop an asset map. An asset map focuses on the strengths and capacities of individuals and organizations in the community (McKnight, 1993, 5). By developing an asset map (see Figure

2.1), we create a visualization of the community and all that it currently possesses. This method helps frame the thinking of those involved in a more positive manner.

## **Church and Religion in Hazelwood**

The following is a description of a handful of the churches in Hazelwood and the community services they provide. We conducted interviews with those that work in the churches to assess these voluntary entities. One important finding from the interviews is that respect for religion is high in the community. For example, vandalism to any of the churches is unheard of.

### ***St. Stephen's Church, Second Avenue***

The Catholic parish -- 125 years old -- has 2,000 members. One pastor serves the parish. The church is available to anyone in the community and provides a wide array of services around such needs as food, housing, utility bills, assessments and referrals. The average age of parishioners is over 60, and therefore the church targets many of their services to the senior population. Following is a list of some of the services provided by St. Stephen's.

- Burial Assistance (financed through St. Vincent DePaul)
- Sister Mary Teresa works on the pastoral duties, providing hospital visitations and food and living will referrals.
- The church occasionally provides a health and wellness series, which includes such events as blood pressure

screenings, blood drives, CPR class, babysitting class, and mammograms

- Meals on Wheels program
- Christmas outreach, in conjunction with several suburban parishes and the YMCA
- St. Stephen's School is directed by Sister Maurice Anne Toomey. There are about 102 kids now, a low number from past years. This number may increase with the closing of Gladstone.

### ***St. Paul's Lutheran Church, 5319 Second Avenue***

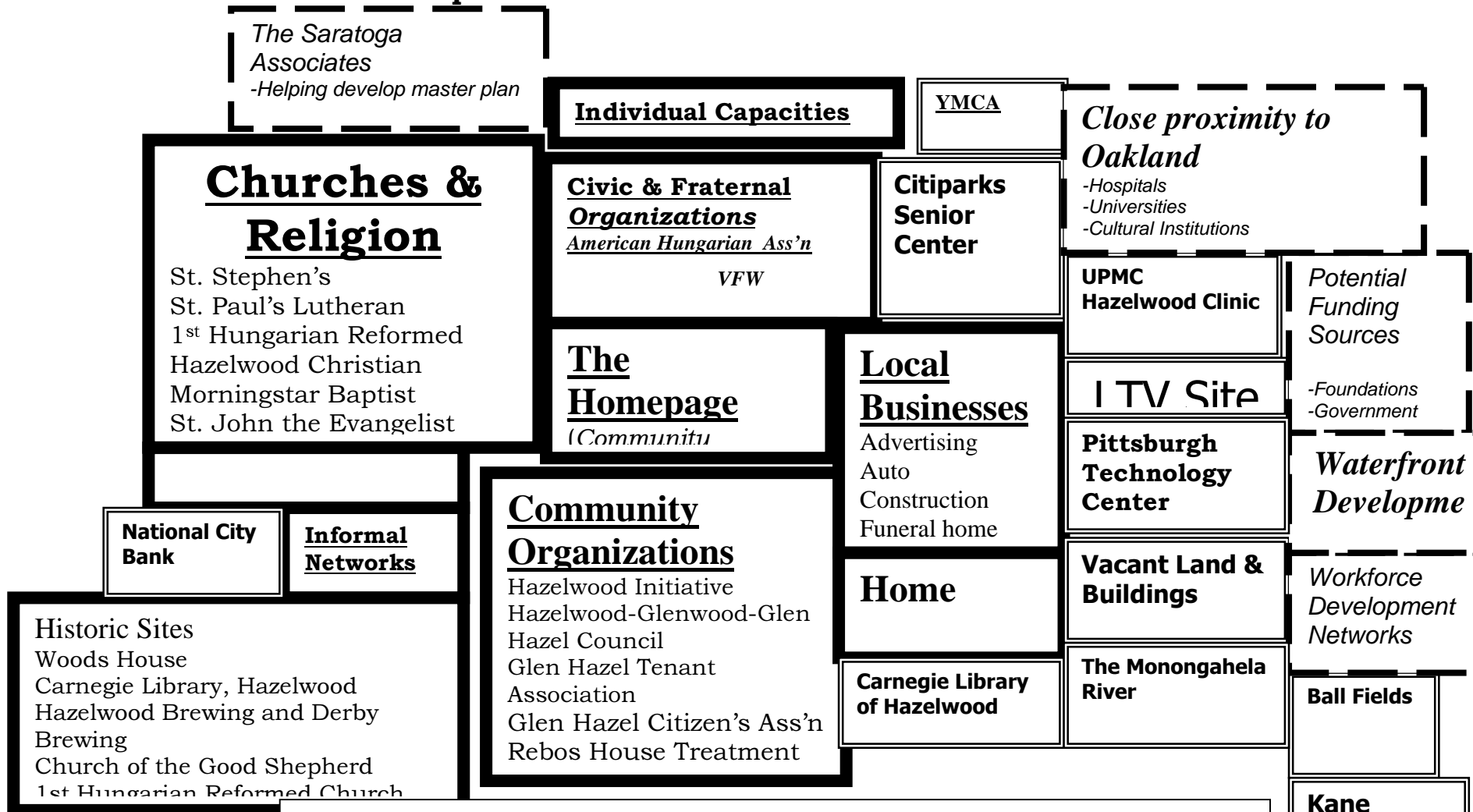
Approximately fifty parishioners remain in this diverse congregation. The church like most others of the community is over 100 years old. Services provided at St. Paul's include the following:

- Summer camp
- Hunger reform
- Summer Bible study
- Sunday School
- After school programs, which include crafts, homework, Bible study, and dinner
- Food and clothing delivery
- In conjunction with Good Shepherd Church, provide Meals on Wheels and clothing drives

### ***Hazelwood Christian Church***

Fifty people make up this small congregation. The church is 132 years old and most parishioners are 40 and over

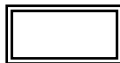
**Figure 2.1 Hazelwood Neighborhood Asset Map**



**LEGEND**



**Primary Building Blocks: Assets and capacities located inside the neighborhood, largely under neighborhood control.**



**Secondary Building Blocks: Assets located within the community, but largely controlled by outsiders.**



**Potential Building Blocks: Resources originating outside the neighborhood,**

and predominately Caucasian. It is lead by a young reverend from Chicago. They are looking into beginning after school programs; the Church currently provides Bible study for adults and is trying to get a children's Bible study started.

### ***First Hungarian Reformed Church***

Eighty parishioners worship in the 110 year old structure. First Hungarian has a predominately Caucasian congregation. The church provides after school programs and tutoring, in conjunction with St. Paul's Lutheran Church.

The above churches also provided valuable insight and input on other facets of the community of Hazelwood, which is included throughout this paper. Following is a list of the many other churches in Hazelwood:

Morningstar Baptist Church	St. John the Evangelist
Church of the Good Shepherd	Hazelwood Presbyterian
Greater New Hope Church	Keystone Church
Greater Pittsburgh Fountain of Life	

### **Formal Networks: Non-profit Agencies**

#### ***Hazelwood Initiative, 5344 Second Avenue***

The Hazelwood Initiative was formed from earlier efforts to improve the community. The organization focuses on health, economic development, housing, and environmental issues in the community. The Initiative recently formed a community newspaper, the Hazelwood Homepage, which is free to those in Hazelwood and is delivered to more than 5,000 homes. They have also developed a web page at

[www.hazelwoodhomepage.com](http://www.hazelwoodhomepage.com). The organization is funded as a 501(c)3 non-profit organization. Some of the projects completed or in the works by the Initiative are as follows:

- Assisting in developing a Master Plan for the old LTV site
- Raising funds to support its activities in the community
- Partnering with the Western Pennsylvania Conservancy to plant flowers and bulbs around the gazebo on Second Avenue
- Constructing a new building on Johnston and Second Avenue to house the Initiative and use as storage space

#### ***Hazelwood-Glenwood-Glen Hazel Council, Inc., Second Floor of the Car Barn, Second Avenue***

Started in 1965 from the War on Poverty legislation, this organization has been in Hazelwood for 33 years. The Council has three primary funding sources: PACE, the city of Pittsburgh, and a community organization in the Hill District. Seventy percent of the money is federal. The organization serves the four communities of Glenwood, Hazelwood, Glen Hazel, and 4-Mile Run.

One of the Council's major projects is the continued operation of a food pantry for families, children, adults, and seniors. In December the pantry served 155 individuals, 100 of them were age 45 and under.

Another major program of the Council is the Phone Check program for seniors. The program is a system that allows elderly people in the community to be monitored for wellness. Currently there are 72 seniors monitored, ages 64 to 112. A Homemaker program that provides a maid to help

clean the homes of disabled elderly in the community. However, there is only one maid and a much greater need for these types of services. Caseworkers are also on hand at the Council for referrals.

### ***UPMC Hazelwood Clinic, Second Avenue***

There are three nurses that split their rotation with the Squirrel Hill UPMC health center, with two nurses on duty at a time. One doctor is available every day at the Clinic and another splits his time with the Squirrel Hill center.

The clinic provides two main programs: the child immunization program, free to the public, and a program for pregnant teens. One nurse at the facility discussed the possibility of outreach to Alderdice and Brashear High Schools to promote the teen pregnancy program. *Although open and operating daily in the community, the clinic is not well known or supported in the community. Residents have concerns with its appearance, availability of services, and many residents appear to lack general knowledge of the facility.*

Other non-profit agencies in the neighborhood includes:

- Rebos House
- Glen Hazel Tenants Council
- The Kid Connection, Inc
- Three Rivers Day Care
- Glen Hazel Citizens Ass'n

### **Formal Networks: Public Agencies**

#### ***Citiparks Senior Center, 5344 Second Avenue***

The center is in full operation Monday through Friday. Thirty to 65 people come to the center a day. The center is one

of the original Citipark centers and has been in the Car Barn for thirteen years. Anyone 60 and over is welcome at the center, provided they live in Allegheny County. The center is funded primarily under the Older Americans Act and the Department of Aging. Following are the daily activities and other services provided by the Center:

- Twice yearly outreach
- Daily lunch
- Card games, pool tables, and exercise
- Occasional day trips
- Referrals for services
- PACE
- Rent rebates

### ***YMCA***

The children who attend the YMCA range in age from 5 to 13 and the organization sees roughly 40-50 kids daily, with a 50/50-male/female ratio. About 85 percent of the membership at the Hazelwood Branch of the YMCA is African-American.

The YMCA is pursuing its license for after school programming, making the organization eligible for 3<sup>rd</sup> party payments. Other programs and services include:

- Tutoring
- Soup kitchen during lunch hours
- Intergenerational program with the elderly in the senior high rise
- Social activities
- Provide community service opportunities for children and teens ordered by the court to complete such service

- Girl Scout troop (in the works)
- Boy Scout council
- 7-week summer day camp for kids
- 5-week clinic to monitor adults for high blood pressure, obesity, diet/nutrition, diabetes, and arthritis (occasional, not annual)

Other public agencies in Hazelwood are: Public Housing Glen Hazel; Carnegie Library Hazelwood Branch; Burgwin Elementary; Gladstone Middle School (closing); and Kane Regional Health Center.

### **Determine Linkages Between Units**

In Hazelwood, the level of collaboration and cooperation among organizations is minimal. Though impressive, churches do not often coordinate their programming, and there tends to be overlap in services. For example, many churches are trying to develop their own literacy and after school programs when those same services may already exist in the church one block over, or in the library. With the limited resources available to these institutions, coordination and collaboration would benefit the whole community.

The food pantries present another prominent example of the neighborhood's fragmentation. There are five food pantries in the community: Glen Hazel, YMCA, Hazelwood-Glenwood-Glen Hazel Council, St. Stephen's, and St. Paul. There is concern that people in the community are using all the food banks at once and taking advantage of services. These organizations would benefit from finding a way to coordinate their distribution, perhaps through an electronic database, in order to alleviate abuse of the pantries.

*Collaboration between ethnic groups and racial groups is rare in Hazelwood. Old lines drawn by the mills still remain alive in the community. If the community is to come to any sort of self-sustainability, these issues must be addressed. Glen Hazel, though located in the community, is not categorized as part of local efforts because it is a public housing community. But those residing within Glen Hazel are part of Hazelwood and deserve a voice as well.*

One positive example of coordinated efforts is through The Hazelwood Initiative. Currently, the Initiative is working with Saratoga Associates and the City Planning Department to design a master plan to incorporate the old LTV site back into Hazelwood. The University of Pittsburgh is working with the Hazelwood Initiative as well as other groups to address housing issues in the community. More of these types of collaborations need to be created in the community for it to become self-sustaining.

### **Common Issues**

Common areas of community concern have emerged from our research. First is the elderly, as related to health and wellness issues.

Second are families and children. Many fear that single mothers are having a difficult time. Parenting classes are needed. Welfare to Work has taken its toll on Hazelwood as in many communities. In addition, recreation for youth and after school programs is a serious concern. Many ask the question, "What will happen to the after school programs at Gladstone when it closes?" The youth are no longer going to have a place to go after school and when bused to Reizenstien may lose that

sense of what it is to live and go to school in your own community.

The food bank issue came up frequently. Some food bank operators are aware of it, however *collaborative efforts are not being sought after to solve the problem*.

The UPMC Clinic is another major issue in the community. The clinic is not making enough effort to engage the community. Community residents are unaware of its existence, availability, resources, hours, and services. The façade is dirty and uninviting. UPMC Community Initiatives is working with the Clinic so that it can better serve the community. Some desire diabetic services in the clinic. Efforts are being made to improve the Clinic, but it remains a concern.

Finally, an economic base would be a welcome change for the community. Second Avenue has the potential to be a vibrant avenue. There is a strong cry community-wide for a convenient grocery store, restaurants, and local shops.

## Recommendations

- Efforts underway by the UPMC Community Initiatives program should continue and expand, especially with regard to improving the internal conditions of the Clinic. The façade of the clinic should be made more visually inviting so that residents feel more welcome.
- Collaboration among different ethnic groups, especially between the white and African American communities, is something that is important toward the revitalization of the neighborhood. The YWCA Center for Race Relations in

the North Hills is an excellent resource for race dialogues and workshops.

- Resources are fragmented. If there was a one-stop kind of human service center to develop programming for youth, elderly, and parents, this could help bring residents together to use the community's existing resources, rather than looking outside of Hazelwood for resources and services.
- The continuation of the newspaper is important. The newspaper is an excellent way to let community members know about events and issues concerning their neighborhood.
- The churches should try to collaborate more. Efforts have been made in the past, but always fall off when the issue being addressed is resolved. Because churches and religious organizations are so important in and to the community, the force they could have with long-term collaboration efforts could unite the community. One issue with unifying the churches is that a lot of churches are small and the pastors do not live in Hazelwood. Many do work with their own churches and parish instead of reaching out together.
- When Gladstone school is closed, the after school programs will end, too. Funding sources, whether through private foundations or public funding, could be tapped to keep programs going in the community. The next section includes possibilities for recreational activities for youth.

In the next section we discuss the importance of sports and recreation opportunities for youth and examine the current structure of such activities in Hazelwood. We conclude with recommendations to expand and bring continuity and variety to the current programs offered.

## **Youth Recreation: Something to Say “Yes” to**

*I ask you to remember that even as we say no to crime, we must give people, especially our young people, something to say yes to.* –Bill Clinton (State of the Union Address, January 1994)

One such offering is the availability of athletic teams and other recreational activities for children and teenagers. Athletics enable a child to enjoy a healthy lifestyle and improve self-confidence, and even to improve academic achievement and increase college opportunities. The impact of athletics on any community should not be taken lightly, as sports have the tremendous potential to improve the quality of life for children and the community as a whole.

One entity that recognizes this potential is the Nike Foundation. Nike’s P.L.A.Y. (Participate in the Lives of American Youth) Campaign aims to provide safe, clean, accessible facilities and recreational opportunities to kids. The core of P.L.A.Y. is outlined in “A Revolutionary Manifesto: A Kid’s Bill of Rights,” authored by participants of a 1993 youth fitness summit held in Washington, D.C. The rights are:

1. *Right to participate.*
2. *Right to have fun.*
3. *Freedom of choice.*
4. *Right to easy access and clean facilities.*

5. *Right to safety.*
6. *Right to parental involvement.*
7. *Right to equal access for boys and girls.*
8. *Right to have in-the-know-coaches.*
9. *Right to have a voice.*

Given these stated rights, the question at hand is whether or not boys and girls living in Hazelwood are afforded these basic rights. To answer this question, we will examine the availability in Hazelwood of five sports offered in most communities in Southwestern Pennsylvania: football, basketball, baseball, softball, and soccer. We will then discuss the benefits a community experiences from having recreational sports available to youth, and make policy recommendations.

## **The Current Situation**

*There is little unification among community leaders and the organizers of the different sports leagues in Hazelwood, and there is a real possibility that no one in the community has a true sense of whether or not children’s recreational needs are being fulfilled.*

Information on what types of sports are available to Hazelwood youth was gathered by talking informally to organizers of the leagues and other seemingly knowledgeable individuals. All too often, inconsistent information was reported about the recreational opportunities in Hazelwood. For example, at least three sources who are involved in managing organized sports indicated that there are no opportunities for children to play softball in Hazelwood. On the contrary, there are two softball teams at Gladstone Middle School, one for boys and one for girls, who compete against

other schools. This is only one example that indicates that there is a real communication problem within the community concerning youth recreational opportunities.

We compare athletic opportunities for Hazelwood youth to opportunities in the neighboring community Greenfield to show the variety of recreational opportunities children in nearby neighborhoods are afforded (see Table 2.4). As the table demonstrates, the group that has the most limited opportunities is Hazelwood girls. The only sport that has an “all girls” team in the community is softball, and only girls who attend Gladstone Middle School are permitted to play on this team. This means, to play a sport, other girls in the community must play on teams that are dominated by boys and young men or join teams in other communities.

**Table 2.4 Availability of Recreational Sports Teams or Leagues**

Recreational Sports	Hazelwood		Greenfield	
	Boys	Girls	Boys	Girls
<b>Football</b>	Yes	No	Yes	No
<b>Basketball</b>	Yes (ages 14-17)	No	Yes	Yes
<b>Baseball</b>	Yes	Co-ed (mostly boys)	Yes	Co-ed (majority boys)
<b>Softball</b>	Yes (Gladstone only)	Yes (Gladstone only)	No	Yes
<b>Soccer</b>	No	No	Co-ed	Co-ed

Obviously, girls living in Hazelwood do not have many viable options concerning athletics and recreational activities. The effects of this lack of opportunity will be discussed in a subsequent section.

A key point to be made about sports offerings for boys in Hazelwood is that the outlook is bleaker than the table indicates. Although the football program is supposedly stable, the others are not. Concerning baseball, the Little League season was not held last year, perhaps because of a leadership transition. Although Little League and Rookie Ball (ages 4-8) are planned for 2001, the programs are not stable. Even worse, the recreational basketball program and the Gladstone softball teams will be discontinued when the school closes.

### **Benefits of Sports Participation**

- 1. Participation in youth sports can develop important character traits and values.** Author Melvin Delgado writes, “The field of sports has long been recognized as having tremendous potential for involving youths and teaching them skills and principles that would serve them well in life” (Delgado, 2000, 144). Children and teens who play sports learn important lessons about winning and losing, teamwork, and perseverance. They develop interpersonal skills and of self-confidence.
- 2. Children can lead healthier lifestyles.** According to a 1996 report completed by the Surgeon General, 60 percent of young people between the ages of 12 and 21 are not regularly active, and 14 percent are completely inactive. The report also states that girls are twice as

likely as boys to be inactive (Surgeon General, 1996). Greater participation in sports and recreational activities will help children and teens develop healthy habits and to reduce the risk of chronic diseases in their adult lives.

3. ***Children need something to say “yes” to.*** The peak hours for juvenile crime and delinquency come on weekdays between 2 p.m. and 8 p.m. (Mendel, 2000). Literature in the field indicates that juvenile crime can be curbed significantly when a community has after-school recreational activities and a variety of youth athletic programs.
4. ***Sports can promote intercultural contact and tolerance.*** Delgado writes that sports can serve as a “communication vehicle for groups that do not necessarily share similar backgrounds,” particularly where interpersonal contact is typically very limited (Delgado, 2000, 144).

## Girls and Sports

The 1996 Surgeon General’s report outlines several benefits of girls’ participation in organized sports and recreational activities. According to the report:

- Regular physical activity can reduce girls’ risk of many of the chronic diseases of adulthood.
- Female athletes do better academically and have lower school dropout rates than their nonathletic counterparts.

- Regular physical activity can enhance girls’ mental health, reducing symptoms of stress and depression and improving self-esteem.

All of these are reason enough to justify the need for more athletic and recreational activities for girls living in Hazelwood. But to bring the issue closer to home, we will discuss girls’ softball in Hazelwood and Greenfield. Although Gladstone Middle School has a softball team (which will be discontinued after this year), there is no community league. Greenfield, on the other hand, does have a slow-pitch league. According to Bill Smith, Executive Director of the Greenfield Organization, Hazelwood girls are allowed to play in the league, although the manner in which they receive information about joining is insufficient. The Greenfield Organization advertises league sign-ups in the community newspaper, the *Greenfield Grapevine*. According to Smith, some Hazelwood girls join after hearing about the league through “word of mouth” or after seeing the advertisements in the *Greenfield Grapevine* (although very few Hazelwood families receive this paper). Smith estimates that girls from Hazelwood comprise only about 10 percent of the league.

The negative impact of not having a softball league in Hazelwood is apparent. According to Allderdice High School girls’ softball coach Richard Lund, in his ten years of coaching the team, no girls from Hazelwood have ever played, and only three African Americans have played. Allderdice is the reigning City League championship team. If teenage girls from Hazelwood had been afforded the opportunity of playing softball, perhaps they would have had a better chance of being a part of this championship team and even of going on to play ball in college.

Since a structured league is already in place in Greenfield (and has been since the mid-1970s) and Hazelwood girls are permitted to play, community organizers should consider working closely with the Greenfield Organization to better inform and actively recruit girls from Hazelwood to join.

## **Policy Recommendations**

1. ***Form a youth recreation committee and develop a recreation plan.*** Hazelwood needs a group of concerned citizens and leaders that will address youth recreation seriously and develop a formal recreation plan. With the closing of Gladstone Middle School, a variety of youth recreation programs will soon be discontinued. Not addressing this loss in opportunities for the community's youth would be quite an injustice. When the plan is completed, it should be made available to residents and should be placed on the Hazelwood Homepage website. If this is done, families living in Hazelwood and potential incoming families can better assess what sports and recreational activities are available for their children.

2. ***Take into special consideration the needs of girls.*** Hazelwood girls have long been underserved regarding recreational opportunities. A survey should be conducted to assess the needs and interests of girls living in the community. (Of course, it is important to realize that because there is a history of limited options, many girls may not even realize that they are underserved.)

3. ***Offer a variety of youth recreation options.*** Delgado challenges practitioners to expand their imaginations in

thinking about sports and urban youth. He discusses several sports not typically associated with urban communities, including: boxing, martial arts, soapbox derbies, running, squash, tennis, golf, fishing, sailing, and scuba diving. Many girls enjoy activities such as aerobics or dance as a way of staying in shape. Delgado writes, "The more options youths have in selecting sports activities, the higher the likelihood that they can find a 'place' where they feel comfortable and challenged" (Delgado, 2000, 162).

4. ***Cooperate with neighboring communities.*** In cases where organizing a Hazelwood-only sports team or league is not feasible, the community should consider forming teams or leagues in conjunction with other communities. By doing so, Hazelwood can reduce start-up costs, learn from organizers of established leagues, benefit by having a larger pool of adult volunteers, and enable children to interact with children from other communities.

5. ***Take advantage of Citiparks programs.*** Citiparks offers a wide variety of youth recreation programs, as well as programs for people of all ages. These programs should be tapped into, as they can serve as wonderful resources for the community. In some cases, Citiparks offers programs, but communities fail to take advantage of them. Therefore, the community should examine closely the programs that are offered and then take action.

6. ***Take advantage of local and national programs and organizations.*** There are other programs and organizations that the community can use. They can offer support, valuable information, and even financial assistance:

- Local foundations

- Citiparks
- Nike’s P.L.A.Y. campaign
- The Dept. of Health and Human Services’ “Girl Power!” campaign
- President’s Council on Physical Fitness
- National Alliance for Youth Sports
- American Youth Policy Forum

### The Importance of the Arts and Humanities

Other ways to engage children and teens include the arts and humanities. Delgado writes, “Art and other forms of expression provide a ‘voice’ for youths to express themselves and share their hopes, frustrations, and fears” (Delgado, 2000, 92). Delgado explores various forms of visual and performing arts that youth can become involved in, including:

- Painting
- Photography
- Video documentaries
- Choirs
- Dance
- Music
- Theatre

Delgado also discusses the value of humanities in the lives of youths. He quotes Shorris (1997), who says, “The humanities are a foundation for getting along in the world, for thinking, for learning to reflect on the world instead of just reacting to whatever force is turned against you” (135). Put simply, subjects such as literature, history, and philosophy can help youth develop a better sense of who they are. Several mechanisms can be used to engage youth in the humanities, including video, photography, writing, and more.

In the next section we discuss the national Weed and Seed program as well as the implementation process and current structure of the Weed and Seed program in Greater Hazelwood. We conclude with recommendations to make the program stronger and more effective in Greater Hazelwood.

## Weed and Seed in Greater Hazelwood

### The Weed and Seed Program

The City of Pittsburgh’s Operation Weed and Seed project began in 1992 in the Hill District area of the city. Since then, three other areas have been designated as “Weed and Seed” communities: “Greater East Liberty,” which includes East Liberty, Garfield, and Larimer, in 1998; “Greater Hazelwood,” which includes city neighborhoods Hazelwood and Glen Hazel, and Homestead and West Homestead (non-participatory), in 1996; Homewood in 1999, and; the “31<sup>st</sup> Ward,” which includes Hayes, Lincoln Place, and New Homestead, in 2000.

The Weed and Seed Program is a Department of Justice initiative that works in conjunction with federal, state, and local organizations to “weed” out open air drug trafficking and gang activity in targeted communities through concentrated law enforcement and community policing, and “seed” in housing, economic development, and human services in order to sustain the effects of the weeding process. Some Federal dollars are provided for local Weed and Seed projects; however, one goal of the seeding process is to develop sustainable economic development to bring targeted communities to a level of self-sufficiency. One way the Executive Office for Weed and Seed hopes to facilitate this community self-sufficiency is by requiring that each Weed and Seed community develop a steering committee consisting of local and community leaders who will become a part of the decision-making process for seeding activities. The national Weed and Seed initiative is more of an “organizing principle” than a consistent source of funding, and as such, stresses not

only economic revitalization, but long-term community behavioral changes as well.

All weeding activities are coordinated by the Law Enforcement Agency Directors (LEAD) committee, which is established in all Weed and Seed projects by the U.S. Attorney's Office. This committee is composed of the heads of the principal local, state, and federal law enforcement agencies in Allegheny County. Principal weeding activities are carried out by the Weed and Seed Task Force, a multi-jurisdictional effort led by the Pittsburgh Police Department (PPD), and personnel from the Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI), Immigration and Naturalization Service (INS), and the Allegheny County police jurisdictions participating in the project (National Institute of Justice (NIJ), 1999, 10). Pittsburgh's major weeding activities emphasize drug enforcement and targeting major offenders, using the principal strategy of undercover drug buys (NIJ, 1999, 11).

Originally, weeding activities were to be the "first step" and were to precede the seeding activities of community and economic development. Results of the National Evaluation of Pittsburgh's project revealed that the Weed and Seed strategy is most effective when seeding activities are carried on simultaneously with weeding activities. In addition, it was discovered that weeding activities could no longer be considered a first step. Weed and Seed Communities are plagued with chronic drug-related and violent crime and as such, need ongoing concentrated law enforcement, or weeding (NIJ, 1999, 52). Thus, the primary goal of Pittsburgh's weeding activities is to sustain a long-term reduction in Part 1 (homicide, rape, robbery, aggravated assault, burglary, larceny,

auto theft) and drug crimes in order to continue seeding in and maintaining the community and economic development that will make Weed and Seed Communities safer places to live and work (NIJ, 1999, 1-2)

The Community Policing component of Weed and Seed is coordinated by the PPD and builds off of a strategy being used by police departments across the nation. The primary strategy is the designation of Community-Oriented Policing Officers (COPS)—who are responsible for crime prevention, neighborhood watch and community liaison activities in each police zone—as Weed and Seed Officers in each Weed and Seed area. As with COPS, Weed and Seed Officers spend much of their time attending community meetings, making contacts with the community, and generally making themselves available to the community. These officers are also expected to make frequent foot patrols of hotspots and other specified areas of their Weed and Seed community. The primary goal of Community Policing activities is to establish mutual trust between law enforcement and the community. This relationship is to serve as the "bridge" between weeding and seeding by involving community members in the identification of criminal activity and criminals as Weed and Seed Officers help the community solve crime problems (NIJ, 1999, 1).

Weed and Seed Officers are just one example of the ways in which this project is more of an organizing principle than an influx of new resources. The PPD employed resources already available in order to facilitate a stronger community-law enforcement bond in high crime communities. However, there are some federal funds available to these communities through the Executive Office of Weed and Seed, National Department of Justice. These funds have traditionally been

used to increase law enforcement efforts and make basic preparations for various economic developments. For example, in FY 1992, the Hill District received \$613,000, half of which was used for law enforcement activities such as evidence costs and salaries for new Weed and Seed Officers. While the rest was used for seeding activities, such as drug treatment and administrative operations, the city began a process of soliciting private funds for new housing and economic development that would sustain the effects of weeding activities over the long term (NIJ, 1999, 13). In FY 2000, and for several years prior, the Hill District has received no Federal Weed and Seed dollars. However, the housing and economic development put in place in that community continues to thrive and expand. This is due, in many ways, to a combination of community mobilization to solicit private funds for development projects and a permanently reorganized police jurisdiction. And this mobilization and reorganization was born, at least in part, out of Weed and Seed efforts.

### **Weed and Seed in Greater Hazelwood**

The Greater Hazelwood Weed and Seed program (Hazelwood, Glen Hazel, Homestead, West Homestead) began the process of mobilizing community resources in order to qualify for federal Weed and Seed funding in 1995. This mobilizing began by searching for people within the communities of Greater Hazelwood to take a leadership role on the Weed and Seed Steering Committee. The Mayor's Office of the City of Pittsburgh, the management arm of Weed and Seed, drew on a process it had begun in 1994. Throughout 1994 the Mayor's Office evaluated each neighborhood in the city in order to identify individual community needs. From

this process the Mayor's Office developed task force to address these needs from the inside out. In Hazelwood they were:

- Youth and Public Safety
- Neighborhood Maintenance
- Economic Development.

In 1995 the Mayor's Office brought these task forces together to serve as the working group for the Weed and Seed Steering Committee and pulled in other community members and the police chief to serve on the Steering Committee.

From the beginning, the Greater Hazelwood Weed and Seed program was unique from others in Pittsburgh. It was a multi-jurisdictional effort, meaning city and non-city communities were lumped under one Weed and Seed Steering Committee, making Greater Hazelwood a "model case." However, and perhaps because of this multi-jurisdictional effort, the site was met with substantial and perpetual organizing difficulties. West Homestead has been removed from Weed and Seed for not participating. Homestead has its own Weed and Seed under a separate contract.

Greater Hazelwood began receiving funding from the Department of Justice in 1996. Weeding projects drew on preexisting components of public safety in the communities, including plain-clothes police officers, zone patrol, and COPS. A new component of public safety was added to the mix, the Weed and Seed Task Force, comprised of members of the PPD, DEA, FBI, and INS, responsible for undercover drug buys. The Task Force, plain-clothes officers, and zone patrol are the primary agents of response to crime in Greater Hazelwood. The COPS main responsibility is crime prevention, education

and advocacy. COPS in Hazelwood participate in and/or have helped organize the following activities:

- Abandoned houses and cars response
- Mentoring Program (sponsored at the library)
- Block Watch parties
- Hazelwood Fun Run
- Nine week course on different forms of law enforcement, conducted at community schools
- Officer Friendly
- Youth Crime Prevention program
- Personal safety programming
- K-9 demonstrations
- Blue Buddy Day
- Adopt a School

Seeding activities in Greater Hazelwood are the primary function of the once-named Weed and Seed Steering Committee. The Steering Committee, which began as a blend of three community task forces, eventually grew and then consolidated and reorganized into the Hazelwood Initiative. During its early stages the Steering Committee faced a series of organizing difficulties, especially surrounding issues of economic development. From the start, economic development activities were left up to the local Community Development Corporations (CDCs) in the area. However, the CDCs were operationally divided, leaving economic development to languish for over a year. Additional funding was procured from the Department of Justice to bring in an expert whose purpose it was to bridge the discussion between the CDCs. This discussion led to the formation of the Hazelwood Economic Leverage Planners (HELP), whose main purpose became leveraging Hazelwood's economic assets. One

example of a HELP project was organizing a summer concert series in Hazelwood, which proved to be a great success. But soon after HELP was under way another issue began to emerge. Too many of the same community leaders were involved in different groups, all working toward the same goals. Hence the Hazelwood Initiative, combining the Weed and Seed Steering Committee's many components and HELP, was brought into being and now serves as the major seeding agent in Greater Hazelwood (see above).

## Policy Recommendations

Weed and Seed in Greater Hazelwood, much like its jurisdictional components, is a work in progress. Three major gaps still remain, as identified by one informant:

- Weak working relationship with community schools
- Residents holding tight to Hazelwood's past
- Ethnic and racial divide

To address these gaps, consider the following policy recommendations:

1. ***Improve contact and collaboration with community schools.*** The Weed and Seed program is a crucial component of not only public safety, but community organizing in Hazelwood as well. Schools are the most consistent source of community activity for neighborhood children. Encouraging schools to develop or expand programs and activities that involve children in rebuilding the community with the support of Weed and Seed's infrastructure will help promote ownership for the community in neighborhood children.

2. ***Further community organizing toward positive change.***

A workable infrastructure for Weed and Seed has been established through the Hazelwood Initiative. Although it is important for everyone in the community to continue to solve problems, it is equally important that efforts to embrace the community's assets and growth potential continue. Residents need not forget what Hazelwood once was. However, creating pride and a forward-thinking attitude for what Hazelwood is and can become will only develop when the community understands that it has something to be proud of today.

3. ***Foster ties between Hazelwood and Glen Hazel.*** These two communities are considered part of "Greater Hazelwood" not simply for the purposes of Weed and Seed funding and management. They are part of the same community, sharing many of the same resources, and as such, must begin to work together in the process of rebuilding Hazelwood. However, the pervasive ethnic and racial divide in the community must be bridged before true rebuilding can take root, otherwise the divide will only continue to widen. Both neighborhoods need to take ownership of the problem and be willing to come to the table in open dialogue.

In the final section of the chapter we examine the current status and potential impact of the pending Mon-Fayette Expressway. In addition, we analyze the proposed Expressway in terms of environmental justice issues. We conclude with recommendations to unify the communities at risk in order to thwart the development of the Expressway.

## **The Mon-Fayette Expressway**

Lamartine Street, in the City of Boston, runs through the working-class district of the Jamaica Plains neighborhood. A scattering of blacks and Puerto Ricans live there, but mostly the population is white and Catholic ... Not too long ago the character of Lamartine changed radically – from a colorful street lined with two- and three-story commercial and residential brick structures to one whose odd-numbered houses look out over a flat wasteland. To highway planners, Lamartine Street was simply a right of way for Interstate 95. Some houses on the even-numbered side of the street remain, but most have been razed. Number 270, for example, is a yellow house with brown trim and a neat garden. Its occupants are an elderly couple. Their house was not needed for the highway, but they saw and heard the bulldozers rip up their neighbors' homes all the way to Number 216. Number 216 and the house behind it are gutted. Strewn all over the adjoining yard is the abandoned evidence of a family's personal life, from the kinds of beans they ate to the sort of television they owned ... Behind the house, lying in a large field that was once a neighborhood, are a mangled tricycle, the center of a broken record featuring Blue Barron and His Orchestra in 'Cruising Down the River,' and two-thirds of another record, a collection of Christmas carols by Bing Crosby. The relics represent a culture known as White Ethnic Urban American, a bit of civilization plowed under in the interest of progress and Interstate 95 (Steiner, 1978, 91).

With the closure and expected redevelopment of the LTV site, Hazelwood has a chance for a new beginning that could reconnect the town to the Monongahela River and economic sustainability. Casting a shadow on this potentially bright future, however, is the Mon-Fayette Expressway (MFE): a multi-billion dollar state and federal highway project designed to link the region's southern counties and Pittsburgh.

And like the proverbial road paved with good intentions, the MFE could end up being the death of Hazelwood.

The MFE began as an idea in the 1950s as a way to connect the steel and coal towns along the Monongahela River and its tributaries. Unlike other toll roads designed in the heady first days of the Federal Highway Administration, however, the MFE did not move past the design stage until 1972. In that year, construction for the first section of the MFE was begun near Brownsville, a mining town in Fayette County. The section built did not connect to anything, and went untraveled for years; in fact, thirteen years went by before any other activity was seen. The spur for additional development of the highway system came in the mid-1980s as the mills and mines began to shut down. In 1985, in an effort to lift the economies of these communities, the Pennsylvania General Assembly legislated Act 61 to authorize the PA Turnpike Commission to proceed with the MFE.

By 1990, the existing section of the MFE had been incorporated into the turnpike system, and plans for completion of the road to Pittsburgh were developed. A gasoline tax of \$.007 per gallon was enacted to fund some of the construction, and federal money under the Intermodal Surface Transportation Efficiency Act (ISTEA) and the subsequent Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) was obtained. In the early to mid-1990s, various regional meetings were held and studies conducted to determine traffic impacts on communities, and in 1996, the Southwestern Pennsylvania Regional Planning Commission (now Southwestern Pennsylvania Commission, SPC), the federally authorized metropolitan planning organization for the region, approved the federal studies done for the project. This critical step allowed

the highway construction process to move forward. In 1997, the Pennsylvania Legislature appropriated further funding for the MFE and other projects under Act 3, resulting in an additional \$28 million annually. To date, there is approximately \$1.1 billion available for the project, which is also the amount estimated as necessary for completion of the environmental impact studies, completion of the final design, and acquisition of properties in the path of the highway. This amount does not include costs of construction, which are estimated to put the project over \$3 billion (Kruse, 1998; PA Turnpike Commission, 2001).

The MFE is expected to be completed by 2008, eventually linking Pittsburgh to Morgantown, WV at federal Route 68. Based on the published designs to date, the MFE will cut through every municipality and neighborhood on the northern shore of the Monongahela River, starting at East Pittsburgh and joining the Parkway East approximately at Bates Street and Second Avenue in the city. The communities involved are predominantly low income and/or minority communities, and the highway will most likely bisect these communities, raising several serious questions. The primary question is whether the Mon-Fayette Expressway is necessary for the economic health of the Southwestern Pennsylvania region. If this question is answered in the affirmative, the larger question becomes, should the highway be built at the expense of the economic and environmental health of the communities it will traverse?

The issue becomes one of environmental justice, a term used to encompass inequities caused by structural racism and classism. The environmental justice movement coalesced around the publication of the United Church of Christ's 1987

*Report on Race and Toxic Wastes in the United States*. Based on several years of research involving decades of data, the report conclusively showed that race, closely followed by class, was the best indicator for determining the location of hazardous waste sites and other locally unacceptable land uses (LULUs) in the United States (Bryant and Mohai, 1992). Outside documentation of government collusion in these site choices was found in a 1984 report commissioned by the California Waste Management Board, the Cerrell report, which concluded with “The state is less likely to meet resistance in a community of low-income, blue collar workers with a high school education or less” (Wright, 1995, 59). After years of hearings, in 1993, the Environmental Protection Agency (EPA) issued *Environmental Equity: Reducing Risk for All Communities*, which codified the definition of environmental justice, and its vital component, fair treatment:

EPA defines environmental justice as ‘the fair treatment of people of all races, cultures and income with respect to the development, implementation, and enforcement of environmental laws, regulations and policies.’ EPA explains ... ‘Fair treatment means that no racial, ethnic or socioeconomic group should bear a disproportionate share of the negative environmental consequences resulting from the operation of industrial, municipal, and commercial enterprises and from the execution of federal, state and local, and tribal programs and policies. (58 Fed Reg. at 63957 in Glass-Geltman, 1997).

In 1994, Clinton gave the power of government to environmental justice with Executive Order 12898, Environmental Justice. All federal actions and projects must be analyzed to determine health, economic, and social effects on low-income and minority communities; recommend mitigation measures to address adverse impacts on these communities; and do this in the light of day, by providing

opportunities for the affected communities to identify both adverse impacts and desired mitigants (Weiner, 1999; FHWA, 2000; Kennedy, 2000).

Unfortunately, as recent examples have shown, the next president can rescind Executive Orders. Final force of law, therefore, must reside in the underlying legislation that EO 12898 was built on: Title VI of the Civil Rights Act of 1964, as amended, which prohibits discrimination based on race, color, national origin, and other circumstances; and the National Historic Preservation Act of 1966 (NHPA), Section 106, which specifies that any federal agency either funding or actually involved in a project must “identify historic properties that might be affected by the project and to find acceptable means to avoid or mitigate any adverse impact. Section 110 of the same act requires federal agencies to identify and *protect* (emphasis added) historic properties under their control” (Weiner, 1999, 49). Other laws that underlie the federal role in pursuing environmental justice are the National Environmental Policy Act of 1969 (NEPA), as amended, the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (URA), as amended, and TEA-21 (FHWA, 2000).

## **Analytical Framework**

In an article published in 1992, geographer David Harvey examined the issues surrounding highway projects like the Mon-Fayette Expressway in light of the then-proceeding federal dialogue, and condensed them into seven arguments (emphasis in the original):

- (1) An *efficiency* argument which concentrated on the relief of traffic congestion and facilitating the easier flow of goods and people throughout the region as well as within the city;

(2) An *economic growth* argument which looked to a projected increase (or prevention of loss) in investment and employment opportunities in the city consequent upon improvements in the transport system;

(3) An *aesthetic and historical heritage* argument which objected to the way sections of the proposed highway would either destroy or diminish urban environments deemed both attractive and of historical value;

(4) A *social and moral order* argument which held that prioritizing highway investment and subsidizing car owners rather than, for example, investing in housing and health care was quite wrong;

(5) An *environmentalist/ecological* argument which considered the impacts of the proposed highway on air quality, noise pollution and the destruction of certain valued environments (e.g., river valley park);

(6) A *distributive justice* argument which dwelt mainly on the benefits to business and predominantly white middle-class suburban commuters to the detriment of low-income and predominantly African-American inner-city residents;

(7) A *neighborhood and communitarian* argument which considered the way in which close-knit but otherwise fragile and vulnerable communities might be destroyed, divided or disrupted by highway construction” (Harvey, 1992: 202-203).

The first two arguments address potential positive aspects of highway construction, while last five address social and environmental justice issues. These arguments are examined below:

### ***1. Efficiency***

The Pennsylvania Turnpike Commission states that the Mon-Fayette will “provide faster and safer travel options for

through traffic, particularly commercial vehicles, that now use existing north-south arteries” (The National Road)”(PA Turnpike Commission, 2001a). These roads vary between two and four lanes in width, and often double as many small towns’ “Main Streets.” The speed limits on these highways range from 25 mph to 55 mph, often with little advance notice of changes in speed limits. Traffic is often stop-and-go, controlled by stop signs and occasionally traffic lights.

The MFE is envisioned as a high-speed, limited access highway that will avoid the stop-start traffic of these existing roads, and will reduce overall congestion by increasing available lanes. It has been portrayed as the final spoke for the Pittsburgh “hub,” allowing commuters to use as-yet undeveloped park-and-ride facilities to access as-yet nonexistent bus and rail transit. It is also being held up as a possible link for eastern communities to access the still-incomplete Martin Luther King, Jr. Busway (PA Turnpike Commission, 2000).

*But do additional lanes and alternative routes really ease the flow of traffic?*

- Traffic engineers have documented that limited access highways create more congestion since they concentrate traffic flows, limiting drivers’ choices for avoiding traffic. Additional lanes results in the same problem, eventually resulting in longer commutes (Norquist: 1998).
- Limited access highways cause traffic and safety problems where they connect with towns and local access roads. With the reopening of the Glenwood Bridge, traffic feeding into Second Avenue/Irvine Street must

reduce speed from 40 mph to 25 mph as it enters residential Hazelwood; most drivers do not conform willingly to the change in speed limit, nor do they stop at the red lights. The residents of Hazelwood are then blamed for commuter delays.

Imagine this scene when the interchange for the MFE and Glenwood Bridge meets Second Avenue: the MFE is expected to be posted at 55 mph, Glenwood is currently posted at 40 mph, and Second Avenue, 25 mph. An interchange that merges these three speed levels has the potential to lead to significant accidents from the confusion about which speed applies to which road, let alone those caused by those drivers who ignore speed limits all together.

Finally, limited access highways do not necessarily provide safer routes. By their very nature, limited access roads not only mean fewer entrances for cars and trucks, but also fewer entrances for emergency vehicles. The added amount of time that it takes an emergency vehicle to reach an accident scene because it had to travel 15 miles or more to access the entrance to the highway could result in a higher death rate. Given the size of vehicles now traveling the nation's highways, and the speeds at which they travel, a higher death rate is all but given (Hazelbaker, 2000; Davis & Truett, 2000; NTSB, 1999).

## **2. Economic Growth**

Proponents of the Mon-Fayette Expressway see the highway as the cure for all of the Mon Valley's ills: the "isolation [caused by lack of highway access] has impeded the Valley's redevelopment and economic recovery" (PA Turnpike

Commission, 1996). They believe that because the MFE will pass by brownfield sites along the river, it will encourage economic development in these areas. However, the biggest benefits are expected to be in Fayette and Washington Counties, not the lower reaches of the Mon Valley. Joe Kirk, executive director of the Mon Valley Progress Council, indicated in several interviews that 1,200 acres were already available for development in Washington County, with approximately 1 million square feet of industrial space ready for occupancy. Kirk also noted that several facilities in Washington County had already begun to benefit from the completed sections of the MFE, including the Donora Industrial Park, the California Technology Park, and the Rostraver Airport Park; and that there was "some \$162 million worth of investment in six different companies in the mid-Mon Valley and Fayette area that will generate a total of some 570 jobs" (Thomas, 1998). What Kirk neglected to add to this last statement was that the jobs were all created by the highway construction itself, and are not long-term positions. When the highway is done, so are the jobs.

*There is no major growth in the Washington County communities along the Mon. The highway sections complete for at least ten years have yet to produce significant economic results.*

- The only apparent movement is between municipalities in the county, relocation of a solar cell manufacturing plant from Large to Rostraver and a food distributor who moved from Charleroi to North Charleroi. Relocating existing companies from inside community boundaries, where the companies at least contributed to municipal tax bases, to outlying areas is sprawl at its finest.

- A review of the Mon Valley Progress Council’s website indicated that the business parks developed in anticipation of the highway boom are largely vacant. The Donora Industrial Park is still vacant.
- One of the comments repeated in several places on the website deals with manufacturers’ inability to find skilled workers in Washington and Fayette Counties, which has led to a reluctance to locate plants in the area (Mon Valley Progress, 2001).

A highway “can increase development opportunities in its corridor...However, it is not a sufficient inducement to counteract the effect of an area’s poor image or to create a market for land, housing, or commercial and industrial space where none historically existed... the presence of a beltway is less important than the availability of ...a skilled labor force” (Payne-Maxie, 1980).

One area regarding the highway’s impact on economic growth is rarely mentioned: the removal of revenue-generating properties from the tax rolls. The number of properties in the path of the highway alone total between 471 and 536 if the northern route is chosen, and between 304 and 349 properties if the southern route is chosen. Per R. Hilliard, an engineer with Mackin Engineering, the design firm for the Turnpike Commission, these figures do not include any properties needed for interchanges or related outbuildings (Hilliard, 2001). An interchange requires between 70 and 100 acres in land, which could effectively double the units taken if interchanges occur in areas with high property density (Mackenzie, 1992). The Turnpike has planned interchanges at:

Sixth St. at Braddock Ave. in Braddock; the Glenwood Bridge at Second Ave. in Hazelwood; and at Second Ave. and Bates St. in Oakland.

If the 177 parcels in the path of the highway in Hazelwood are considered (Mackin, 2001), the assessed value of these properties totals almost \$16 million, which equates to an annual property tax revenue of an estimated \$470. Any revenues generated by the toll road are to be returned to the Turnpike Commission, not the communities this highway passes through. These are lost revenues.

### ***3. Aesthetic and Historical Heritage***

Communities along the Mon River such as Hazelwood have a strong ethnic and cultural heritage. Many cultural institutions in these towns are located in the proposed path of the MFE. The *Mon/Fayette Expressway Project, PA Route 51 to I 376 at Pittsburgh and Monroeville* brochure provided for the March/April 2001 open houses indicated only three sites potentially eligible for the National Register, none of which were identified by name (PA Turnpike, 2001c). Yet in the brief period that the capstone group worked on the project, the class identified five sites of potential historic value that would be worthy of further review (see Chapter 4).

Under NHPA and NEPA, all projects receiving *any* federal funding *must* identify and protect historic properties (Weiner, 1999; Kennedy, 2000). Contrary to what one nameless engineer at Mackin believes\*, this language does not

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\* In a conversation with the young man, he insisted that the historic review did not require the firm to look further than the National Register for properties to consider. Attempts to get a business card from him were

mean that the historical assessment consists of only looking at those properties already on the National Register. The assessment must include an investigation of all properties that the community believes may have historic value. The highway plan must then document not only these sites, but also all efforts to protect the sites from harm; if prevention is not possible, all efforts to mitigate damage must be documented.

#### ***4. Social and Moral Order***

Do suburban commuters traveling by private vehicles have privilege, or an inherently higher social value, over residents whose homes are in the path of the highway? Freund and Martin call it “auto hegemony ... individual drivers pursuing their rational self-interest in using autos for journeys to work, to shop, and to play create problems of exaggerated energy consumption, traffic congestion, and environmental degradation on the collective level – the level of the society and the economy” (1993, 6). These same authors, as well as others, cite auto hegemony as a direct contributor to antisocial behavior and subsequent loss of community, “distortions in the fabric of social life...”(1993, 11). The highway should be examined in the framework of environmental justice: does it improve the quality of life for all members of the community, or just the “wheeled” few (Keene, 2001)?

#### ***5. Environment/Ecology***

Motor vehicles cause various types of pollution, mainly air pollution in the form of greenhouse gases, but also soil, water, noise, and light pollution. Whether an elevated highway

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ignored, and he carefully continued to cover his name tag, so that one could not see his name: hence, the nameless engineer.

or a below-grade roadbed, limited access highways such as the MFE concentrate these pollutants in nearby communities.

- Highways result in increases in asthma, emphysema, and lung cancer through the inhalation of minute particles of asbestos from brake linings, rubber particles from tires, or chemical irritants such as nitrous oxides or benzenes. Two researchers go so far as to find a causal link between benzene exposure and leukemia and lymphoma (Freund and Martin, 1993).
- Vehicular exhaust causes an estimated 30,000 deaths a year in the United States due to related respiratory illnesses, and may actually have contributed to an estimated 120,000 non-accident-related deaths annually (Freund and Martin, 1993; Holtz Kay, 1997).
- Healthcare costs related to the impact of vehicle-caused respiratory disorders amount to at least \$4.3 billion annually (Holtz Kay, 1997).
- Vehicles “channel a lethal runoff of antifreeze and oil, refrigerants from coolants and brake linings, plus fallout of particulate matter, nitrogen, and the salt and dirt that slide off into the earth” (Holtz Kay, 1997).
- Each vehicle tire loses up to a pound of rubber a year from road abrasion; in the former West Germany alone, the amount is estimated to be 100,000 tons annually (Holtz Kay, 1997; Freund and Martin, 1993).
- Chemicals flowing from cars and trucks change the composition of the soil by altering its acidity or alkalinity; salt increases soil salinity (OECD, 1996).

- *EPA has set a maximum level of seventy decibels (dBA) as acceptable to maintain public health, yet studies show that traffic noise on a busy street weighs in at 85; a person within 50 feet of trucks traveling at 50 mph experiences a level in excess of 95 dBA (Steiner, 1978). Many homes will be within 50 feet of the highway.*
- Noise pollution from traffic not only contributes to premature hearing loss, but also high blood pressure, high blood sugar, and distraction of concentration (Freund and Martin, 1993; OECD, 1996).
- Limited access highways require a lot of light at exits, and most exits lie in or near residential areas. Highway lighting is more intense than normal street lighting and more intrusive for neighborhoods. Homes within 30 to 40 feet of the highway would particularly suffer from spillover (Mumphrey, 1970; Steiner, 1978).

## 6. *Distributive Justice*

The distributive justice argument looks at the highway from an economic as well as a social perspective: Who really benefits from the MFE? The Turnpike Commission and regional politicians would make the argument that all will benefit from the highway. Yet by locating both the northern and southern routes of the highway in poor communities, the overwhelming economic burden falls on these residents, who will be forced to relocate or live with a highway and its pollution: the elderly, low-income, and people of color. These are the people who, because of institutionalized racism and classism, may not be able to find replacement housing of sufficient quality, and who therefore will likely be forced into substandard or less than satisfactory replacements. Iris Young

refers to this as structural oppression, systemic constraints arising from not questioning the status quo (Young, 1990).

## 7. *Neighborhood and Community*

A highway running through a community not only presents a physical barrier, but creates a psychological barrier as well. This psychological barrier can lead to emotional distress, depression, and anxiety for those who are uprooted, as well as those who remain in the severed neighborhoods. Residents experience a loss of community, a loss of connectedness to the social network they once knew (Tam, 1998). For many, that psychological distress extends to a fear of the highway itself: residents fear the volume of cars, and the speeds at which they travel (Kaplan, 1972).

Many suburban residents believe that the plight of urban residents should not concern them. Yet, as Jargowsky (1997) and Massey and Denton (1993) have shown, when poor people and people of color are forced to relocate, their only choice, typically, is to move to an area with fewer resources. These researchers have documented the consequences of the concentration of poverty both for the immediate neighborhoods and for regional economies as well. The “donut” effect that occurs can eventually result in the collapse not only of the central city, but of the surrounding suburbs as well.

The Code of Ethics of the American Institute of Certified Planners speaks out loudly and clearly on the subject:

*“A planner must strive to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of disadvantaged groups and persons, and*

*must urge the alternation of policies, institutions and decisions which oppose such needs” (Kelly and Becker, 2000).*

The Code of Ethics clearly indicates that planners who wish to maintain their certification must uphold these standards at all times, not just in matters of convenience. The number of planners at all levels of the MFE project should reexamine their positions in support of the highway in light of the potential damage the highway will do to the communities it crosses.

## **Recommendations**

The employees of the Pennsylvania Turnpike Commission are public servants who have a fiduciary responsibility and an ethical responsibility to act in the best interests of all residents of Pennsylvania. *These officials have a moral and legal obligation to follow both the letter and the spirit of the laws mentioned above.* How can the residents of Hazelwood and Mon Valley communities ensure this occurs?

1. *Attend all public meetings – make your voices heard.*
2. *Join with other community groups in the Mon Valley.* If the groups don't exist, start them. In the 1960s and 1970s, small groups of people united to stop unnecessary highways across the nation, from Boston to San Francisco and Portland (Moe & Wilkie, 1997; Steiner, 1978; Lewis, 1997; Keating & Krumholz, 1996; Krumholz & Forrester, 1990). *The fight to stop the riverfront expressway in New Orleans began with three people who said “Enough” (Mumphrey, 1970).*

3. *Take action to save what you value.* In the 1970s, a proposed highway through Hazelwood, which followed much the same path as the MFE, was stopped when people realized just how much they were going to lose. Highway activists marked the properties with red Xs to visually identify the path of destruction.
4. Per a conversation with an informant at the Southwestern Pennsylvania Commission, *no communities in the path of this highway have developed a master plan to deal with the impacts of the road.* Hazelwood has the unique opportunity of working with The Saratoga Associates to develop a master plan for the community: *make a firm response to the highway a critical part of the master plan.* Don't protect one section of the community at the expense of another.
5. *The PA Turnpike Commission is required by law to identify all sites of potential historic value, not just those already on the National Register. Help Mackin find these places. The Hazelwood Homepage has begun pointing out places of value to the community. Add to the list.*
6. *Communicate. Residents of Hazelwood and Glen Hazel may not think they have much in common, but they do. Keep the lines of communication open.*
7. *It is an election year.* Make sure that the politicians know what you want, and hold them to the promises they make.

Braddock fought his battle along Second Avenue in 1755 and lost. Hazelwood has the opportunity in 2001 to fight for Second Avenue and win.

Note: This battle isn't for Hazelwood alone, but for every community along both the northern *and* southern alternatives. Is a new highway the answer to the region's economic problems? Or could the money be better spent improving the existing infrastructure, investing in mass transit, and investing in the workforce? What could \$3 billion in direct investment into these communities do for economic revitalization?

## Chapter Three: New Directions for Brownfield Development in Hazelwood

### Introduction

The Hazelwood community sits above a 168-acre brownfield -- the former site of the LTV Coke Works. Currently, LTV's remediation process is nearly complete and regional discussion has started to turn to the planning and the development of the site. With greater interest from the region about the future of the site, now is a critical juncture for increased involvement from the Hazelwood community. As stated in most planning literature, community involvement is the key. Therefore, with active and meaningful community involvement, the final plan for the LTV site should more closely reflect the character, desires and ideals of Hazelwood. The development of the Hazelwood site is perhaps the most critical of all Pittsburgh-area brownfield revitalization efforts. The mere size of the site and its proximity to Hazelwood assure that any development will have an overwhelming impact on the future stability of the community. Likewise, hastily planned or ill-conceived projects could severely frustrate any attempts for Hazelwood's revitalization. In short, as goes the site, goes the future of Hazelwood. Therefore, focused and effective community influence could stand as the firewall between the community and any detrimental development.

Acknowledging the central importance of community involvement, this section explores strategies for Hazelwood to consider during the planning process. This section will:

1. *Review of the Hazelwood Planning Process.* The community planning process has involved both a great

commitment from several Hazelwood residents as well as key partners from outside the community. A review of progress will allow for reflection and comment by those involved in planning for the brownfield site.

2. *Discuss Krumholz's and Forester's Equity Planning.* This seminal work on community planning focuses on political strategies for effective community involvement
3. *Examine Case Study of the South Side Works.* South Side Works has received local and national attention for its community-focused brownfield plan. A close look at this development offers an expanded set of strategies for Hazelwood.
4. *Present a Case Study of Germany's Ruhr Region Brownfield Developments.* The Ruhr region in Germany has rediscovered its brownfields. Detailing and analyzing development in Germany provides fresh and informed insights to Hazelwood's brownfield planning.

The goal of this chapter is to give community members, particularly those in the Hazelwood Initiative, a greater resource base from which to draw when the community sits down with planners, governmental officials and developers to discuss the future of the brownfield site.

### “The New Hazelwood Vision”

On May 5<sup>th</sup>, 2001, Hazelwood residents can attend a design workshop to consider several different design scenarios for their neighborhood. The workshop is intended to “guide future development of the LTV site and the revitalization of the community as a whole” (Kunst Vavro, 2001). This workshop represents the culmination of over three years of community

involvement as well as the starting point for a new community planning process. A brief review of the process shows great commitment from certain key community residents as well as a renewed interest in Hazelwood on the part of city officials and the Department of City Planning (DCP). The review should give those new to the Hazelwood planning process a greater appreciation of current efforts and give all interested the opportunity to reflect on Hazelwood's progress.

### **The Beginnings: DCP and the Hazelwood Initiative**

As the city pared down DCP's operating budget, neighborhood-planning efforts depended more on organizational efforts from within. Many low-income Pittsburgh neighborhood groups tried to use Community Development Block Grant (CDBG) funds to enhance their efforts. Hazelwood was a notable exception. Despite being CDBG-eligible, the community never was able to organize on a consistent basis (Hogan, 2001). The lack of planning capacity also prevented the neighborhood from effectively partnering with the DCP, since, with fewer staff, DCP tended to work with neighborhoods that could articulate their point of view (Hogan, 2001). Throughout the first half of the 1990s, Hazelwood's difficulties organizing as a neighborhood often resulted in piecemeal and resource-poor planning efforts.

Planning efforts in Hazelwood gained some momentum with the designation of the Greater Hazelwood area as an Operation Weed and Seed target area in 1996. Operation Weed and Seed is a joint federal, state and local law enforcement and a community investment strategy that "weeds out" drug activity and "seeds" new social and economic revitalization (City of Pittsburgh, 2001; see chapter 4). As part

of the community "seed" efforts, money was made available for a development strategy for the Second Avenue corridor. The DCP led these planning efforts and partnered with different task forces throughout the community (Wilson, 2001). In 1998-1999, these different task forces merged to form the Hazelwood Initiative. The Initiative would form the core group of community volunteers that would eventually lead to community discussion about the development of the LTV site

### **The Development of a Brownfield Committee**

As the Initiative gained organization capacity, different committees formed to work on various community interests and concerns. The Initiative's Brownfield Committee focused specifically on activity on the LTV site. Many members of the committee, including its chairperson Fran Bertonaschi, were former members of the Citizens Helping Our Community or CHOC. CHOC was a community organization that actively fought plans for the placement of a coke plant in Hazelwood (see sidebar). Upon its creation, the Brownfield Committee's primary role was to work with LTV to choose a consultant for the remediation of the site. LTV and the City of Pittsburgh gave the Initiative a combined \$10,000 to hire a consultant for the remediation of the site. During the remediation, the Committee worked closely with the DEP and the Brownfield Center at Carnegie Mellon University and kept in close contact with representatives from LTV (Bertonaschi, 2001).

### **Planning Efforts Intensify**

In January 2000, the mayor introduced the Neighborhoods Needs Program, with \$10 million available for Pittsburgh neighborhoods (City of Pittsburgh, 2000). As part

of these funds, Hazelwood received \$60,000 for the development of a neighborhood master plan (Bertonaschi, 2001). This marked the first neighborhood planning in almost a decade. A previous neighborhood plan was attempted in the early 1990s, but never got off the ground (Bertonaschi, 2001).

Already involved with the revitalization of Second Avenue, DCP helped Hazelwood launch the neighborhood planning process. Since the city did not own the LTV site, DCP did not take an active role in specific site planning. Rather, DCP “took a step back” and guided Hazelwood through a community planning process (Hogan, 2001). This included forming a study committee to choose a planning firm for the plan. DCP also worked with the Initiative to develop a community outreach program to discuss the master planning process with Hazelwood residents. In October and November, DCP and the Initiative organized eight community meetings in Greater Hazelwood, Glen Hazel and Junction Hollow. At each meeting, the Initiative recruited new members and DCP explained the community planning process (Wilson, 2001). There were five to 20 residents at each meeting except in Glen Hazel where no community residents, save a community coordinator, attended the meeting (Wilson, 2001). After the community meetings, DCP created a table that listed residents’ ideas.

### **Planning for the “Workshop” begins**

At the beginning of 2001, The Saratoga Associates of Saratoga Springs, New York (TSA) was chosen to develop the structure of the neighborhood master plan. TSA’s experience with a similar planning project in Weirton, West Virginia, made them the favored firm of the selection committee (Hogan,

2001). In February 2001, TSA visited Pittsburgh to speak with city and neighborhood members, including faith-based community leaders, a focus group from Hazelwood Initiative and various neighborhood merchants (Kunst Vavro, 2001). TSA also met with Oakland institutions, Deputy Mayor Tom Cox; Council President O’Connor’s office, the foundation community and the Turnpike Commission and Mackin Engineering (Kunst Vavro, 2001). TSA returned to the community in April meet with the Hazelwood community again. On May 5<sup>th</sup>, TSA will host a daylong design workshop. The workshop will include different neighborhood scenarios, developing a vision and a community reception.

The Initiative has attempted to communicate the importance of community involvement in planning for LTV site. A monthly community publication, the Hazelwood Homepage, has included information about developments in the planning process. The Homepage also established a web presence in March 2001. Bertonaschi, chair of the Brownfields Committee, has redoubled his efforts to recruit community residents to participate in the planning process and his committee. Further, to reflect the changing mission of his committee, Bertonaschi changed the name of the Brownfield Committee to the Planning and Development Committee.

### **The Future**

Considering the lack of any tangible planning efforts just five years ago, the Hazelwood community has come a long way. The current development in the community are, by in large, the result of great commitment from several community residents. The future success of the community’s planning efforts depends on the continued commitment of these and

other Hazelwood residents. However, the neighborhood cannot tackle such a weighty project on its own. Outside actors, such as the DCP, will have to continue to partner with the neighborhood. Also, both the neighborhood and the city will need to develop creative strategies that will bring development that respects Hazelwood's character and values while helping regional growth. The following two sections – “Equity Planning” and “A Case Study of the South Side Works” – will give new insights on successful planning for the LTV site and the Hazelwood community as a whole.

### **Equity Planning: Strategies for Meaningful Community Involvement**

While many actors play a part in helping Hazelwood develop a community vision, perhaps no other actor plays as critical a role as the City Planning Office. According to Norman Krumholz and John Forester in *Making Equity Planning Work*, the planning department must be an active, partisan champion for the community's interests. In their book, Krumholz and Forester offer strategies for city planners to advance a community's vision through the often complex and difficult political environment of city government and economic development. These strategies, although primarily intended for professional city planners, also give guidance for community organizations involved in the planning process.

Krumholz and Forester advocate that planners engage in “equity planning” – “to give priority attention to the task of promoting a wider range of choices for those who had few, if any, options and to do this within a context of limited resources and existing pervasive inequalities” (Peterman, 2000, 29). Planners should “serve those most in need” and assure any

development creates social equity for all affected (Krumholz and Forester, 1990, xv). Equity planning also calls for planners to actively engage citizens in the planning process. Far from acting as wards of the city government, equity planners work to cultivate the community's interests and voice their concerns, even if they conflict with the views of those in power.

Playing the role of advocate demands that planners develop a new set of skills. Perhaps the most important skill is to be “politically articulate” (Krumholz and Forester, 1990, 225). Planning is not technocratic, detached or value neutral, but political. Without political skills, planners often “isolate themselves” and “subvert their own influence as a result” (Krumholz and Forester, 1990, 258). Krumholz and Forester offer guidance for planners:

- First, *planners must assure that they have a meaningful audience with those in political power*. This requires active involvement in important committees and decisions.
- Second, *planners must effectively form coalitions and networks to draw upon the skills and political influence of a broad set of actors*. For example, Krumholz, as Director of Planning in Cleveland, forged a coalition of private engineering firms and affluent suburban residents to quash a highway development that would have negatively impacted low-income city residents (Krumholz and Forester, 2000).
- Third, *planners should “exploit the complexity of problems”* (Krumholz and Forester, 2000). Rather than waiting for an official mandate, planners need to be especially proactive in times of uncertainty.

- Fourth, *planning departments must be adroit communicators*. Crafting a creative vision that aligns with the community’s needs accomplishes nothing if no one notices. Planners must package and broadcast their vision to both those in power and the media.

Armed with political skill, planners can carry out their role as community advocates. Equity planners must both anticipate potential outcomes of political decisions and inform communities and political actors of outcomes. More than carrying out detached analyses of existing problems, equity planning involves foreseeing effects of decisions on communities and intervening when necessary. On Krumholz’s department in Cleveland, the authors write that the “planners did not wait for someone to bring a full-blown problem to the Planning Commission before they went to work” (Krumholz and Forester, 2000, 227). When future problems are anticipated, equity planners must inform all those involved – the community and those in power.

While acknowledging the technical skills of planners, equity planning places precedence upon planning as a means of effectively articulating the voices of those generally left out of the planning process. Equity planners, then, are standard-bearers for the movement to make neighborhoods effective and respected partners in economic development initiatives.

### **Equity Planning in Hazelwood**

As Hazelwood prepares for the master plan, DCP should be a key ally in these efforts. DCP did play an important role helping the Hazelwood Initiative interview community residents for the Plan. *DCP needs to continue as a*

*partner, even in the face of potential political opposition to the community’s vision.* DCP must communicate to potential developers and political actors of the neighborhood’s desire for community and recreational access. Also, City Planning must not avoid discussion of the Mon-Fayette Expressway, but rather anticipate the potential effects on the community and take every step to voice the community’s concerns.

Below is a list of questions Krumholz and Forester suggest to evaluate the planning process. The list offers the community an excellent guide to judge the effectiveness of City Planning in advocating the interests of Hazelwood. To be sure, City Planning’s resources are limited. Krumholz directed Cleveland’s planning department when money for cities to carry out effective planning was much less scarce. However, the reality stays the same – for communities to effectively influence development, they need a partner to counteract outside interests. The city planning office is often the most effective partner in neighborhoods like Hazelwood that lack a development corporation or mature community organizations.

### **Questions to Help Evaluate Planning Efforts**

- Does the planning staff have a reputation within city government for doing timely, literate, and competent work on issues facing the city?
- Does the planning staff have sufficiently close relations with the press, civic associations, and community organizations so that information flows in multiple channels back and forth?
- Does the planning staff have a role in shaping the agendas of public decision making and public opinion,

bringing timely warnings of threatening projects to public attention?

- Does the planning director have access to the mayor and agency directors regularly rather than an ad hoc basis?
- Does the planning director envision the scope of the staff's activity to be economic as well as physical, social as well as aesthetic, service-and implementation-oriented as well as symbolic?
- Does the planning staff routinely scrutinize the effects of proposals and opportunities upon the city and region's poor and unorganized people?
- Do planners build relationships within city government and throughout the community so that coalitions can be formed, complex conflicts effectively mediated, and implementation carried through?

### **Case Study: South Side Works**

Pittsburgh's South Side shows how neighborhoods can form effective partnerships for brownfield redevelopment. A South Side community representative reflected on the critical influence of the community in the South Side Works project: "I think that the whole process ultimately made a better product. And I think if the community hadn't been there to influence some of those things, that definitely would not have occurred" (Adams, 2000, 40). Developers share a similar assessment of the planning process: "The interaction with the community produced a plan that really might have been a little bit different had the community not been involved in the planning process" (Adams, 2000, 40-1). Even the *Post-Gazette* (1998) in a recent editorial praised the South Side's community planning efforts: "Community groups that seek an influential voice in future

development decisions would do well to study the success of the South Side Planning Forum."

How did the South Side achieve such "success" – especially with the South Side Works development? Answering this question involves taking a closer look at the history of community planning in the South Side. Current planning results from nearly four decades of community involvement. This process was not without conflict, but out of this conflict emerged two key neighborhood-planning organizations, the South Side Planning Forum (SSPF) and the South Side Local Development Company (SSLDC). Through effective partnerships and community outreach, both groups continue to channel the community's influence in neighborhood decisions. SSPF's and SSLDC's community planning efforts during the last two decades offer Hazelwood an excellent guide to evaluate and educate their nascent planning efforts.

### **Early History of the South Side Works**

The brownfield sites in Hazelwood and the South Side have a similar lineage. Like Hazelwood, the South Side site was part of the burgeoning Jones and Laughlin (J&L) steel empire. The relationship with J&L began in the South Side in 1850 when B.F. Jones invested in a South Side puddling iron works (Adams, 2000). Steel production began on the South Side in 1886. A year later, a bridge spanned the Monongahela River allowing for greater connection between the South Side works and the Eliza furnaces in Hazelwood (Adams, 2000). Through the remainder of the 19<sup>th</sup> century and the first half of the 20<sup>th</sup> century, the South Side site continued to grow. J&L's influence on the site peaked in 1949 as the URA cleared 30

blocks of the South Side to make way for a \$42 million expansion of the South Side works (Fenton, 1998).

However, as the steel industry faltered nationally, the production on the South Side works started to decline. In 1974, after years of falling production at J&L's facilities, J&L Steel agreed to become a wholly-owned subsidiary of LTV Corporation (Adams, 2000). The merger did not prevent the spiraling fortunes of the South Side facility. In 1986, just twelve years after the initial merger, LTV declared bankruptcy and closed the South Side works.

### **The SSLDC and SSPF**

About the same time that LTV started to close the South Side works, the South Side started to lay the foundation for the planning efforts that are still active today. Although planning efforts started in the South Side as early as the 1960s (Lubove, 1996, 142), the 1980s marked a time of lively discussion about community planning.

The SSLDC was the first of the two planning organizations to put down roots in the community. SSLDC formed as a planning body as a result of an initiative of the South Side Chamber of Commerce in 1982 (Lubove, 1998). SSLDC was established to promote economic revitalization and participate in the National Main Street Program, "central element in its strategy" (SSLDC, 2001; SSPF, 2000). However, as SSLDC grew in prominence, the organization played a greater role in community planning, including addressing parking and congestion problems on the South Side. The SSLDC, with assistance from the Department of City Planning (DCP) and the Community Technical Assistance

Center (CTAC) organized a community meeting to discuss these and other community planning concerns (SSPF, 2000).

Out of this process emerged a task force made up of representatives from the DCP, CTAC, SSLDC, the South Side Chamber of Commerce, the South Side Community Council and the Brashear Association, a community human service organization. This group recommended that an on going planning body should be formed and the South Side Planning Forum began (SSPF, 2000).

SSLDC and SSPF operate with great visibility in the neighborhood and the city. The SSLDC has expanded its activities to include commercial revitalization and housing development. The SSPF is "viewed as the collective voice of the community on issues pertaining to planning policy" (SSPF, 2000).

### **Building Community Consensus for the South Side Works**

Events during the 1990s tested the community planning capacity of the both the SSPF and the SSLDC. During the '90s, two critical planning periods shaped the future of development of the South Side:

- 1990-2: "Community-Based Planning Evaluation" of the South Side Works.
- 1994-6: Community discussion leading up to the South Side Works Master Plan.

### ***1990 -1992: Community establishes a vision***

In 1990, the community established a community master plan, the South Side Neighborhood Plan. The neighborhood plan, adopted by the SSPF, included detailing the community's assets, listing development opportunities, and recommending future South Side future. That same year, representatives of LTV Steel contacted the SSLDC to "solicit advice to the community concerns and interests relating to the possible redevelopment of the South Side Works property" (SSPF, 2000, Appendix B). With the financial backing of LTV, SSLDC commissioned *A Community Based-Planning Evaluation: LTV Steel's South Side Mill Site* -- a study on the redevelopment of the site. A critical component of the study was input from community residents. To receive input from the community, SSLDC held a series of community meetings involving over one hundred residents and business people (SSPF, 2000, Appendix B).

SSPF was a key partner in the development of the study. At the request of the SSLDC, the SSPF agreed to participate in the study as part of the South Side Neighborhood Plan (SSPF, 2000, Appendix B). According to the SSLDC, "the Forum's member organization representatives provided much time and valuable insight relating to community issues, interests and goals" (SSLDC, 2000, Appendix B). The inclusion of the SSLDC LTV study in the South Side Neighborhood Plan was an important step in building community consensus. Rebecca Flora, former executive director of the SSLDC, remarked that the Planning Forum's adoption of the plan was "critical" for continuing community dialogue about the future of the site (Flora, 2001).

The final study stressed the role the development would play in the future economic and social stability of the community:

A fundamental premise in approaching the work reported here has been the notion that feasible development, well executed, can be devised to respond not only to market opportunities and financial requirement but also to the form, fabric, and needs of the surrounding neighborhood. To the extent that this is done positively, the community so strengthened enhances the long-term value of the development, stabilizes its financial performance, and multiplied its benefits (SSPF, 2000, Appendix B).

To assure that the surrounding development respected the community, the study included ten "general guidelines" on the development of the site. These goals set the framework for future visioning and planning for the site by setting principles to inform any future developer about the character and beliefs of the community. According to Flora, the development of the goals *before* any developer committed to the site allowed for the process to be proactive rather than reactive (Flora, 2001). The establishment of these guidelines proved critical in the next phase of development for the South Side Works.

### ***1994-1996: Community planning intensifies amidst conflict***

In 1994, the capacity of the community was tested by an agreement between the City of Pittsburgh and Hospitality Franchise Systems (HFS), a gaming and hotel syndicate. The agreement called for HFS to lend the Urban Redevelopment Authority (URA) \$9.3 million to purchase the entire site under the condition that the URA allow HFS to develop 50 acres of site exclusively for a casino entertainment complex (Tarr, 2000; Fenton, 1998). When news of the agreement became public, the South Side community immediately became very

vocal and active in their opposition to the plan. For example, at a community meeting about the proposed gaming complex, over 400 South Side residents came in opposition. Flora, who was in attendance at the meeting, described the environment as “tense” and “hostile” (Flora, 2001).

Responding to the community’s hostility to the city’s plans, the SSPF sent a memorandum to the URA demanding that the community have leverage in planning for the South Side Works (Flora, 2001). This memorandum led an agreement between the URA and the SSPF regarding the future of the site. The agreement called for:

- A study of the economic impact of the site.
- A planning team with representatives from the community, URA, DCP and appropriate consultants.
- A public participation process.

In June of 1994, the URA and the SSPF finalized the agreement and the master planning process.

The next step in the planning process was the formation of the Steering Committee, which included the SSPF chair, SSLDC’s executive director, and three representatives from the community. According to the URA/SSPF agreement, all site plans had to go to the Steering Committee for review. For two years until the development of the final master plan, the Steering Committee met monthly with the URA and other site development representatives to discuss the South Side Works and educated the community about the process (SSLDC, 2001; URA, 1996). The Steering Committee played an indispensable role and succeeded for four critical reasons:

1. Most of the committee members lived on the South Side and had a *great amount of credence* with the community.
2. The Steering Committee *helped streamline discussion* with the URA, the community, and others.
3. Commitment from the three community members was unwavering and continuous – the *community members took their roles seriously* and saw themselves as important actors in the planning process.
4. The Steering Committee *continually referred to the principles already established* in 1992. If development conflicted with the guidelines, the Steering Committee communicated this conflict with the URA (Flora, 2001).

Finally, after a year and a half of discussion, the SSPF adopted the framework of a master plan that reflected the community’s input (SSLDC, 2001). Sasaki & Associates of Watertown, Massachusetts, used this framework to develop the South Side Works Master Plan, the final master plan for the former LTV site, the “result of a comprehensive planning process that included active participation from the South Side community” and “reflects the aspirations of the community” (URA, 1996).

### **Community Development: After the Plan**

Since the 1996 plan, the South Side Works has proceeded considerably. The site currently includes a major University sports medicine facility, new FBI headquarters, and the new home of the International Brotherhood of Electrical Workers (IBEW). Further, development plans call for housing and commercial development. With this development, the SSLDC and SSPF continue to play an active role. Recent

efforts by both organizations show both groups continuing represent the character and interests of the South Side:

- SSPF and SSLDC arranged an agreement with the University of Pittsburgh Medical Center (UPMC) to give the community access to the \$30 million medical and athletic complex, including “community nights” for residents to use the athletic facilities. SSLDC brokered this deal, in part, to quell concerns about the University “taking over the neighborhood” (Harris, 2001).
- SSLDC and SSPF worked to have part of the site designated as a historic district. Although no historic buildings existed on the site, several community members remember when part of the site served as a vital part of the South Side commercial district before J&L’s post-war expansion. Active lobbying by the

SSLDC and SSPF convinced the City Council to pass a resolution for this historic designation (Harris, 2001).

Although these groups play a role in slowing development to assure community involvement, the SSLDC and SSPF certainly should not be viewed as anti-development. Both groups continue to partner with developers and city officials to encourage further development of the site. In fact, according to local real estate broker the site “will be quite a hotbed of construction this year” (Barnes, 2001). The SSLDC and SSPF, while giving priority to the interests of the South Side community, work within established networks to assure that the development benefits all involved. However complicated the process may be, the South Side demonstrates the benefits that active community participation can generate for a neighborhood’s development.

### **Citizens Helping Our Community (CHOC): A Community Unites to Protect its Vision**

Assuring the successful inclusion of the community's vision into the final designs for the LTV site requires active citizen participation. This type of participation occurred in Hazelwood before as several local community groups came together to actively oppose the building of a new coke plant in the summer and fall of 1998. These community groups encountered great opposition -- the mayor's office, county commissioners and the local steelworkers union all actively supported the new facility. Even the Post-Gazette supported the plant (Pittsburgh Post-Gazette, 1998a; Barnes, 1998). However, the continued and focused opposition of these groups finally frustrated efforts to locate the facility in Hazelwood. A leading voice among those in opposition was Citizens Helping Our Community, or CHOC ("choke"). CHOC had its roots in the Hazelwood neighborhood. A brief history of CHOC and the events that led to its creation show the capacity of Hazelwood to fight back development to protect the integrity and stability of its community.

As the fortunes of the steel industry changed in Pittsburgh, so too did the landscape and the economic fortunes of Hazelwood. By the 1980s the only active reminder of the former omnipotent J & L steel operation in the community was the byproduct coke works, which was purchased by Cleveland-based LTV steel 1974. As the steel industry continued to decline, the LTV coke works, too, closed its operations in 1998.

Although the community felt the economic blow of the closing of the site, many quickly noticed the improved environmental conditions of their neighborhood. To be sure, near its final days the coke plant was a menace to the community's quality of life. During negotiations between LTV and the USW union to keep the plant open, LTV revealed that 19 of 250 coke ovens were operating without pollution controls during the last months of its operation (Hopey and Voas, 1998). Soot levels increased and benzene and hydrogen sulfide emissions reached levels similar to the 1980s. Director of Air Quality for the Allegheny Department of Health reported on the worsening conditions of the Hazelwood neighborhood during the waning days of the LTV coke plant: "People are smelling the coke oven gases and fugitive emissions leaking from the plant. It's not unlike being inside the plant in some residential pockets" (Hopey and Voas, 1998).

Just as Hazelwood residents began to adjust to life without coke, negotiations began between LTV, the city and Philadelphia-based Sun Company to resurrect the coke plant. Sun Coke proposed a \$350 million, 200-employee nonrecovery coke plant. As a nonrecovery facility, the plant would incinerate most byproducts produced during coking such as ammonia, benzene and ethylene. However, the plant still would have a considerable environmental impact. A Health Department review showed the amount of particulates and sulfur dioxide, a component of unhealthy ground-level ozone and smog, released by the new plant would be the same (Hopey, 1998). The massive size of the project, nearly 200 acres, meant that the plant would employ roughly one worker per acre (Goldberg, 1998). The city was prepared to give Sun a \$100 million subsidy, roughly half a million dollars per acre. Despite these concerns, city and county leaders continued to push for the plant. Pittsburgh Mayor Tom Murphy summed up the enthusiasm in the political community for a return to Pittsburgh's manufacturing roots: "This is the first major manufacturing project that the city of Pittsburgh will have seen in 25 years . . . it's too important for us to lose" (Lash, 1998).

With political support for the coke plant imminent, community groups coalesced to voice the concerns of the community. Citizens Helping Our Community, or CHOC, was one such group and its members spoke adamantly about the probable negative community impacts of the plant. President of CHOC, Mary Lewin, expressed her concern about the rapidly moving political process that seemed to leave the community behind: "We're concerned that the proposed plant is being given a rubber stamp to push it through politically by the mayor and county commissioners" (Hopey, 1998). Another CHOC member, Lucille Kennedy worried about the return to Pittsburgh's smoky industrial roots: "We urge the mayor to let go of the past so our young people can make Pittsburgh a part of their future" (Hopey, 1998). The group rallied the citizens near the LTV site. CHOC gathered 1,750 signatures on a petition that stated the community's opposition to the plant. CHOC hoped to personally deliver this petition to the Mayor. Although Mayor Murphy initially refused to meet with the group, CHOC's persistence finally gave them a mayoral audience. After the meeting, the mayor's opinion didn't change; however, many key people in Pittsburgh, including Council President and Hazelwood's council representative Bob O'Connor began to reconsider their support for the project (Hopey, 1998).

CHOC finally saw its efforts rewarded in a critical vote of the Pittsburgh School Board. To attract the plant to Pittsburgh, the Hazelwood site was to be designated as a Keystone Opportunity Zone (KOZ), a state-designated tax-free zone. State legislation requires that the local taxing bodies must approve this designation before a KOZ is granted. Therefore, CHOC concentrated its efforts on aggressively lobbying the members of city school board to vote against the KOZ. In December of 1998, the city school board rejected the request to designate the Hazelwood site as a tax-free zone. Without the public financial assistance, the Sun Coke Deal began to fall apart. Finally, on May 6, 1999, both Mayor Murphy and Allegheny County Commissioner Mike Dawida announced the project demise (McKay, 1999).

CHOC's efforts show how the community came together to fight development that did not respect the community's vision. Now, the community must coalesce again to make sure the development on the LTV site meets their expectations. Hazelwood should feel emboldened by its past efforts -- the community's determination saved this site for a whole host of new and exiting opportunities that have the community's interests at heart.

## Germany: the Ruhr Region – Applications for Hazelwood

Our focus on Hazelwood so far has been local. Now we leave Pittsburgh and the United States and take a look at a foreign former industrial region: the Ruhr region in Germany. *Why do we think such a look outside is necessary?*

*The Ruhr region symbolizes in Germany what Pittsburgh symbolizes in the U.S.: the country's former industrial heart of coal and steel. Both nations have to cope with their industrial heritage. The Pittsburgh region and the Ruhr region have been handling this heritage quite differently. The experiences in the Ruhr area can serve as lessons to be learned for Hazelwood.*



**Figure 3.1** Map of Germany



**Figure 3.2** Map of the Ruhr Region

The Ruhr region is one of the densest populated areas in Germany, located in the State of North-Rhine-Westphalia, which has the largest and densest population of all states in Germany.

The following demographics have informational character, so the reader can draw informed conclusions about the material presented on the Ruhr region.

### The Ruhr Region: Demographics

Inhabitants:	5,401,759
Inhabitants per square kilometer:	1,218
Largest extension:	north to south: 67 km (41.6 miles) west to east: 116 km (72.1 miles)
Area in square km:	4,434.26 (1,712.1 sq. mi.)
Space use:	
Forest	17.4%
Building and empty space	21.9%
Traffic space	9.5%

Agricultural space	42.3%		
Space for other uses	8.9%		
Green Space	60.6% (2,689 sq km; 1038.2 square miles)		
Population of town and districts as of 1999:			
Cities:			
Bochum	394,504	Hagen	208,304
Bottrop	121,668	Hamm	81,042
Dortmund	593,602	Herne	177,201
Duisburg	526,308	Mülheim	174,838
Essen	606,248	Oberhausen	223,068
Gelsenkirchen	285,254		
Districts:			
Ennepe-Ruhr Kreis	350,964		
Recklinghausen	660,970		
Unna	427,351		
Wesel	470,437		

Source: IBA, 1999

The Ruhr region was traditionally the heart of Germany's coal and steel industry. Tens of thousands of people were employed in the coal mines and in the steel mills. In the age of service industry, most of the mills and mines have closed. What was left in 1988, was a huge area of industrial landscape and brownfields as well as a region full of people, many of whom had to find new employment in areas unrelated to coal or steel.

### International Building Exhibition: IBA

In 1987, a delegation from the Ruhr region visited the IBA (Internationale Bauausstellung) Berlin. In 1988, the Internationale Bauausstellung Emscher Park GmbH (IBA Emscher Park LLC) was founded and registered in

Gelsenkirchen. The IBA Emscher Park LLC serves as a company of the state of North-Rhine-Westphalia. The purpose of the company was to guide and steer the building exhibition Emscher Park.

The IBA goes back to the mid 19<sup>th</sup> century with a focus on showing contemporary city architecture. It is with the IBA Emscher Park changes. Following is a short history of IBA:

1901	Darmstadt (Mathildenhöhe)
1927	Stuttgart (Weissenhofsiedlung)
1951	Hannover
1957	Berlin (Hansaviertel)
1987	Berlin (Kreuzberg) for the first time new focus: repair city and introduce new planning forms
<b>1988-99</b>	<i>IBA Emscher Park goes even further: It is about a whole region and puts the ecological question in its center.</i>

The Ruhr region was the choice for the next building exhibition because it was in desperate need of redevelopment, re-thinking, and innovation. The goal of the IBA Emscher Park was to turn this huge, densely populated area, living the aftermath of its traditionally industrial remnants, into something new. New concepts and new thinking was brought into the 120 projects of the IBA Emscher Park over the course of the ten years of the project.

The central concept of Emscher Park's brownfield development has the qualities of being a general central concept for brownfield development: the IBA-Emscher is not focused on short-term creation of industrial workplaces but on long-term frameworks, which make urban life livable again, and give new motivation to create new, non-industrial jobs (industrie-kultur, 1997).

The IBA Emscher has had more than 120 projects, from brownfield development over landscaping to residential and commercial development, both in the cities and in the old industrial sites.

17 towns are part of the IBA Emscher Park:  
 Bergkamen, Bochum, Bottrop, Castrop-Rauxel, Dortmund, Duisburg, Essen, Gelsenkirchen, Gladbeck, Herne, Herten, Kamen, Lünen, Mülheim an der Ruhr, Oberhausen, Recklinghausen, and Waltrop

**Demographics:**

Population:	about 2 Million
Total area:	784 square kilometers (302.7 square miles)
Green space:	43%
Commercial and industrial space:	11%
Fallow land:	8%
Other:	38%
Largest extension:	north to south 18 km (11.2 miles) west to east 80 km (49.7 miles)

Source: IBA Brochure “Short Information and Map”, March 1999

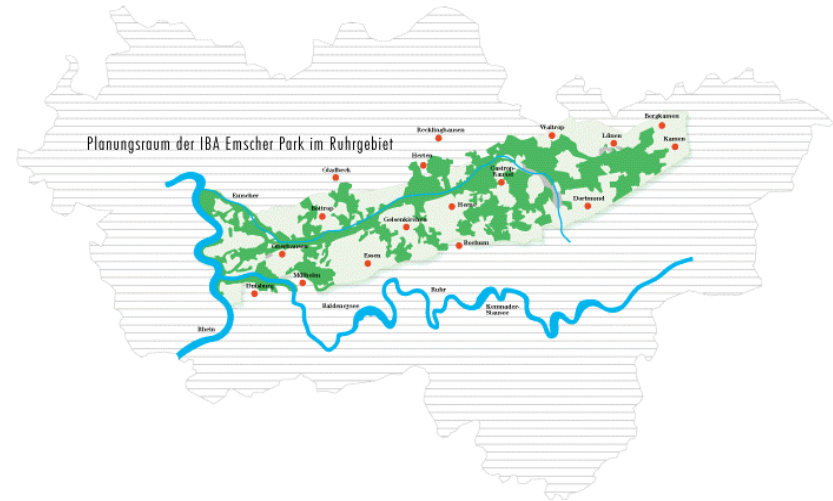
**New Landscapes, Old Brownfields ... And People**

There are many new landscapes in the Ruhrgebiet: the river parks, the exhibitions “Landesgartenschau and Bundesgartenschau”(federally and state-supported landscape exhibitions, respectively), the now green former slag-heaps, the trails along the river, and the biking trails. These and other “green zones” have been enrichments for the area (industrie-kultur, 1997).

Most importantly, despite all these landscape developments, *it is the people that live work in the region,*

*which make up the essential landscape.* Thus any concepts should include these people. Concepts, which are only geared toward tourism, for example, are wrong. **“Concepts are only dreams if they are not backed politically or if they are not stated clearly”**(industrie-kultur, 1997, 1).

The development and maintenance of the landscape should not only be the responsibility of the separate elements-developer, landscape architect, and maintainer (i.e. gardener, etc) - but be the holistic approach to make one person be responsible for all three (industrie-kultur, 1997, 14).



**Figure 3.3 Map of IBA Emscher Humanity in Ecological Systems**

Forcefully straightened or hidden underground, many a river or stream has lost its natural form to industrial purposes. Tim Collins from the Studio for Creative Inquiry at Carnegie Mellon University has been part of the restoration ecology that has been executed in Germany. He sees humanity in

ecological systems. Collin’s project gave a stream in Aachen, Germany, back its old form. The stream, once straightened and put underground, is finally winding again and put it back to daylight. What is fascinating is that the underground stream used to flow in what is now downtown Aachen. So now there is this little stream flowing through downtown – near the sidewalks and in front of stores. People absolutely love it!



**Figure 3.4**  
A stream on IBA Emscher, before and after

### Residential Developments on Brownfields

“Prosper III (a housing development of Emscher Park) is built on a former colliery and coke plant with significant levels of contamination (i.e., benzene and heavy metals). Over the 70-year life of the colliery, residential neighborhoods grew around it, creating a dense urban community. After the colliery closed, most of the pithead buildings and facilities were demolished by 1985 and the entire 29-hectare site became derelict. Starting in 1990, IBA, working with the City of

Bottrop and the owner of the site, Ruhrkohle AG, convened a nationwide urban design contest seeking development proposals for the site (**International Brownfields Case Study, 1997**).”



**Prosper III at its industrial peak**



**Prosper III cleared**



**Figure 3.5 Prosper III today**

## Why Has the IBA-Emscher Been Successful?

Naturally, the experiences of the Emscher Park project are not transferable to the Pittsburgh region. However, it will be interesting to find out how far they might be applicable. Thus the question arises:

*Why and how did Emscher Park work? What are the governmental circumstances that foster or hinder this urban redevelopment?*

## Private and Public Involvement

Development and planning are mainly public responsibility in Germany. Germany is a three-tier state, with *Bund* (Federal government), *Länder* (individual states), and *Gemeinden* (local authorities). Although federal and local authorities are legally independent, they are, in practice, linked through political, financial, and legal interdependencies. This dense government structure often makes planning cumbersome and complex. Overall, however, *planning enjoys a high status in Germany* (Danielzyk and Wood, 1993, p. 143).

As public commitment is more important than private commitment, it is actually hard to encourage private engagement in the development of the old industrial areas. Nevertheless, personal involvements of the people for the brownfield sites have made important contributions to brownfield development (industrie-kultur, 1997, 5).

However, the 120 projects of the IBA-Emscher required the cooperation of public and private elements. As there are so many projects that are interlinked and parallel, a positive,

almost holistic approach has evolved, which is exemplary for other projects, like Hazelwood.

## Structural Change

The IBA-Emscher has focused on structural change in the Ruhr region. Technological-economic structural change has affected the Ruhr area, which has also had problems such as lack of urban centers. One of the goals of the IBA-Emscher is to provide an answer to the economic, ecological, and social problems in the Ruhr area.

***The main strategies of the IBA-Emscher*** are as follows:

- *Redevelopment of the landscapes*
- *Ecological renovation of the Emscher Park*
- *New commitment of industrial monuments as cultural centers*
- *“Work- in- the- Park- projects:” putting businesses and services on the old brownfields*
- *“Idea of the garden city:” maintain and renovate the existing residence areas and add new ones*

***These strategies are performed on the following paradigms:***

- *Instead of using additional areas (sprawl), old areas are redeveloped and interconnected to form a interconnected cycle of area usage*
- *Extend the usage of old buildings and productions facilities through maintenance, renovation, rebuilding, and different usage. New building developments are executed only on the principles of ecological building standards*
- *The production culture of the area, which stems from its industrial history, is transformed into the requirements of*

*contemporary technologies, businesses, and services, with an emphasis on ecologically compatible production processes and products.*

### **Hazelwood Can Learn From the Arguments Made For and Against the IBA-Emscher**

Like the Ruhr region, Hazelwood has also experienced technological-economic structural change. Given the Ruhr experience, Hazelwood should include ecological and social objectives in any planning. Naturally, there are arguments made for and against such innovative approaches. Here are the arguments that were made against IBA-Emscher. They apply amazingly well to Hazelwood.

<b>Argument:</b>	One shouldn't invest in ruins.
<b>Counter argument:</b>	But in the merging of old and new lies the future

- Hazelwood should include this idea in its planning.

<b>Argument:</b>	Those who have no jobs cannot afford leisure activities
<b>Counter argument:</b>	New parks and leisure activities can turn the region profitable again

- Redeveloping the LTV site and Second Avenue will bring in businesses, people, and new jobs.

<b>Argument:</b>	No money – no clean rivers needed
<b>Counter argument:</b>	A healthy environment is a good basis for development

- The Monongahela river should become part of Hazelwood's consciousness.

<b>Argument:</b>	We lived from coal and steel– we shouldn't use what's left differently
<b>Counter argument:</b>	Old sites can create new workplaces by using them completely differently. Examples: Gasometer Oberhausen: Theater, concerts, and exhibitions. Zollverein XII Essen: Galleries, restaurants, theater, concerts.

- Hazelwood should maintain what's left from its industrial heritage, like the Roundhouse, and incorporate it in redevelopment.

<b>Argument:</b>	People who lost their jobs need a job immediately, not tomorrow.
<b>Counter argument:</b>	The technologies of the future can create workplaces today. The Erin Park in Castrop-Rauxel has ecological service industry. The Science Park Rheinelbe in Gelsenkirchen, which researched and developed new recycling and energy technologies, now has the largest rooftop-mounted photovoltaic power plant in the world.

- People in Hazelwood need jobs. Redeveloping the LTV site and Second Avenue will finally provide jobs. New technologies can be brought in on the LTV site.

<b>Argument:</b>	People who live unsafely (no jobs) don't need new living developments
<b>Counter argument:</b>	<i>New living developments will attract people to stay and new to come. Renovate old stock of houses, add new stock, have mixed projects. (IBA pamphlet, 1997)</i>

- This applies exactly to Hazelwood.

## What Are the Local Views on the IBA-Emscher?

As local views are best captioned in the Ruhr region itself, they can only be limited in this report. The Institute for Social Movements and their IBA-Emscher Park Archives in Bochum can shed more light on the development of the Ruhr region. Such research is best conducted on location, i.e. Germany, as there exists some local hesitancy towards communicating “such a complex matter” via e-mail (Tenfelde, 2001). The following e-mail interview, however, will give some valuable insight in the local perspective on the IBA-Emscher. A local visit would be ideal, but that would have far extended the financial resources of this project.

The interview touched upon questions about problems like long-term unemployment, social problems, drugs, and percentage of foreigners.

- *Social Problems*: there are few social problems. Strong social democracy and strong unions have created an environment that is less prone to social problems. The unions have had strong influence for decades. The downside of the strong union influence, however, is worn-out political processes.
- *Crime*: low crime rate, for the same reasons as low social problems.
- *Foreigners*: there were 12.3 percent foreigners in 1998, or 670,000 people. 46 percent of those are Turkish. Compared to other urban areas in West Germany (like Cologne) this is not a very high percentage.

- *The General Mood*: on the one hand, there is a sense of “departure” towards innovation and change, as reflected by the IBA, etc. On the other hand, society is “split” because the North of the Ruhr region is not doing as well as the South of the Ruhr region. The South of the Ruhr region is more developed.
- *Housing Situation*: prices, quality, and availability of housing are favorable, compared to other urban regions in Germany. It is not clear how many new people have moved into the region. (Freundt, 2001).

## A German Perspective on Pittsburgh

Now that we looked at the IBA-Emscher, let’s also look at what Hazelwood can learn from the German perspective on the Pittsburgh region.

***Interesting: Pittsburgh was once to act as an example for the Ruhr area ... now it’s the other way around!***

In Germany, at the end of the 1980s, the interest in Pittsburgh as an example for success rose fast. However, it died fast, too. What is left is *the concept of public-private partnership*. Indeed, public-private partnership has developed into a key-term for economic and political actors in the Ruhr area. Nevertheless, this key term is less substantial than it sounds. One just cannot simply apply Pittsburgh to the Ruhr

area and vice versa. The role of the public sector is different in Germany from that in the U.S. As a result, public-private partnership is different, too (Kunzmann, Lang, Theisen, 1993, 8).

*Public-private partnership is defined as a cooperation of individuals and organizations from the public and private sectors for mutual benefit.* Such cooperation consists of two dimensions: the policy dimension and the political dimension. In the policy dimension, the goals of the community are articulated. In the political dimension, those goals are pursued. Public-private partnership aims to link these dimensions in such a way that the participants contribute to the benefit of the broader community while promoting their own individual or organizational interests (Kunzmann, Lang, Theisen, 1993, 43).

### **The Success of Pittsburgh as Seen From the German Eye**

- Pittsburgh enjoys a positive image among cities in the U.S.
- Relatively small social conflicts compared to other metropolitan areas. Social differences are not as apparent in Pittsburgh as in other areas of the country. *(However, one just has to go outside of Pittsburgh to see very apparent problems!)*
- Economic success: In 1968, 30 percent of the employed worked in coal and steel. In 1985, only 18 percent of the employed worked in coal and steel. Pittsburgh has made a transition from heavy industry to service industry. Research, medicine, academia, and even banking have become the new flagship of Pittsburgh.

- Industrial parks: RIDC (Regional Industrial Development Corporation since 1964)
- Revitalizing of downtown: Pittsburgh has one of the nicest skylines in the U.S. (But what's inside?)
- The Pittsburgh International airport: US Airways has a hub in Pittsburgh. The Airport is a very large employer.
- Academia and research: Universities and colleges. UPMC is the biggest employer in the region. CMU is famous for its robotics and for information science. University of Pittsburgh has an excellent medical school.

### **Flipside of the Coin**

All these successes have their flipside, too. *Something happened in Pittsburgh, which is not imaginable to this extent in Germany: people, many of them highly qualified industrial workers, left the region.* This migration process was even encouraged because the city wanted to get rid of its old image of a dirty steel and coal city at all costs. Transition from heavy industry to service industry was accepted easily. However, the service sector offers only a limited number of qualified, well-paid jobs and a large number of low-paid, often minimum wage jobs (Kunzmann, Lang, Theisen, 1993, 10–13).

Also, one could view it as a problem that Pittsburgh's social and economic problems have never reached the dimension of those in cities like Los Angeles, Detroit, or New York. Thus Pittsburgh tends to underestimate and neglect such problems. (Kunzmann, Lang, Theisen, 1993, 16)

Public-private partnership has a strategic and organizational component. Be it regional or local, to make a decision, a process must start with community mobilization. It is hard to make this work. First, partnership assumes cooperation of equal parties – which is not the case when it comes to community development. *In the U.S., the private component is much stronger than the public component. This is different from other industrial nations. For a long time, there had been hope for trickle-down effects. Those hopes have not materialized as urban development always takes place at the cost of socially disadvantaged people* (Kunzmann, Lang, Theisen, 1993, 44).

Those who profit are the big companies (be it now big-box rather than heavy industry) and the development companies, like the URA; as well as the wealthy people. The costs that are incurred are passed down as taxes or price increases on the consumers. Although new developments do create employment and taxes, these new jobs are often not well-paid and many times only temporary (Kunzmann, Lang, Theisen, 1993, 61-62).

Overall, we can note structural differences of the Pittsburgh region and the Ruhr region. Nevertheless Pittsburgh gave food for thought for the Ruhr area.

*One important lesson learned is that structural renewal must come from within the region, from the potentials and means on hand.* For that reason, we did the asset map on Hazelwood. The Ruhr area needed to be tackled by endogen features, like the *IBA-Emscher* and the *Initiativkreis Ruhrgebiet* (a local initiative). Hazelwood also needs to be tackled by local initiatives.

## **Lessons Learned From the Pittsburgh Region**

We have already looked at the experiences of the South Side. Some of these experiences are relevant for Hazelwood.

There are changes happening in Pittsburgh, like the downtown loft developments, the living complex on the North Side, New Stadiums, Mexican War Streets, East Carson Street (South Side), the Pittsburgh Technology Center in Hazelwood, and Waterfront in Homestead. Regarding the Waterfront, it remains to be seen how this development helps Homestead. So far, it doesn't look like people are visiting Eighth Avenue while going to Waterfront. Most people drive on Eighth Avenue to go to Century Three Mall, but they don't stop.

William Serrin's book *Homestead: the Glory and Tragedy of an American Steel Town*, although written before the Waterfront Development, gives very good insight into Homestead. Much of what is characteristic for America can be examined in Homestead: industrialization, immigration, unions, employer – employee conflicts, and the usage and later discard of people, resources, and cities (Serrin, 1993, 25).

Hazelwood has also been affected by such issues. Migration is one issue that concerns Hazelwood. When LTV was active, people from all over the region came to work in Hazelwood. At the end of LTV, only one to two of the approximately 200 LTV workers lived in Hazelwood.

As for the development of brownfields, the Pittsburgh Technology Center, as discussed earlier in the report, with its businesses and research centers has set an example. *As for*

*Hazelwood, however, the Pittsburgh Technology Center at the very outskirts of Hazelwood doesn't seem to have improved the conditions in Hazelwood itself. And now there is even the notion the Pittsburgh Technology Center is located in Oakland and not in Hazelwood (see section on Technology Center). Thus, despite these positive developments, an overall community and economic improvement of the adjacent neighborhood remains to be seen.*

What good does it do when people come to use the developments for business and leisure but they don't go to the nearby neighborhood? And what good does it do if the people in the nearby neighborhoods cannot afford to use the new developments? Whatever development on LTV, will people be visiting Second Avenue? They will if both are developed, and developed well. *Thus it is absolutely necessary to use already existing sites for community development and tie them in with the community in which they are located (see asset map).*

### **Most importantly: Keep the residents in mind**

One motto that derives from the experiences of the Ruhr region and the Pittsburgh region: *Never forget about the people that are already living in the area.* Whatever is going to be built has to also be built for them. Only then can the area become economically and socially healthy.

Pittsburgh, Socio-cultural Aspects of an Industrial Region:  
What are the Symbols of Pittsburgh Today?

Pittsburgh has changed towards a metropolis of service industry. Sports, medicine and robotics represent Pittsburgh today. Pittsburgh was the first city that developed synthetic

insulin. It was the first city that had an independent research institute for robotics technology; it had the first commercial nuclear power plant, the first electronic microscope and the first skyscraper made completely out of aluminum.

Despite all that the population shrank by almost half since 1950. Moreover, Pittsburgh stands in stark contrast with the poor regions surrounding it. Many of the people who grew up with the steel and coal mills cannot adjust to the change of times. A working culture that existed for decades was suddenly gone.

***Pittsburgh has tried hard to get a new image, where coal and steel doesn't appear anymore – maybe too hard?***

The Steel Heritage Center has been trying to (projects started in 1988) maintain the industrial inheritance of the region (Allegheny, Beaver, Fayette, Greene, Washington, and Westmoreland) (industrie-kultur, 1997, 18).

### **Industrial Heritage in Hazelwood That Can Still be Saved**

In contrast to the Ruhr region, almost all remnants of the industrial era have been torn down. Many local leaders want to erase this part of its history from people's memory. This cannot work, however. Many people still alive today remember the peak of the coal and steel industry in Pittsburgh. Moreover, why not make the history part of the remodeling and restructuring today? After all, Pittsburgh has thrived once on the coal and steel industry. Coal and steel are part of Pittsburgh's history. *Tearing down all the old facilities, or putting them out of context like the smoke stacks on the Waterfront, will not erase people's memory or Pittsburgh's*

*reputation. It will only turn the developments of the old industrial sites into a farce of urban sprawl characteristics within the City of Pittsburgh.*

Hazelwood has characteristics of a Mill Town. At its peak, 33,000 people lived in Hazelwood. *The largest installation of Coke Ovens ever* happened around 1860 in Hazelwood and lasted till 1918, when the installation was replaced by a by-product coke plant (Tarr, 1993).

There were two large employers in Hazelwood: J&L and the B&O Railroad. The *Roundhouse* of the railroad is still standing and could be potentially incorporated in any planning of the site. It is close to the Hot Metal Bridge, located on the LTV site. Thus it is feasible to leave it for preservation.

The *lock-style warehouse* buildings may also be reused. All the ovens are, unfortunately, gone. So there is no reminder of the industry that has once existed in Hazelwood (Tar, 1993).

*Unfortunately, there are no photographic records of the change in Hazelwood.* There is only now and then, but not the development in-between. From the LTV site in Homestead, there exist records of changes. It is fascinating to look at them (Tarr, 1993).

## **The River**

The Monongahela River is used heavily for industrial purposes (see Asset Map, Chapter 2). Some people also ride their boats on it for fun. However, the river is not part of Hazelwood's daily life. Hazelwood residents do not stroll along the river for leisure. In fact, Hazelwood is not connected

to the river, neither physically nor psychologically. It is time that people appreciate the river as part of their lives. For that, they need access to the river.

Planners had the chance to provide access to the river at the Pittsburgh Technology Center (PTC). However, they did not create river access at that site. Hazelwood can learn from the mistakes made at PTC.

## **Brownfield Development: the LTV Site**

As of now, remediation of the LTV site is to the level of allowing commercial development (Bertonaschi, 2/13). As for contamination, there are some hotspots on the site. The site is less contaminated in some places than in others. We have learned from the Prosper III development in Bottrop that residential developments are possible even on once heavily contaminated sites. At the same token, residential development on the former LTV site would be possible, as well.

Not developing the former LTV site will most surely lead to further deterioration of the community and to more urban sprawl. Moving away businesses from metropolitan Pittsburgh takes away taxes and thus inadvertently increases taxes for those living there. Thus, those who can afford the choice, choose to move to "nicer" and lower tax regions. As a result, taxes become higher and it is hard to give incentives to new businesses and residential developments.

## **How to Develop the LTV Site**

Again, other projects, especially Emscher Park, provide good resource for ideas and comparisons.

- *Mixed-development, with residential and commercial is a good option.*
- *Small parks and access to the water.*
- *There is potential for a ferry-service “water taxi” to Homestead and to South Side.*
- *There should be efforts to connect the LTV development with PTC; for example with shuttle buses.*

***There are two main obstacles for developing the LTV site. One is the existing railway, the other is the proposed MFE. The railroad has unfortunately been neglected in most of the case studies about the LTV site.***

The railroad tracks could be elevated or led below the surface. There could also be overpasses for pedestrians, maybe with parking before the overpasses. Residents could be shielded from the noise of the passing railroad by walls and by building well-insulated buildings. After all, there is an apartment building right on top of the Amtrak Station in downtown Pittsburgh, so life near railroad tracks is a feasible option.

***The Mon Fayette Expressway is a far more serious obstacle (see Chapter 2). It would further divide and isolate Hazelwood – and it would discourage developing the area. Why invest in something that is going to be destroyed by a highway?***

Will its still be feasible to develop the LTV site if the Mon Fayette Expressway is coming? At least, once it is definitely known whether or not the Mon Fayette will be going

through Hazelwood, planning might be able to work around the expressway and still develop the LTV site.

## **The Actors in Redevelopment of Hazelwood in Pittsburgh**

We have learned that though German planning and development actors are mostly public, IBA-Emscher has achieved cooperation of public and private elements.

There are several actors, private, public, and semi-public, which are crucial for any development in Hazelwood.

### **Actors in the Redevelopment of Pittsburgh and Hazelwood**

- *Universities*
- *URA*
- *Public actors*
- *Semi-public actors*

#### ***Universities***

Universities play a key role in the development of the City of Pittsburgh. Universities that are scientifically and technologically oriented have created a network of cooperation between theory (science) and practice in Pittsburgh. For that reason, highly qualified individuals at these institutions stay in the Pittsburgh area (Kunzmann, Lang, Theisen, 1993, 18-19).

#### ***The URA***

The Urban Redevelopment Authority of Pittsburgh (URA) prefers to concentrate on safe and image-promising large regional projects rather than on employment-creating smaller local projects. As the PTC project indicates, the URA

tends to not make use of the natural surrounding. The URA's projects often even cut through existing housing. Projects like the Allegheny Center Mall on the North Side, created competition for the local retailers, rather than creating new workplaces. However, the URA did put in the hospital, which is one of the largest employers on the North Side (Kunzmann, Lang, Theisen, 1993, 115).

### ***Public actors***

According to Kunzmann, Theisen, and Lang, the Department of City Planning has a less important role than the URA. The mayor doesn't have too much influence either. The City Council and the City Planning Commission are partially trying to fill the mayor's role (Kunzmann, Lang, Theisen, 1993, 140).

### ***Semi-public actors***

The Chamber of Commerce has mostly marketing functions. Unions and political parties are more focused on the regional and federal level. Thus private initiatives, like community development corporations (CDCs) seem to be more effective candidates to focus on local issues. (Kunzmann, Lang, Theisen, 1993, 116-117).

### **Comparison to Emscher Park**

Emscher Park is a much bigger area than Hazelwood or Pittsburgh. Also, the geography of the Ruhr region is not as similar to the Pittsburgh region as usually assumed. Nevertheless, there are many valuable lessons learned from Emscher Park. The historical background of industrial heritage

is apparent in both regions. Both regions have to deal with the aftermath of their industrial era and live against their reputation of being a dirty, dusty, problem-stricken area.

Although Pittsburgh was once considered an example for the Ruhr region, it is now the Ruhr region that poses an example for the Pittsburgh region and Hazelwood.

### **Comparison to the Pittsburgh Region**

There are always differences, even within regions. Overall, the developments in the Ruhr region serve as food for thought for the Pittsburgh region and for Hazelwood. Moreover, much of what is characteristic for the effects of the rise and fall of the steel and coal industry can be examined both in the Pittsburgh region and in the Ruhr region.

## **Recommendations: Lessons for Hazelwood**

*Equity Planning*, South Side and the developments in Germany offers key insights into the community planning process and gives Hazelwood direction in their current efforts.

- ***Involve the whole community***

The South Side Process involved several constituencies often with differing opinions of the final development. Rather than ignoring constituencies with differing views, the SSPF and SSLDC chose to slow the process so compromise could be established.

- ***Consider creative structures for community involvement***

The SSPF and the Steering Committee both are structures to involve a broad set of interests while effective channeling and

packaging these interests to outsiders. Further, these structure offer a “check s and balances” so no one organization or constituency monopolizes discussion. Hazelwood might consider a similar structure that involves both the business community and community residents.

- ***Develop a set of principles to guide your vision***

The principles established a concise and understandable set of principles that reflected the community’s interests. The “general guidelines” had great power in their simplicity. These principles guided the South Side in their later discussions with the URA and other outside interests. Hazelwood should articulate similar goals as a community to prepare for discussions with developers and planners. When planning for the future, development ideas should be checked against the community principles.

- ***Take steps to educate the community***

A key process leading up to the development of a final master plan was the set of four community meetings. Hazelwood should continue to meet community residents about the process at key points in time during the development of the process. This also assures continuity for the community discussions.

- ***Start talking about development before the developer arrives***

The 1992 plan was a result of proactive planning by the community. Hazelwood also is starting to engage in “pre-development” planning. This type of planning should continue as it will likely reflect the true interests of the community.

- ***Take advantage of community activism***

Some of the most successful planning came out of the time when the community was most active and involved in the process. Both the URA/SSPF agreement and the UPMC athletics agreement resulted from periods of active community opposition. Hazelwood shows the capacity for active involvement through the formation of CHOC. Such periods of activity should be considered as advantageous times for community planning.

- ***Include the site plan as part of a community vision***

A key moment in the community planning for the site was SSPF inclusion of the general principles into the broader neighborhood plan. Hazelwood should continue to make sure that any vision for the site corresponds with the overall vision for the neighborhood.

- ***Do something that is typical for Hazelwood or typical for Pittsburgh, in the positive sense***

The motto of the Nordsternpark Gelsenkirchen is “typical Ruhr region.” Once people came to live there to work in the coal mine. Now, after the Bundesgartenschau (federal gardening and landscaping exhibition) in 1997, the area has become a place for leisure, with parks, new living developments, and new workplaces. Still, the area has remained a character that is “typical” for the Ruhr region (Ruhrtour, 2000).

- ***Give a new definition to old industrial regions and sites -- Connect new developments to industrial heritage***

It is important to harmonize the industrial history and the future at these sites and in the surrounding cities. Often, city development was not included in the development of the old sites. Examples: The Pittsburgh Technology Center, Castlefield in Manchester, England; the docks of Liverpool,

England; Lowell, Massachusetts, and the harbor areas of Boston and Baltimore.

#### Liability Issues and Environmental Issues in Brownfield Development

Environmentally degraded sites, such as brownfields, are challenges for development. The former LTV Coke Works site in Hazelwood poses such a challenge. LTV remediated the site in compliance with state regulations, but only up to the standard of non-residential use. Thus many of the items on the greater Hazelwood community's 'wish list,' which require commercial and residential standards, will need further remediation. In addition to the technical issues of remediation, potential developers and residents feel the need for assurance regarding the safety of the site, even after remediation. Since LTV only remediated the site to non-residential standards, securing funds for further development may be difficult. In this context, the issues of liability arise.

#### Liability

Liability in this context refers to fears and uncertainties of developers and lenders about current and future costs of the site's development. First, there are upfront costs for site assessment. Second, there are the costs of remediation, which, of course, depend on the level of remediation to be achieved. Unfortunately, the purchaser cannot be completely sure that all environmental degradation is known upon the site's purchase. This may make it more difficult for the developer to find a lender, as the risk on investment is increased by the risk of liability.

Federal policy does little to calm this fear of liability. "As of the mid-1990s, any party involved with a brownfield could typically be held liable for the cleanup, regardless of who actually contaminated the land or whether or not the party knew of the contamination-the so-called 'strict, joint, and several liability' clause under the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) and the Superfund Amendments and Reauthorization Act (SARA) managed by EPA" (Simons, 1998, 3). States, like Pennsylvania, have tried to limit these liability fears with various policies. Yet the federal government can always override any state's policy. "The Federal government, to date, has refused to provide ... closure to the clean-up process, and retains the right to re-open the remedy selection process, or to second-guess state decisions, at any time" (Crawford, et. al., 1997, 10).

At the federal level, the passage of the Asset Conservation, Lender Liability and Deposit Insurance Act of 1996 offered only limited liability protection to lenders, doing little to ease the liability fear of lending institutions.

The level of a developer's experience in brownfield development also determines their level of fear. "...[I]n 1998...liability concerns were more pronounced in stakeholders who had little experience in brownfield redevelopment. Those with experience did not view liability as such a major concern (Van Home, 1999, 14)." Therefore, developers and lenders benefit from information on liability limitations.

Environmental insurance is another option to ease liability concerns. Environmental insurance reduces the risk of liability for both the developer and the lender by insuring remediation costs, damage/pollution liability, stop-loss (a clean-up cost cap), as well as contractor and consultant liabilities (Van Horn, 1999). Environmental policies are offered by many major insurance companies. Policy premiums are feasible, and have actually gone down in recent years, as brownfield development increased. However, these policies are time-limited, and therefore do not always correspond with the time a particular site requires for remediation.

Voluntary Clean-up Programs can also reduce liability concerns. Voluntary Clean-Up Programs are state programs where the owner or developer of a brownfield agrees to clean up a site according to the standards laid out by the state in exchange for being released from liability to state court action. A state may or may not dictate how remediation is to be effected and may or may not be closely involved in oversight. Upon completion of the remediation process, the state issues a "comfort letter," relieving the developer of any liability to the state. The only exceptions to this liability solution are developer falsehood, and the federal government's ability to re-examine remediation efforts and demand further remediation.

LTV Steel is participating in a voluntary cleanup program (VCP) under the Site-Specific Standard of the Pennsylvania's Land Recycling Act. Although this standard does not control which mitigation measures are used, it does demand compliance with a reduction of carcinogens and toxic chemicals below state-mandated levels. It also demands protection of groundwater for its designated use. Under the Site-Specific Standard, the affected municipality can also insist on a public information program, which the city of Pittsburgh did in the LTV case (DEP, 1999). Participation in the VCP limits the remediators' liability once the final report on cleanup is approved by the DEP.

#### Environment

Overall, the contamination level on and below ground at the former LTV is not too bad. There are, however, some problems that might slow down the development process.

- The Eliza Works and Monongahela Connection Railroad parcels on the western half of the site are already prepared for non-residential use. They currently do not qualify for residential use. LTV intends to place a deed restriction on the parcels limiting their use to non-residential. Additionally, the groundwater testing and remediation has been conducted under the PA Department of Environmental Protection's (DEP) designation of the groundwater as a non-use aquifer. Thus the use of groundwater will also be prohibited under the terms of the deed (Civil and Environmental Consultants, 1999).
- The eastern Coke Works parcel may not be ready for any use for several years to come. Benzene and naphthalene contamination is concentrated in a ten acre "hotspot" in the center of the former coke works at and around the by-products recovery site. It might take five to ten years to complete the clean up. Three more small pockets of these contaminants are scattered around the Coke Plant parcel. In addition, the eastern end of the coke works required heavy oil clean up. The timeline for clean up and monitoring of these hotspots is approximately five to ten years (Goodrich et. al., 2000). Cleaning and selling smaller parcels around the areas is not a feasible option, as it would only increase clean-up expense (Goodrich et. al., 2000).
- The hotspot on the LTV site poses an unacceptable risk level to construction workers and trespassers. A deed restriction on the property will require strict health and safety procedures to be used during any construction and may require special handling and disposal of disturbed earth. LTV will maintain a fence around the area in the meantime.

LTV's remediation is entering its final stages. What is left now is to complete the removal of oil, and to monitor the water checks. These items are scheduled to be complete by June 2001. After that, little more will happen until a developer acquires the site. The DEP review period for LTV's final report will end in September 2001 if all continues according to schedule. At that point, LTV will have no state liability for environmental degradation on or around the site.

## Chapter Four: Urban Revitalization Strategies for Hazelwood

### Introduction

In this section, we look at community revitalization strategies for Hazelwood.\* Our inspiration comes from many sources. We looked inside, at the character and history of the community. We feel it is an undervalued source of pride. Hazelwood's rich history can also be the stepping-stone to a different kind of revitalization: by spotlighting the community's historical sites, Hazelwood can reposition itself as a local destination for regional tourism.

In addition, we looked far beyond Hazelwood, to East St. Louis, Illinois, and Portland, Oregon, where they've had success with community farmers markets. We believe this concept could work in Hazelwood, and we offer some suggestions and starting points for discussion. Also included is a list of criteria by social scientist William Peterman, which could help the community analyze its ability to change.

We've included an analysis of Hazelwood's Second Avenue business district, with ideas on how to make it grow. "Big box" development, exemplified by the proliferation of superstores and chain restaurants at the Waterfront in Homestead, is examined. As the success of the South Side neighborhood confirms, successful revitalization takes many forms.

\* All photos in this section courtesy of Carnegie Library of Pittsburgh.

### Historical sites in Hazelwood

In an effort to spotlight the many historical treasures in Hazelwood – and perhaps to jump-start some enthusiasm for community pride and heritage tourism – we have compiled this list of intriguing historical sites in the neighborhood. Residents often don't realize what they have in their own community.



This is by no means a complete list. Many longtime residents could easily add to it. But the places listed below definitely have historical significance.

***Woods House***  
***4604 Monongahela St.***

“That this fine three bay house has managed to survive in the dreary industrial wasteland of Hazelwood is almost miraculous,” write James D. Van Trump and Arthur P. Ziegler in their 1967 book, *Landmark Architecture of Allegheny County, PA*. The stone house, believed to have been built in the late 1700s, is one of a handful of 18<sup>th</sup>-century buildings left in the county.

George Woods, surveyor for the William Penn family, built the house, and members of his family and descendents lived in it until the early 20<sup>th</sup> century.

Several sources indicate that the composer Stephen Foster visited often in the mid-19<sup>th</sup> century, and may have composed “Jeannie With the Light Brown Hair” at the Woods’ piano. A wooden addition was added to the back of the house, probably at about the same time.

The house is the only site in Hazelwood listed on the National Register of Historic Places. It is currently owned by Andre Keith Houser; apparently it has been in his family for quite a while. Community activists are currently working to secure funding to restore the house to its original condition.

***Episcopal Church of the Good Shepherd***  
***Johnson Street and Second Avenue***

The original congregation of the Church of the Good Shepherd formed in 1870, as Hazelwood was gaining stature as a desirable suburb. Before the church was built on this site,

“hundreds of lambs roamed over the hillsides in this vicinity.” (Kussart, 1925, 25)

In 1891, the affluent congregation commissioned well-known architect William Halsey Wood of Newark, N.J., to build a church at the present site. The result was an “asymmetrical and rather fantastic structure with a frilled shingle tower.” (Van Trump & Ziegler, 1967, 121)

Among the socially prominent members of the congregation at the time it was built were the Burgwin, Paul, Macrum, Cox and Cowen families. Rev. A.D. Heffern led the congregation when the church was built.

A later historian wrote of the church’s “quality of sophisticated humility” and “artfully rustic expression...It announces itself as a simple country church.” (Kidney, 1997, 450) The church continues to have an active congregation.

In its survey of local historical sites in the late 1970s, the Pittsburgh History and Landmarks Foundation (PHLF) notes that the church appears to be eligible for listing on the National Register of Historic Places. The church is also designated as a historical landmark by the PHLF.

***St. Stephen’s Roman Catholic Church***  
***5115 Second Avenue at Elizabeth Street***

This imposing, cathedral-like structure was built in 1902, 30 years after the congregation was established. The influx of Irish and Italian immigrants in the late 1800s contributed to the congregation’s growth. The Pittsburgh History and Landmarks Foundation survey describes the

building's style as "a Beaux-Arts return to the Baroque." (PHLF, 1980)

A school was built next to the church in 1910. A 1924 fire destroyed the church's interior. It was rebuilt in 1925. A tornado on June 3, 1998 toppled a steeple and broke a window in the church. They were later repaired. The church and school are still a significant part of the Hazelwood community.

The Landmarks survey indicates that St. Stephen's appears to be eligible for listing in the National Register of Historic Places. It is also designated as a historical landmark by the foundation.

***First Hungarian Reformed Church  
221 Johnston Street***

This church's congregation established the first Hungarian church in the United States, on Bates Street in Oakland in 1891. Twelve years later, the congregation built a new church, on Johnston Street in Hazelwood. Architect Titus de Bobula designed the church. It was completed in 1903, under the leadership of Rev. Alex Kalassey.

At the time, it was one of three Hungarian churches in Hazelwood, reflecting the great migration of Hungarians to the Hazelwood area. The church is still active.

Perhaps the church's most notable feature is its stained glass windows on either side of the central tower. The windows are arched "as if the tower had exerted a gravitational pull." (Kidney, 1997, 450)



***Carnegie Library of Hazelwood  
4748 Monongahela St.***

The design of the Hazelwood branch was taken from the design of the Lawrenceville branch, built several years before the Hazelwood branch was erected in 1900. Similar Carnegie Library branches were built in the West End, on Wylie Avenue in Homewood, on the South Side, and on Mt. Washington. All were designed by the prominent local architectural firm of Alden & Harlow.

However, the Hazelwood branch was distinguished by a Roman dome; it was the only Pittsburgh library to have such a dome. Construction costs were \$40,000. When it opened in August 1900, it had 5,000 books.

***Former site of Hazelwood Brewing and Derby Brewing Company, 5007-11 Lytle Street at Tecumseh Street***

This four-story brick building was the site of Tri-State Hydraulics into the 1980s, but long before, the building housed two local breweries. Two large bays next to the front door, now boarded up, were once used for delivery and shipping.

The Pittsburgh city directory lists Hazelwood Brewing at the Lytle Street address from about 1906 to 1920, right before Prohibition. The 1906 listing includes a phone number of Hazel 2. A 1910 directory lists Edward O'Donnell as president, while a 1919 directory lists W.D. O'Brien. No other information was found about Hazelwood Brewing.

Derby Brewing apparently had a much shorter lifespan. A 1936 directory lists Derby Brewing, along with Moerlein Beer, at the Lytle Street address. A 1938 listing includes Edward Turich as president and Louis Caruso as secretary-treasurer. No listings appear in the 1939 directory, nor in 1945.

However, Derby Brewing left a long-lasting legacy, still visible to sharp-eyed visitors to Lytle Street. The left wall of the building features the faint remains of a Derby Brewing Co. painted advertisement, two stories high and the width of the building. The company's name and a picture of a horse can still be discerned.

***Apartment building, 206 E. Elizabeth Street at Gertrude Street***

This 3-1/2 story building is distinctively U-shaped. It's believed to have been built in the last years of the 19<sup>th</sup> century. The Pittsburgh History and Landmarks Foundation survey

called it "an unusually elegant apartment building in a working-class neighborhood of single-family dwellings." (PHLF, 1979)

***LTV site, Former site of Hazelwood plant, Jones & Laughlin Steel Corporation***

B.F. Jones, in partnership with James Laughlin, expanded their steel operations from Pittsburgh's South Side to Hazelwood, across the Monongahela River, in 1859. In addition to the Eliza furnace in nearby Oakland, the company built beehive ovens as part of the steel coking process.

The plant changed Hazelwood's identity forever. Before Jones & Laughlin, the area was a rustic, upscale suburban community. By the early 1900s, it had become a working-class neighborhood of immigrants and first-generation Americans.

At its wartime height, in 1941, the Hazelwood plant of Jones & Laughlin Steel Corporation employed 6,568 workers. In 1952, Pittsburgh's Urban Redevelopment Authority took over 220 acres adjacent to the plant, cleared the houses and relocated 525 families.

In 1974, Jones & Laughlin was taken over by the LTV Corporation, which filed for bankruptcy in 1986. In 1998, the Hazelwood plant – the last steel-related plant in the city of Pittsburgh - finally closed.

Discussions continue about what to do with the abandoned LTV site. In early 2001, The Saratoga Associates,

a consulting firm, was hired to oversee the development process for the site.

***The Car Barn, (former Pittsburgh Railways Building)  
5334 Second Avenue***

The former site of the Pittsburgh Railways waiting room in Hazelwood has been remodeled to serve as a senior citizens and community center. The original inscription of “Pittsburgh Railways” remains in the cornice above the door. It was built in the late 19<sup>th</sup> century, before 1880. From 1880 to 1899, Pittsburgh Railways operated 11 inclines in the city.

**The Hazelwood Library Daybook**

There's a small treasure at the Hazelwood branch of the Carnegie Library, and almost no one knows it's there.

**It's a green hardback notebook, labeled “Daybook: Hazelwood branch, Carnegie Library, 1901-1902.” Inside are more than a hundred pages covered with meticulous handwriting, detailing the daily life of the Hazelwood Library in the first year of the last century.**

The librarians – all female and most, apparently, unmarried – kept faithful track of each day's attendance and circulation numbers. They also jotted down interesting events and encounters they had with the library's clients. By doing so, they created a unique and wonderfully readable document, a century old yet somehow ageless.

**“You could take some of these excerpts and they would be applicable today,” said Mary Ann McHarg, a Hazelwood librarian who keeps the daybook on her desk. She especially liked thereferences to the “Flowers Avenue boys” – a group of high-spirited young men who were the despair of the 1901 librarians. “I could be talking about the kids today, trying to get them interested in reading when they don't want to read.”**

*Mr. Barber turned on electric lights for few minutes this afternoon. A little boy sitting at one of the tables, seemed very much startled. After looking earnestly at his cap for a minute, which was hanging on one of the lights, he came to me and said, 'I say, Mrs., will that electricity hurt you?' No, said I. 'Can I take my cap off?' 'Yes.' Then very cautiously, he removed the cap. After it was too late, I thought I might have given him a simple book on electricity (Daybook, 43).*

Later that month, Miss Carson describes a small child who asks for a library card. The librarian tells him, “If you can write your name, you may have one.”

The child quickly replies, “I can write half of it now. Tomorrow I will be six, and I will write all of it then (Daybook, 70).”

It's clear that Miss Carson really enjoyed her daybook duties. She's perhaps at her best in late November, recounting a home visit she made to a particular Hazelwood family:

*(A) woman entertained me royally by telling me her family history. She announced in the beginning that she and her husband were professional people, and her 2 boys only cared for deep reading.*

Miss Carson was told that the father was a professor at a business college, but “I was kept in blissful doubt of the mother's profession. I was about to leave, then she presented me with her photo, on the bottom of which was written, ‘popular whistling soloist’ (Daybook, 75).

Shortly after that vignette, the handwriting in the daybook changes. It looks as if Miss Carson has been demoted to simply recording the circulation numbers, while another librarian takes up the narrative. One wonders if Miss Carson's superiors were starting to think she was having a bit too much fun at the expense of solid Hazelwood citizens.

In any case, the new diarist sticks closely to the facts, and Miss Carson's crisp insights are lost to history. The new writer, unidentified, occasionally takes note of the weather: apparently there was a “splendid snowstorm” on January 21, 1902. In late April, she writes of taking children for a walk in the woods – not far from the library – to pick flowers for the library.

The daybook concludes in late May on a slightly disturbing note. A rowdy young man – perhaps one of the Flowers Avenue boys – argues with a librarian after being asked to leave the building. As he storms out, he warns, “This library won't be worth ten cents when I'm done with it.”

“I'm rather interested to see what he intends to do,” the librarian coolly writes. Today, she would most likely be calling the Zone 6 station.

The angry young patron apparently thought better of harming his neighborhood library, because there it is, a hundred summers later, the bricks darkened by age and industrial grime. No one seems to know what happened to the glass dome that originally graced the building. There are at least two theories: one is that the interior dome, clearly visible inside the library, was enclosed because it was leaking. But a Hazelwood librarian says there were originally two domes – one outside, and one inside – and the outside one was removed at some point.

But thanks to Miss Carson and her colleagues, patrons in 2001 have a good idea of what it was like to spend a warm day inside their library, with the rowdy boys and hardworking librarians, way back in 1901.



- Carnegie Library of Pittsburgh

#### Recommendation

The library daybook is a genuine historical artifact, and a wonderful piece of social history. It deserves to be seen by as many people as possible, but the hundred-year-old ink and binding won't bear the curiosity of thousands. However, there is a better solution.

The new home for the library daybook should be cyberspace, where the daybook can be enjoyed but untouched by the world. Several local history websites, such as Historic Pittsburgh (<http://digital.library.pitt.edu/pittsburgh>) would probably be happy to add the daybook to their growing collection. It's possible that any of several local foundations would be interested in providing a small grant that would pay for transcription, posting, and related costs. Foundations that have an interest in such projects include:

- Allegheny Foundation
- McCune Foundation
- Robert S. Waters Charitable Trust
- USX Foundation
- Paul H. O'Neill Charitable Foundation

The Carnegie Library itself may also have funding available for such a project

## Urban Revitalization Through Historic Preservation: A Case for Hazelwood

A major portion of this chapter focuses on Hazelwood's unique, colorful history. From Indian settlement to rustic outpost, from elegant Victorian-era suburb to diverse, working-class neighborhood, Hazelwood's long history shares similarities with other local mill towns. But there are twists and turns that belong only to Hazelwood.

No other Carnegie Library branch was topped with a gleaming dome, for instance. Few other mill towns can claim landmark churches that were both for the wealthy (Episcopal Church of the Good Shepherd) and for immigrants (the First Hungarian Reformed Church). And in the Woods House, the community has a potential tourist attraction to rival its contemporary, the Fort Pitt Museum.

As the community begins to work with The Saratoga Associates to develop a master plan, it's important to keep Hazelwood's rich history in mind. It should be considered a very valuable resource.

In *The Economics of Historic Preservation: A Community Leader's Guide*, Donovan Rypkema makes a strong case for the economic advantages of historic preservation. Three of his points are particularly relevant for Hazelwood:

- "Historic preservation is an economic development strategy that enables cities and towns to compete with suburbs" (Rypkema, 1994, 26).

The factors that spurred the growth of the suburbs – inexpensive transportation, an abundance of cheap land, one-income families, pro-growth local governments – are not in place anymore, Rypkema writes. In fact, the opposite is true, in many cases. Families with two commuting parents, faced with high suburban housing costs and rising gasoline prices, are reconsidering the suburbs. City neighborhoods can compete for young families – if these neighborhoods feature the diversity, quality housing stock, and historic character not found in sprawl suburbs. Hazelwood qualifies on all three counts.

- “Close-in residential neighborhoods provide the ideal environment for the growing share of at-home workers” (Rypkema, 1994, 70).

More than 40 million people work at home at least part time, according to Rypkema. “Residential neighborhoods bordering commercial areas are the ideal place for such workers...To be successful, those neighborhoods will need the amenities, quality, and diversity of housing and schools that will meet the demands of this emerging group of entrepreneurs (Rypkema, 1994, 71).”

Hazelwood is well situated to appeal to house hunters who work at the nearby Pittsburgh Technology Center, as well as to telecommuters and struggling entrepreneurs from throughout the area. The community’s historical heritage can be emphasized to great effect as part of an overall neighborhood marketing effort.

- “Historic preservation stabilizes neighborhoods” (Rypkema, 1994, 69).

Ironically, it’s likely that such local historic sites as the apartment building on E. Elizabeth Street and the First Hungarian Reformed Church have lasted mainly because of the lack of developers’ interest in Hazelwood. Call it preservation by neglect. Yet these buildings – and more not listed in this chapter – are very meaningful to many people. Many more could feel the same way, if these sites and their fascinating stories become better known.

Rypkema also notes: “Socially, historic preservation attaches people to their community, provides a sense of place, connects them to their neighbors, and encourages public participation” (1994, 69).

“Preservationists...want to ensure that our community is adequately prepared to meet the challenges of tomorrow by being firmly grounded in the physical history of yesterday,” Rypkema (1994, 99) writes.

Rypkema’s book offers potential preservationists a wealth of arguments in their favor. Interestingly, the Hazelwood branch of the Carnegie Library is the only local branch to offer this book for circulation.

In his 1962 neighborhood survey of Hazelwood, sociologist Charles M. Unkovic diagnoses a “group inferiority complex” among residents (Unkovic, 1962, 81). Subsequent surveys indicate that the problem still exists. So it’s possible that Hazelwood residents could be cynical about any revitalization plan that incorporates their history as a major facet. Have similar distressed, inner city communities succeeded in such an effort?

Some are trying, in any case. The website of the National Trust for Historic Preservation featured the story of Sweet Auburn, a historic African-American neighborhood in Atlanta. It's well known locally as the birthplace of Dr. Martin Luther King, Jr. Sweet Auburn also prospered in the mid-20<sup>th</sup> century, much like the Hill District, as a center of black culture, entertainment, and community life.

But by the 1970s, highway construction had cut the neighborhood in half, and disinvestment and rising crime rates worsened the situation. By 1992, the National Trust had included Sweet Auburn on its list of "11 Most Endangered Historic Places."

At that point, neighborhood leaders formed the Historic District Development Corporation (HDDC), to work to restore Dr. King's birthplace and to revitalize the neighborhood in general. They also partnered with the National Trust's Community Partners program, which encourages the renovation and reuse of historic buildings in inner-city areas through innovative financing plans.

Since 1994, according to the website, HDDC has built or rehabilitated more than 110 mixed-income single-family homes and more than 50 rental-housing units in Sweet Auburn. The corporation is now focusing on revitalizing the neighborhood's commercial district. Among other things, they have converted a 1904-vintage warehouse into a mixed-use artists' living and working complex, with 112 artist lofts, 17 commercial units, and 24 art galleries.

Innovative revitalization plans can be found a lot closer than Atlanta – just across the river, in fact. Community leaders

in the South Side are moving ahead with plans for their neighborhood's LTV site. Among their first moves was to secure a Historic District designation for a portion of the site. This will impose strict guidelines on development of that area, which was what community activists had in mind (Harris, 2001).

The emergence of East Carson Street, the South Side's main thoroughfare, as a prime nightlife destination, should be of interest to ambitious Hazelwood leaders as well. Can that success be repeated on Second Avenue? The streets are similar, in some ways: both carry a great volume of through traffic, both have their parking challenges, both once served as the prime retail area of a working class community.

However, in their 1980 survey of local historical buildings, the Pittsburgh History and Landmarks Foundation noted significant differences. The survey points out that the Second Avenue buildings were constructed in the late Victorian era; by then the "gingerbread" flourishes of the mid-Victorian period had been abandoned.

"In their place more rudimentary ornamentation can be seen, " according to the survey. "The effect is a visually dull business-like pragmatism which is opposed to the earlier boisterous texture of the facades of such similar business districts in Pittsburgh as...Carson Street on the South Side (PHLF, 1980)."

So, although the Second Avenue facades don't feature a "boisterous texture," they are strategically situated, and offer some historical significance.

The news from the South Side is not all discouraging. Carey Harris, executive director of the South Side Local Development Corporation, notes that every neighborhood has its niche, and Hazelwood needs to identify theirs. Harris believes a market study of Second Avenue, which would reveal who shops there and what might work for the area, would be a good place to start.

She adds that in 1983, 50 percent of the storefronts of East Carson Street were vacant. Available vacancies are now down to three percent. And there's no reason to be discouraged by Second Avenue's comparative lack of Victorian charm, Harris says: "That just allows you to be a little more creative" (Harris, April 2001).

Should Hazelwood pursue a Historic District designation, much like the South Side? It's a question to discuss with representatives of the Pittsburgh History and Landmarks Foundation, as well as the National Trust for Historic Preservation. (Certainly, a closer relationship with the local landmark foundation would be advisable.)

Historic District designation brings with it strict requirements for property owners in the district. But the good news is that property values in historic districts often increase (Rypkema, 1994, 42).

The Steel Industry Heritage Corporation is another possible source of advice and support for Hazelwood historians. The Homestead-based organization is developing the Rivers of Steel National and State Heritage Area, a seven-county region along the Allegheny, Monongahela, and Ohio Rivers and their tributaries. From May to November, the

corporation offers bus and boat tours of various regions within the area, including the Pittsburgh steel region.

Perhaps a tour of Hazelwood sites, including the LTV plant, could be planned as an adjunct to the corporation's current tour.

If organizers succeed in their plan to purchase and restore the Woods House, Hazelwood will have an authentic tourist attraction that will bring thousands of newcomers to the community each year. Woods House visitors could be easily persuaded to see Hazelwood's other historical sites while they're in the neighborhood. Brochures or wall hangings at the Woods House could direct them to other locations.

Hazelwood's history represents a remarkable legacy, as well as a golden opportunity. By leveraging Hazelwood's past, community leaders can greatly enhance its future. As for other strategies, the next section focuses on neighborhood marketplaces.

## **Community Markets**

There have been efforts recently in Hazelwood to establish a community market of some sort. A market would enable residents to buy and sell fresh produce, baked goods and other products. More important, however, is that a market would provide members of the community a common meeting place, where groups and individuals can share goods, information, entertainment, and more. A market place has the potential to pull a community together and to create a positive image of the community.

The Hazelwood Initiative is already in the process of organizing a farm stand in collaboration with the Greater Pittsburgh Community Food Bank that is expected to open in the spring of 2002. With that in mind, this report will describe the successes and failures of other markets and share advice from the markets' organizers.

## **Portland Saturday Market**

In Portland, Oregon, both tourists and locals have been going to market for the past twenty-five years. Two local artists started Portland's Saturday Market in 1974, who sought a special place to showcase their work. The women secured a \$1,000 grant from Metro, the regional governing body in the Portland metropolitan area. This enabled them to rent a private parking lot over the weekends, and thus Saturday Market was begun.

Since its modest beginnings, Saturday Market has expanded significantly. Open every Saturday from March through December, the market generates \$13 million a year and typically attracts a weekend crowd of 44,000. The market has room for almost 300 stalls, and more than 500 artists regularly participate. Vendors sell artwork, crafts, baked goods, hot foods and more, while musicians, fortune tellers, and artists of all kinds perform for the crowds.

The market is coordinated by Portland Saturday Market, Inc., a nonprofit mutual benefit corporation, with an \$860,000 operating budget. Approximately one-third covers salaries, one-third pays for leasing and caring for the site, and another third pays for printing and advertising expenses.

The market site started in a private parking lot, but since then has expanded to include a city park, a building owned by Portland Saturday Market, Inc., and a city street beneath Portland's Burnside Bridge (which serves as an umbrella of sorts on Portland's rainy days). Portland Saturday Market, Inc. leases from both the city and a private landlord.

The market has received financial assistance from the city on at least two occasions. In recent years, the city helped purchase a building that is located at the market site, and also paid for restrooms to be built on site.

According to executive director Paul Verhoeven, the market draws the largest influx of tourists in the summer months. But even though the market is one of Portland's most popular tourists attractions, Verhoeven said the market is supported mostly by residents. In fact, the most income is generated, not in the summer, but in the month of December, when artists sell a large amount of holiday crafts and goods.

## **East St. Louis Farmer's Market**

East St. Louis, once known as the "Pittsburgh of the West," saw its economy collapse, a victim of technology that eliminated the need for regional meatpacking centers. The number of businesses in East St. Louis dropped from 1,527 in 1970 to 383 in 1990; in addition, the city's population fell from 88,000 in 1970 to 37,000 by 2001. Minority residents make up 98 percent of the population, and the proportion of families living in poverty increased from 11 percent to 39 percent.

Traditional redevelopment efforts have served to concentrate poverty in distressed neighborhoods, such as

Winstanley/Industry Park, an area that lost 41 percent of its population and 29 percent of its housing stock between 1970 and 1990; by 1990, only approximately 8,000 residents remained in the 120-block area (Reardon, 1999; Koenigs, 2001a).

In 1991, a neighborhood minister, Rev. Gary Wilson, asked the Department of Urban and Regional Planning at the University of Illinois – Urbana Champagne (UI-UC) for help. The university group suggested using an empowerment model, which “seeks to overcome the knowledge, power, and ideological obstacles that often undermine effective neighborhood planning by drawing on the principles and methods of participatory action research that empowers neighborhood residents to seek feasible solutions to their problems (Reardon, 1999, 128).” The community created a Steering Committee through the combination of efforts of two religious organizations, and formed the Winstanley/Industrial Park Neighborhood Organization (WIPNO) that summer.

The Steering Committee, under the guidance of UI-UC and its newly formed East St. Louis Action Research Project (ESLARP), assessed positive and negative aspects of the neighborhood and formulated seven community stabilization goals that included expanding local resources, as well as job creation. Research showed that neighborhood residents spent significantly more on food than on any other cost of living, which led to the idea of pursuing “the redevelopment potential of productive agriculture and food retailing,” a method of increasing local business and employment opportunities, as well as improving the nutrition of the residents of the community (Reardon, 1999, 133; ESLARP, 1994).

As with many locations in Pittsburgh, however, the community discovered that proposed sites were contaminated by heavy metals and not conducive to farming. In 1993, WIPNO decided instead to seek funding to create the East St. Louis Farmers’ Market. Of 45 corporations solicited, only the East St. Louis Community Development Block Grant Agency and Business Development Office (BDO) stepped up. The CDBG provided \$30,000 in the spring of 1994 to purchase an abandoned car dealership, and the BDO provided an additional \$30,000 to construct a facility to house the market. UI-UC planning students developed a plan to stock and staff the market with independent vendors, and community members volunteered more than 43,000 hours to transform the site into the market.

The East St. Louis Farmers’ Market opened for business on May 4, 1994. Reardon indicated that during its first three years of operation, the market generated almost \$400,000 in local retail sales, and over \$76,000 in wages for local residents, as well as over \$960,000 in business activities in the surrounding neighborhoods (Reardon, 1999)\*. The Farmers’ Market also educated the Winstanley/Industrial Park residents in health and nutritional issues, and had the added benefit of encouraging other local businesses to expand their products and improve the appearances of their businesses. Another positive externality was the creation of gardens throughout the community. These gardens encouraged members of the community to come together in neutral settings, allowing neighbors to get to know each other. Community gardens are now found in almost all East St. Louis neighborhoods (ESLARP, 1994).

[\*Mr. Reardon (2001) indicated that the sales figure included both cash and cash equivalents, while the salary figure combined the market staff’s salaries paid by the University and WIPNO. To reach combined business activity, a standard urban economic multiplier was applied to the figures.]

In August 1996, UI-UC established the East St. Louis Neighborhood Technical Assistance Center (NTAC), to provide neighborhood organizations and nonprofits with the expertise needed to bring their community revitalization dreams to fruition. By 1998, the university assisted in generating over \$400,000 in funding for the market with the East St. Louis community organizations. The university also provided technical assistance and guidance for over 60 organizations. NTAC also assisted in the maintenance of the farmers' market grounds.

Unfortunately, problems common to many grassroots organizations have arisen. Deanna Koenigs, a contact person at ESLARP, indicated that WIPNO is struggling with organizational and financial difficulties. She also indicated that the market's success has been impaired by a lack of site improvements, including electricity, running water, refrigeration, and secure storage spaces, as well as vendors' inability to take anything other than cash and cash equivalents as payment. However, the market still runs every Saturday during the summer, and the University remains committed to the continuation of the program (Koenigs, 2001a).

## Aliquippa Farmers' Market

Like Hazelwood, Aliquippa is a low-income, former steel community with a main street lined with abandoned storefronts. Aliquippa does not even have a grocery store in its downtown area, which means residents are unable to purchase food within their own community.

Until the summer of 1996, many low-income residents who receive food vouchers from Women, Infants, and Children (WIC) shared another need. WIC distributes vouchers for nutritious foods, including those designated for fresh produce at farmers' markets. Without a market in town or adequate public transportation to other markets, many women were simply returning the vouchers. The Aliquippa Alliance for Unity and Development (AAUD) addressed this issue by establishing a market in the spring of 1996.

Coordinated each year by an AAUD intern, the market was held on Wednesday afternoons in a parking lot on the city's main street, Franklin Avenue. The market typically had three to five vendors present, who paid a \$20 fee to participate. One vendor who sold greens was such a success that he sold out before the market closed every week. Other successful vendors were women who sold hot foods.

### Street Vendors Around the World

"Women Street Vendors: the Road to Recognition" was featured in a recent issue of SEEDS (2000), a pamphlet that addresses the economic roles and needs of low-income women. Although the paper focused on street vendors worldwide, the authors raise some points of interest to Hazelwood:

- **Location:** Vendors prefer downtown locations, including major thoroughfares and streets where pedestrian traffic is high and sidewalks are wide. Hazelwood should consider these "common sense" issues when selecting a location for a market.
- **Service Provision:** Some services that vendors need, but typically lack, include childcare, water and electricity, municipal services, storage, shelter near trading sites, and financial services. These may well be an issue for vendors in Hazelwood.
- **Vending Opportunities:** "Street vending is one of the few readily accessible avenues of employment open to women who need to earn a living" (Cohen, 2000, 2). They site the low cost of entry and the schedule flexibility as attractive factors for many women. Locally, women in Aliquippa prepared and sold hot foods at their community market.
- **Income:** Even the more successful street vendors earn an income at or close to the poverty level. This is an important point: although vending at a weekly market could provide extra income for many women, it probably would not generate a living wage.

In addition to the vendors, AAUD typically arranged a weekly activity, such as karaoke, a mobile library, and a talent show. According to AAUD human services coordinator Maureen Morelli, these activities helped attract more community members than if only the vendors had been present.

Morelli could not say how much income was generated from the market, although she suspects the amount was small. What was more important, she said, was that the market brought the community together on Wednesday afternoons. Particularly when activities involved children, parents and grandparents participated, and more passers-by were likely to stop at the market.

Morelli also could not say how much the start-up costs of the market were, although expenses included the weekly entertainment and marketing costs. AAUD received two significant grants for the project: \$5,000 from the Heinz Endowments and \$500 from the Jewish Healthcare Foundation (Cooper, 2001). Job Training for Beaver County and the R.K. Mellon Foundation also provided funding assistance. AAUD was given permission to use the city-owned lot free of charge.

The market was not held in 2000 and may not be held again in 2001, reportedly because AAUD has been “sidetracked” by other initiatives. Local WIC recipients are again in need of a place to purchase nutritious foods.

## Lessons Learned

The organizers of the markets profiled above have offered several suggestions that may be helpful to the

Hazelwood Initiative in planning its farm stand and would be particularly helpful in the event that it would decide to expand to a full-scale market in the future (see Appendix for contacts). Some suggestions are listed below.

1. ***Know your community.*** Market organizers should understand residents’ needs, and consider them when planning the market. In Aliquippa, as noted previously, the primary reason for starting the market was that residents who received WIC vouchers for farmers’ markets had no place to purchase produce locally.
2. ***Involve community residents in the planning process.*** This empowers them in two ways: first, they can take part in assessing their needs. Second, they can become involved as vendors themselves. (In Aliquippa, residents sold hot foods at the market).
3. ***Communicate with the vendors early, and get commitments.*** Because there are many markets in the region, vendors typically decide early in the year which ones they will attend. Market organizers must work to get early commitment from vendors, lest vendors decide to drop out of the market if they feel that it will not be the most profitable one for them.
4. ***Consider a location that provides protection from the natural elements.*** An indoor location would allow the market to operate year-round. If an indoor location is not feasible, the weather should still be considered in planning. (In Portland, some of the vendors take refuge from the weather by setting up shop under a bridge.)

**Table 4.1 Community Markets**

Market	Organizers	Year Opened	Start-up Costs	Funding Assistance	Season/Day of Week	Income Generated	Location
Portland Saturday Market	Portland Saturday Market, Inc.	1974	\$1,000 to rent parking lot	\$1,000 grant from Metro, the regional governance body	Saturdays, March through December	\$13 million a year	Private lot, city park, city street, privately-owned building
East St. Louis Farmers' Market	Winstanley/Industrial Park Neighborhood Organization (WIPNO)	1994	\$60,000 to purchase site and construct facility	CDBG and money from local Business Development Office	12 Saturdays during the summer	\$400,000 in first 3 years. \$76,000 in wages for vendors (exaggerated?)	Parking lot owned by WIPNO (former car dealership, with shelter for rainy days)
Aliquippa, Beaver County	Aliquippa Alliance for Unity and Development	1996 (not held in 2000)	Unknown amount paid for marketing, weekly entertainment, etc.	Grants from the Jewish Healthcare Foundation, Heinz, R.K. Mellon, Job Training for Beaver County	Wednesday afternoons during the spring and summer	Amount unknown	Parking lot owned by the city. AAUD did not have to rent the space.

5. **Use free community resources.** Take advantage of almost anything that will lower the market's set-up costs. One way is to get permission to use a city parking lot, rather than purchasing or leasing space.
6. **Encourage vendors to accept different forms of payment.** Vendors who offer payment options including WIC vouchers, food stamps, Access cards, and credit cards attract more customers. The failure to involve such vendors is one reason the East St. Louis market has not been as successful in recent years.

7. **Attempt to involve children and teens.** The Aliquippa market did best on days that it held activities that attracted children and teens (such as karaoke, face painting, or the presence of mascots or other likeable characters). Involving children and teens often means involving parents, grandparents, and aunts and uncles, thus increasing the number of visitors to the market.
8. **Select a site that has refrigeration, electricity, and water.** This attracts a broader range of vendors, and allows for the provision of basic accommodations for vendors, patrons, and staff.

9. **Get corporate sponsors.** They can help offset the costs of establishing, marketing, and maintaining the market. Corporate sponsorship may also create the perception of a stable market and attract more vendors and visitors.
10. **Offer a diversity of goods at the market.** Some of the most successful markets offer a variety of goods, including produce, baked goods, hot food, antiques, artwork, entertainment, and more. A diverse group of vendors attracts a diverse group of visitors, and creates a more interesting and entertaining atmosphere.
11. **The market should be close to other attractions.** In the interest of attracting tourists, the market should be located near other attractions, such as local businesses, community parks, or historic sites. Historic attractions especially are helpful in attracting tourists, according to Portland Saturday Market's Paul Verhoeven.
12. **If more than five vendors are involved, a state license is necessary.** Aliquippa organizers offered this advice, but could not say which agency provides the license.
13. **Have a secure place to store supplies.** This will prevent the staff and maybe even the vendors from transporting their supplies from week to week.
14. **Hire full time management.** Particularly if the market expands, full time management will help to establish a more organized, successful, and stable market.

### Swap Shops

SWAP SHOP is a gigantic flea market held in Fort Lauderdale, Florida, where visitors can buy antiques and used goods every day of the year. Held on the grounds of the world's largest drive-in movie theater (13 screens), it hosts over 800 vendors a day and attracts over 12 million visitors a year. But SWAP SHOP is much more than a flea market. It's South Florida's second largest tourist attraction, featuring free daily concerts and circus shows, carnival rides, and a video arcade.

SWAP SHOP is the world's largest, most successful, and most extravagant flea market. It would be quite a task to try to model a market after SWAP SHOP, but Hazelwood could conceivably establish a smaller-scale "swap shop" or flea market of its own. Whereas there are at least a dozen farmers' markets within Pittsburgh's city limits, there are no regularly held flea markets. Most flea markets in the region are held in the outer counties, so Hazelwood could create quite a niche by holding one in the city. It could attract residents of Hazelwood and nearby communities, as well as tourists who would rather attend a market in the city than one that is 50 miles away.

Hazelwood could model its market after several flea markets throughout the region that are much smaller than Fort Lauderdale's SWAP SHOP, but are still successful. Year-round markets are held in Bridgeville; Chippewa, Beaver County; and Rogers, Ohio, just to name a few. The market in Rogers is held on an open lot, and would be especially instructive if Hazelwood wanted to hold a large market on the LTV site. Rogers hosts hundreds of vendors in an open lot that is equipped with both water and electricity, enabling vendors to work at night.

In addition to the open-air lot, the Rogers site includes several buildings where produce, meats, and cheeses are sold; auctions are held; and a variety of vendors set up their tables. These buildings provide protection from harsh weather

### Retaining Business Districts in the Face of "Big Box" Competition

When a "big box" retailer, such as Wal Mart, Target, or Home Depot, announces plans to locate in a community, it immediately raises fear among local business owners that they will be forced out of business. Is this fear justified? Does a

“big box” retailer really represent the wolf at the door, or is it the phantom under the bed? In 1997, Dr. Edward B. Shils of the Wharton School of the University of Pennsylvania, published what remains as the most comprehensive review of “big boxes,” *Measuring the Economic and Sociological Impact of the Mega-Retail Discount Chains on Small Enterprise in Urban, Suburban and Rural Communities*. Between 1994 and 1996, Dr. Shils and his team of researchers conducted quantitative and qualitative research on the impacts of big box retailers in California, Illinois, New York, and Pennsylvania. The conclusion reached:

“Big box” or mega-retailers undercut local businesses by drawing away customers through pricing. The size of these retailers allows them to create economies of scale in purchasing from manufacturers. Mega-retailers also typically use just-in-time inventory practices, which means that their inventory warehouse costs are low as well. The savings from these areas, as well as labor practices discussed below, are initially passed on to consumers, resulting in prices lower than small retailers typically can manage. This leaves service as the only area the small retailer can compete in. However, as customers leave to follow lower prices, small retailers usually have to reduce staff, which causes service to deteriorate. This results in the loss of more customers. Finally, the local business shuts down. For every 20-hour-a-week job created by a mega retailer (and the jobs are almost all part-time jobs without benefits), 1-½ full-time jobs with benefits are lost in the local community (Shils, 1997).

The House Committee on Small Business reports that 100 new full-time jobs to a community adds: “351 more people; 79 more school children; 97 more families; \$490,000 more bank

deposits; one more retail establishment; \$565,000 more retail sales per year and \$1,036,000 more personal income per year” (Shils, 1997, 6). Therefore the creation of 50 new part-time mega-retail jobs results in the loss of the same to a community. One study estimates that a loss of 250 full-time equivalent jobs results in a loss to the gross domestic product of the nation of \$12,500,000 (Sprawl-Not, 2000). Mega-retailers also cause harm to local communities by demanding huge tax breaks to locate in an area.

In Philadelphia, French retailer, Carrefour, received a five year tax abatement and opened a 360,000 square foot store. After four and one-half years, they left the city without paying any taxes. Furthermore, they had promised City Council that the store would generate 600 – 800 new jobs when, in reality, only 250 were produced. At the same time, five independent food stores and one non-food store, a number of apparel stores and various other small business were forced out of business during the years Carrefour was open. This occurred prior to the opening of the Franklin Mills Mall in the same area. It has also been estimated that the net effect was a loss of 1,000 jobs (Shils, 1997, 5).

Mega-retailers cause a drop in local income tax revenues as the number of jobs in the area decreases. The lower personal income taxes generated combined with the loss of local business revenues results in municipalities straining to support physical and social infrastructure. The deterioration in municipal services can cause further population loss, which drives tax revenues down further. And the impact is not just on the immediate location: Wal Marts have been documented to cause up to a 25 percent drop in revenues, and corresponding tax receipts, in locations up to twenty miles away from the store (Londerville, 2000; Norman, 2000). Given that mega-retailers intend to saturate markets, no community can truly say that it is safely beyond the reach of “big box” retailers.

women, it probably would not generate a substantial

### The Peterman Criteria for Neighborhood Development

William Peterman has over 25 years of experience in neighborhood planning and development. This experience with, and study of, community (re)development efforts has led him to define four criteria that are critical for the success of neighborhood development:

1. "Adequate and ongoing monetary resources as well as human technical resources must be available and accessible not only to carry out individual development projects but also to sustain a comprehensive program of neighborhood development or redevelopment.
2. Community development must be demand driven, arising from grassroots community organizing. It cannot be legislated into existence by public officials, no matter how well intentioned.
3. Community leaders must build and maintain strong and direct ties with public officials; technical, legal, and financial experts; and other community organizations and umbrella coalitions of organizations.
4. The relationships between the community and those governmental agencies that have interests in and responsibilities with respect to the community must be neither too friendly nor confrontational. An atmosphere of 'creative tension' appears most appropriate (Peterman, 2000, 155)."

Peterman's first point, plainly put, is that 'Band-Aids' do not work. Realistic funding must be made available, and kept available, in order for plans to succeed. People with the appropriate skills must be found to support and direct the process. If they are not within the community, then they must be brought in and integrated into community processes.

The second point says boldly that TOP - DOWN PLANNING WILL NOT WORK. Case after case can be examined and all will substantiate the point. If the community does not want it, and is not included in the decision-making process, then no matter how much money is thrown at the process, it cannot succeed. The best plans come from within the community: plans may not spring forth fully formed from a neighborhood, but the ideas behind the plans must come from within.

The third point simply states that the community cannot operate in a vacuum. Today's global economy requires that community leaders stay connected not only to their constituents, but to external members of their environment: the people who control the laws and the purse-strings. Peterman also points to the synergy possible when community groups combine to create a force or influence bigger than any one organization. His 'umbrella coalitions' allow many small voices to become a loud shout.

Finally, the fourth point gives a warning, one that many community groups fail to heed: an organization that becomes too close to its funding source tends to lose its independence from that source, either in appearance or actuality. Organizations also tend to become compliant, and lose momentum. 'Creative tension' allows the maintenance of good working relationships between community groups and governmental agencies, without the loss of independence.

Concerned citizens and community activists in Hazelwood should keep these points in mind when reviewing other communities failures and successes. Insufficient physical and financial resources, a lack of grassroots involvement, weak or missing networks, and a real or perceived dependence on just one or two funding sources as well as too close ties to funding sources, led to failure and disappointment in many of the cases examined in this work.

There are four community organizations in Hazelwood, each claiming to represent a fragmented population: Glen Hazel Citizens Council, Greater Hazelwood Development, Inc., Hazelwood Glenwood Glen Hazel Citizens Association, and Hazelwood Initiative. This has resulted in a dilution of resources, so that no one organization can really accomplish much in the way of change. Fragmentation has led to apathy on the part of many residents, reducing the will to create change. These organizations do not appear to communicate with each other, let alone with organizations outside of Hazelwood. Finally, the two active organizations, Hazelwood Initiative, and Glen Hazel Citizens Council, are entirely dependent on funding from the City of Pittsburgh; many of the present and past board members of Hazelwood Initiative also have strong ties to City offices, which may lead to a perception of a loss of independence.

To succeed in achieving their missions, community organizations must establish credibility. Peterman's criteria provide guidance in the critical areas of resources, community involvement, networking, and "creative tension," that delicate balance between independence for a community organization and devolution into nothing more than an arm of the funding organization. The community organizations in Hazelwood need to pull down the walls built between them and enter into real dialogue on how to best serve the community. Together, they can establish a strong base, and can leverage that combined strength build grassroots credibility, to obtain critical resources, and to stand strong against governmental agencies who do not have Hazelwood's best interests in mind.

Finally, communities suffer not just from the loss of tax receipts; they also suffer from the effect empty storefronts have on their local business districts. Empty spaces between still-operating businesses result in less foot traffic past those businesses, which causes not only lower revenues for the survivors, but also in an increased likelihood of vandalism and theft. Eventually, the remaining businesses give up as well, and the result is Eighth Avenue in Homestead, or Second Avenue in Hazelwood.

So what can be done? The obvious message to small businesses is to not try to compete with these mega-retailers. Retailers who have survived have done so because they have developed specialized niches, either in products offered, or in service. Aspinwall, Etna, and Sharpsburg, municipalities adjacent to the Waterworks Mall, have business districts that are making a comeback because the shops offer products not available at the mall: antiques, specialty boutiques, and quality dining experiences. Other areas have taken the route of exclusionary zoning or design and size control (Mitchell, 2000). Vermont, one of the last bastions standing against Wal Mart, has developed statewide ordinances that limit the size of buildings and pricing practices that mega-retailers can use (Shils, 1997). In Canada, the City of Toronto simultaneously turned down an application from Home Depot to build a super store on the waterfront, and enacted legislation requiring that a full analysis of any potential impacts of mega-retailers on local businesses be completed before any other such applications will be considered (City of Toronto, 1998). There is no Home Depot on Toronto's waterfront; can Pittsburgh or Allegheny County claim that no "big boxes" block their waterfronts? Which is more important: temporarily lower prices and the appearance of "free" parking (although the costs of building

and maintaining a mall parking lot are built into the sales price of every object purchased at the mall)? Or safe and healthy communities with bustling well-lit shops filled with friends and neighbors?

As with many mill towns, the population in Hazelwood and Glen Hazel peaked in the late 1950s to early 1960s. By 2000, the population of Hazelwood/Glen Hazel had dropped to approximately 6,000 (Census, 2001), and the number of businesses reported on Second Avenue had fallen to forty-three (Cole's, 2001).

Businesses who left by the early 1990s included Levin Furniture, Vavro's barber shop, Mike's Produce, Cashi's Beer Distributor, Retnauer's Bakery, Guiser's Flowers, Murzyn's Pharmacy, Thurston's Valet Cleaners, and B & B Variety Store; in short, they were businesses that provided goods and services to the local neighborhood, and who were at one time supported by the neighborhood (15<sup>th</sup> Ward Chamber of

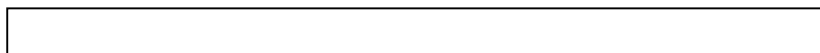


Commerce, 1996, 1999). Businesses remaining in 2000 include a bank, a barbershop, many churches, two funeral homes, two pharmacies, and a convenience store, among others. Dimperio's Grocery remains, although their Servistar Hardware was discontinued in the early 1990s because of the pressure from big box chains. Also remaining is the Elmer L. Herman Funeral Home, one of the oldest continually operating businesses in Pittsburgh. It opened on the North Side in 1862.

Category	Number	Category	Number
Advertising/Graphic Arts	3	HVAC	1
Auto Parts	2	Industrial Manufacture	1
Auto Sales	1	Convenience	3
Auto Service	9	Metal Working	1
Awnings	1	Moving Services	1
Banking	1	Organizations	13
Barber Shop	1	Pet Services	1
Beauty Salon	3	Pharmacy	2
Carpet & Home Furnishings	1	Plumbing/HVAC	3
Chemical Storage	2	Printing	1
Church	10	Real Estate	1
Construction	4	Restaurant/Lounge	2
Electrician	1	School	4
Engineering	1	Trucking Services	3
Funeral Services	4	Work Clothes	1
Healthcare	8		1
Home Improvements	3		

Not only has the composition of the business district changed to reflect the older, working class population, but the spatial configuration has changed as well. Most of the 4800 block of Second Avenue, odd side of the street, is gone, leaving glaring gaps in the street face where buildings once stood. The even side of the block remains intact physically, but only three spots are occupied. The 4900 block is the same way. The 5000 block is relatively intact, both physically and by occupancy. Once one passes the 5000 block, Second Avenue becomes a mix of residential and commercial uses, and structurally presents few vacant properties. Like other neighborhood business districts in Pittsburgh, Hazelwood's district also reflects the change from a manufacturing to a service economy. It would be a reasonable assumption at this point to expect a further decline in businesses that catered to the coke works or workers at the plant. In fact, a quick review of recent listings for bars shows that all but one of Hazelwood's legitimate bars has gone out of business in the past three years. Other businesses likely to suffer declines are the auto repair shops.

Pressure of competition from big box retailers such as those located at the Waterfront should not count Hazelwood out as a place to own a business, as Aspinwall and Sharpsburg can attest (see Table 4.2). The Cole Directory shows over 100 businesses in Hazelwood including four that were new to the neighborhood in 2000. Many of these are one- or two-person operations providing services and goods that big providers can't or won't (see Appendix).



These businesses represent a surprisingly large core upon which Hazelwood's business district redevelopment plan can build. Hazelwood has a unique opportunity to fully incorporate business redevelopment into its upcoming master plan, to recreate the vibrant business district of the 1950s and 1960s. By encouraging communication and cooperation among business owners, and between the community and the businesses, the Hazelwood Initiative can foster an economic revitalization of its neighborhood.

## Chapter Five - Workforce Development in Hazelwood: Building Networks for New Opportunities

### Introduction

Hazelwood is poised for an economic renaissance. Recent developments in the local economy have placed Hazelwood residents in an enviable position both within the City of Pittsburgh and in the region. Within less than two miles from Hazelwood are three of the region's most economically and commercially successful new developments – South Side Works, the Homestead Waterfront and the Pittsburgh Technology Center. Further, Hazelwood's own brownfield site holds potential for innovative and economically beneficial development. According to recent studies, within the next ten years these sites could combine to generate up to 10,000 *new* jobs (Goodrich, 2000; Harris, 2001; Brooks, 2001). These new jobs offer opportunities for the entire Hazelwood workforce, from entry-level to highly skilled positions. Hazelwood also continues to have relatively easy access to Pittsburgh's growing downtown business core. With the new direction of the local economy, Hazelwood is now situated at the crossroads of the region's economic growth.

However, location means little if Hazelwood workers cannot access these new opportunities. Access to new opportunities not only requires accommodating public transportation, but also giving the neighborhood workforce the skills, knowledge, and support to seek out these new opportunities. Currently, unlike most other neighborhoods,

Hazelwood does not have a community workforce program. While initiatives in other Pittsburgh neighborhoods offer job training, counseling, and placement, Hazelwood currently lacks the resources and organizational capacity to engage in workforce development. Without a workforce program in the community, Hazelwood residents might miss opportunities that exist in their own backyard.

The lack of neighborhood workforce programs, however, does not consign Hazelwood to secondary status in the regional economy. Rather, Hazelwood just needs to be creative and active in linking its workforce with other opportunities throughout the region. To be sure, the opportunities for workforce development in Pittsburgh are vast – currently there are over 150 training and workforce programs within 10 miles of Hazelwood (Pittsburgh Regional Career Information, 2001). Therefore, the critical role of Hazelwood institutions and leaders is to partner Hazelwood workers with these opportunities. From these partnerships develop ***workforce development networks*** that will bind Hazelwood to workforce programs and resources throughout the region.

Workforce development networks represent a relatively new strategy in economic development. In a seminal work *Workforce Development Networks*, Bennett Harrison and Marcus Weiss describes these networks as webs of continuing interpersonal and interorganizational relationships that connect communities and its residents to a broader set of opportunities (Harrison and Weiss, 1998). As Hazelwood currently lacks workforce development capacity within the neighborhood, Harrison's strategy directly applies to Hazelwood. Strong workforce development networks not only connect community workers with workforce programs, but also involve business,

the non-profit sector and governmental actors. Developing such networks will expose Hazelwood workers to a much wider array of employment prospects. As the Hazelwood's workforce plays a greater role in the local economy, the Hazelwood neighborhood, in turn, will garner more influence and attention within the city and the region. *In short, developing and accessing workforce development networks is essential for Hazelwood to take advantage of the new and imminent economic growth that is occurring.* To address those issues, this chapter will:

1. *Discuss the nature of workforce development networks and the special power they hold for neighborhoods.*
2. *Benchmark two programs that have gained national attention in developing workforce networks– Center for Employment Training in San Jose, California, and Westside Industrial Retention and Expansion Network in Cleveland, Ohio.*
3. *Identify four programs that have started to develop local workforce development networks: Career Link, Job Links, School-to-Work and Career Development Program Network.*
4. *Recommend strategies to build and connect to workforce development networks in Hazelwood. These recommendations include strategies to build a stronger relationship with the two largest employers in Greater Hazelwood – the Pittsburgh Technology Center and Kerotest.*

Also, this chapter weaves in discussion about regional workforce networks link neighborhood workers to growth industries in Pittsburgh. These growth industries, or clusters, offer Hazelwood an opportunity to attach its future to the economic growth in the region. Finally, this section includes

brief discussions about critical components of building a skilled neighborhood workforce.

## **Workforce Development Networks: The Theory of Bennett Harrison**

The word “networking” often brings to mind glad handing executives and smoke-filled boardrooms. However, the current vernacular belies the real importance of networks to resource-poor neighborhoods. Harrison and Weiss (1998, 149) describes networks as “more than the exchange of business cards at conferences or in momentary alliances stuck.” Networks are webs of continuing interpersonal and interorganizational relationships that connect communities and its residents to a broader set of opportunities. With this definition in mind, Harrison focuses on a particular type of network – workforce networks. The true value of workforce networks lie in their capacity to connect workers to meaningful job opportunities through increased channels of communication and greater access to employment information.

Harrison makes clear that dramatic changes in the labor market make creative workforce networks more critical than ever. The relative health of the economy expanded the number of job opportunities. However, while more jobs exist, the current labor market presents new challenges, especially for low-skilled workers:

- First, the average wage and benefits for entry level, low-skill positions continue to decline;
- Second, as many economic sectors enjoy tremendous growth, the sectors of the economy that historically

hire low-skilled workers in urban areas -- banks, hospitals, and the public sector -- are no longer creating significant numbers of jobs as in the past; and

- Third, workplaces have become more “flexible” and less stable internally (Harrison and Weiss, 1998).

This presents many workers with less job and wage security over time. So, as the economy continues to churn out new jobs, this new job creation has given few tangible benefits for those in low-income urban areas.

Another labor market challenge is finding channels for employment and career advancement. Reason demands that finding a new job should offer better wage and career opportunities than the previous job. However, much of the urban workforce continues to cycle in and out of similarly positioned low wage, low opportunity jobs. To break this cycle is the current challenge facing the workforce development system. Harrison defines workforce development as more than mere job training, but as “a constellation of activities from orientation to the work world, recruiting, placement, and mentoring to follow up counseling and crisis intervention” (Harrison, 1998, 5).

Harrison then comments that most standard workforce programs often fail by this definition. Programs identified as the least successful are those that do not provide a consistent level of support for new workers. These programs include stand-alone basic education programs and vouchers provided to adults to return to school so they can then search for jobs on their own. Programs that have had the highest level of success are company-based training programs, but for entry-level workers, these programs are often hard to find (Harrison,

1998). According to Harrison, the failure of standard workforce programs and the paucity of successful private training demands a systemic restructuring of the workforce development system. Harrison’s restructuring emphasizes “acting on the social structures through which people are processed” (Harrison and Weiss, 1998). Calling for more than new types of workforce programs, Harrison stresses the vital importance of new and stronger workforce networks that link effective programs with low-income residents.

Harrison’s workforce development networks have many important characteristics:

- First, workforce networks link disparate social networks of neighborhood workers and employers. Through these connections, new sets of employers begin to view neighborhood workers as an asset.
- Second, workforce networks should provide sufficient information about both the neighborhood workforce and potential employers. Often a lack of information “leaves employers and other gatekeepers with no alternative but to rely on their perceptions of the city” (Harrison and Weiss, 1998, 36).
- Third, workforce networks should develop a high level of trust with employers through consistent and repeated contact. Harrison states that workforce programs must achieve “relational proximity” to employers because “trust decays with length of chain of contact” (Harrison and Weiss, 1998, 37).
- Fourth, the workforce development programs should be “centrally located” within its network so “the most

(or the most important) information passes through it” (Harrison and Weiss, 1998, 38).

*In sum, successful workforce development networks bind neighborhood workers to active channels of information and opportunity*

Harrison implores Community-Based Organizations (CBOs) and other groups involved in workforce issues to develop expanded workforce development networks, both between employers and employees and with each other. Even those workforce development organizations that have political muscle and great in-house capacity will still come up short without establishing effective partnerships. No matter how large, no one organization contains all the employment opportunities and information available in a region. Workforce development networks give organizations many advantages: expanding internal capacity, acquiring hard-to-access information, absorbing risk for large projects, attracting a more diverse group of job suppliers, and gaining legitimacy with new sets and companies (Harrison and Weiss, 1998). The greater capabilities of workforce programs result in greater opportunities for low-income employers. Through workforce development networks, neighborhoods move from the margins of the local economy to a favored position in regional economic development.

### **National Benchmarks of Workforce Development Networks**

As Hazelwood looks to develop workforce development networks, two significant national benchmarks provide considerable guidance. Both the Center for Employment Training and the Westside Industrial Retention

and Expansion Network are examples of how neighborhoods help to bolster the neighborhood workforce. These two programs offer Hazelwood leaders and institutions the following lessons:

- *Workforce programs must support workers through the entire job seeking process, from training to tracking after employment*
- *Private sector involvement is critical in developing workforce networks.*
- *Those firms that partner with resource-poor, low-income communities enjoy greater success finding and retaining skilled employees.*
- *A few key partnerships can rapidly broaden and expand workforce networks.*
- *Hazelwood leaders must penetrate existing workforce networks through active involvement and communication with key local constituencies.*
- *Developing creative structures within community organizations is central to involving key partners and in the workforce and business community.*

### **Center For Employment Training**

The Center for Employment Training (CET), founded in San Jose in 1967, continues today as one of the most regarded workforce programs in the country and serves as model for effective workforce development. CET reflects Harrison’s recommendation that workforce development include a “constellation of activities” to train, place and support

the job seeker. The program's success is due, in part, to CET's rigorous, yet flexible training and job placement. However, critical to the programs durability and over thirty years of achievement is CET's continuous efforts to forge strong links with private industry and to guide low-income workers into existing or evolving workforce networks.

***CET History:*** CET roots are in the United Farm Workers movement on the West Coast in the 1960s. CET, first headquartered on the grounds of a Catholic church in the *barrio* section of East San Jose, initially designed programs for displaced Mexican and Mexican American farm workers (Harrison, 1998). Although the regional Catholic diocese provided some funding, the bulk of the early support for CET came from the fledgling technology industries of the Silicon Valley. Silicon Valley entrepreneurs realized early on in the development of the now colossal computer technology sector that well-trained but inexpensive blue-collar workers were necessary for the industry's expansion. Therefore, several Silicon Valley industries funded and worked with CET to develop this new critical workforce. CET leaders' organizational and political savvy allowed CET to quickly establish important partnerships with the private sector that would sustain CET for decades.

Through the 1970s, CET grew in both organizational capacity and political influence. CET's early success allowed its leaders and supporters to demand greater federal support. In 1973, the Department of Labor made its first grant to CET (Harrison, 1998). Just five years later, CET grew far beyond its humble beginnings to include several CET affiliated centers throughout central and southern California. Today, CET's clients are

found throughout the western states and several "replication" programs have started throughout the country.

***CET Structure:*** CET includes an array of training for workers in the program. There are no formal prerequisites to enter CET except a "keen interest in learning a trade" (Harrison, 1995, 19). CET's program structure focuses on supporting workers throughout the process – from entry through job placement. CET has the following structure:

- *CET programs include both classroom and "contextual," or applied vocational, learning. This type of instruction has proven effective to reaching populations that have had negative experiences in a traditional classroom setting (Harrison, 1998).*
- *CET has an "open entry-open exit approach" that accepts workers "regardless of life course or capabilities" (Harrison, 1998). This approach rejects "creaming" of applicants and focuses on the job seekers motivation rather than previous experience (Harrison, 1998).*
- *CET also considers graduation as occurring upon job placement, not as the end of a finite amount of time or the completion of a battery of tests.*
- *CET supports the worker well into his or her new career and encourages the worker to return to CET for future training.*

*When taken together, it is clear that CET's structure offers more than "mere training," but rather a holistic workforce development approach.*

### **Unlocking the Potential of Neighborhood Workers: A Case Study of Garfield Neighborhood Workforce**

A key strategy for neighborhood revitalization is to develop community assets and link them to the broader economy. CEO of the Initiative for a Competitive Inner City, Michael Porter, speaks to this approach: "A sound economic strategy must focus on the position of inner cities as part of regional economies . . . there is genuine economic potential in inner cities that has been largely unrecognized and untapped" (Porter, 1997, 28). Arguably, the most "unrecognized and untapped" of all these potential assets is a neighborhood's workforce. A main reason the potential of urban workers remains underutilized is that few public and private actors have reliable information about the nature of this workforce. Without this information, these actors often rely on outdated and misguided perceptions of the urban worker. These perceptions fail to acknowledge the inherent potential of the neighborhood. *Therefore, workforce development networks play a critical role in providing accurate and meaningful information to both employers and employees.*

Only through direct observation and accurate information will the true nature of the workforce become known and its economic potential emerge. Perhaps more instructive than any community development text on this point are the words of Yogi Berra: "To observe something, you have to look at it" (Black, 2001). In 1999, a landmark study of a Pittsburgh neighborhood did just that. The Pittsburgh Partnership for Neighborhood Development (PPND) in conjunction with the University of Pittsburgh School of Social Work and the University Center for Social and Urban Research analyzed, through door-to-door surveys, the workforce in the working-class Pittsburgh neighborhood of Garfield. Garfield was chosen as a study area because it is representative of many low-income, working-class urban neighborhoods both in Pittsburgh and throughout the country. This study revealed many significant insights into the Garfield neighborhood workforce. One critical conclusion is that "the Garfield workforce contributes primary labor and services to the regional economy" (PPND, 1999, 3). This study not only reveals the importance of neighborhood workers to the broader regional economy, but also suggests that a greater appreciation of this workforce could lead to expanded economic opportunities for the worker, neighborhood and the region.

David Black, the Executive Director of PPND, described part of the motivation for this study: "We kept hearing from employers about the horrendous state of the local workforce was – how they were unprepared for any type of employment ... What we found certainly did not match the perceptions of employers" (Black, 2001). By going into the community and talking with neighborhood residents, PPND found a highly able workforce – the great majority of the Garfield workforce hold secondary school degrees or higher, hold steady employment and have a strong work ethic. The study revealed that workforce problems historically associated with low-income inner city neighborhoods – unemployment and lack of preparation for the workplace – are far from endemic in Garfield. The real issue facing the Garfield workforce is not unemployment, but underemployment. For instance, while 93 percent of Garfield employees held a high school degree, 72 percent of Garfield employers held jobs that did not necessarily require a high school education (PPND, 1999). The upshot of these findings is that with adequate preparation, this workforce could realize a potential far beyond the most current expectations.

Not only is the neighborhood workforce well prepared, but they also work in jobs that are "integral to the regional economy" (PPND, 1999, 3). The PPND study reports that almost 90 percent of Garfield workforce work in jobs critical to the local economy and represent a "wide range of industry clusters" (PPND, 1999, 5). Industry clusters are groups of like industries that take advantage of similar labor and resource pools. A recent regional workforce report identifies industry clusters as having "special potential to drive economic growth in Southwestern Pennsylvania" (Pennsylvania Economy League, Western Division, 1998). Industry clusters that workers in Garfield play a significant role include public and non-profit services,

**CET Networks:** As Harrison notes, CET's structure is "striking," but "not unique" (Harrison, 1998, 55). Some or all of these structures have been incorporated into workforce programs across the country. So what accounts for CET's continued success? *The answer is networks.*

CET establishes close networks with employers and industries to facilitate the training and placement of their clients. Early in its development, CET leaders presciently recognized that most firms in the Silicon Valley operate as a group of industries sharing similar cultures and employees (Harrison, 1998). Therefore, CET's approach is to "gradually penetrate this cluster of companies" and become part of the companies' procurement and human resource system.

CET first started establishing networks by convincing a few key companies of CET's vision. Eventually these key companies became vested in the training of CET's clients and established a working dialogue with CET trainers, curriculum developers and human resource specialists. Harrison notes that these businesses represent "first-order contacts for the CBO with the rest of the business community (Harrison, 1998, 69). Further, "relations with other companies evolve from these key or core contacts" (Harrison, 1998, 69).

The relationship between CET and the private sector is reinforced throughout CET's organization structure. First, employers play key roles in CET's Industrial Advisory Boards (IABs) and Technical Advisory Committees (TACs). IABs meet on a regular basis and engage in curriculum development and fund-raising (Harrison, 1998). TACs strengthen the relationship between the employer and CET: "In forming its TAC, not only is CET assessing job opportunities and

identifying appropriate occupations for training, but also it is identifying receptive managers upon whom its job developers may expect to continue to call for engagement in their process" (Harrison, 1998, 57). Employers are involved with the day-to-day operation in CET. Most instructors are from the private sector, and companies that partner with CET often donate equipment to assure that graduates are familiar with a given technology upon graduation.

**CET Success:** CET has proven critical for the advancement of tens of thousands of employees. One indicator of CET's success is improvement in graduates' earnings. According to the Department of Labor, out-of-school youth who completed CET increased their annual earnings approximately 33 percent beyond what might have been expected, compared to 15 percent for Job Corps rates (Harrison, 1998). According to a Rockefeller Foundation study, CET was the only program that consistently increased the earnings of minority female single parents (Harrison, 1998). Perhaps the greatest indicator of CET's success is the extent in which private industry continues to rely on CET. Those industries in Silicon Valley that first recognized CET's potential are now models for innovation and efficiency worldwide.

*"In the past, Westinghouse has hired CET graduates into entry level jobs and as we anticipate future openings, we will continue to look to CET as a source of qualified applicants to fill our employment needs." -Westinghouse (Santa Clara CET, 2001)*

### **Westside Industrial Retention and Expansion Network – WIRE-Net**

The Westside Industrial Retention and Expansion Network, or WIRE-Net, offers another example of creative

linkages between community organizations, local industry and job seekers. Founded in 1986 during a period of protracted rust-belt decline, WIRE-Net is the result of a collaborative effort among three local community development organizations. While all three organizations had some success individually working with local businesses in job placement, these organizations realized that their communities would be better served through a joint action. Today, WIRE-Net is a consortium of five community development agencies, 150 business partners and nine operating staff that works with both the private and public sector to enhance the manufacturing sector in Cleveland (Elliot and King, 1998; Collins, 2001; Mayer, 1999). Wire-Net's vision, according to Board President John Collins, is to "to retain, grow, attract and engage industrial and related employers as stakeholders in the community" (Collins, 2001). Wire-Net's key strategy is working with local employers to prepare the workforce for critical positions in manufacturing.

### ***Working With Employers***

WIRE-Net works closely with employers to engage them in the community. First, Wire-Net presses employers to review the curricula of local colleges, high schools and proprietary schools to ensure that training meets the employers' needs. As part of this process, WIRE-net works with workforce development organizations to develop a system of "portable skills credentials that will provide workers with employer-sanction documentation that they have the necessary skills for particular occupations within an industry" (Elliot and King, 1998). WIRE-net also works as an advocate for local business including assistance with site finding, advocacy for infrastructure and other community improvements, technology

modernization and management technical assistance. Through building a reputation as a business advocate, local businesses have come to eagerly partner with WIRE-net in community projects and workforce initiatives.

The structure of WIRE-Net itself encourages active business involvement. WIRE-Net's Board of Directors includes representatives from the three founding CDCs and three representatives from the business community. "Business people define WIRE-Net's direction but CDCs have their own voice" (Mayer, 1999). Not only does this relationship assure that the needs of employers are met, but also that the organization keeps its focus on the neighborhood" (Mayer, 1999).

### ***Working With Local Job Seekers***

Wire-Net launched many initiatives to link neighborhood employees for employment in the local manufacturing sector. The most central of these initiatives was Wire-Net's "Hire Locally" program. Established in 1989, Hire Locally provides short and intensive employability skills program for neighborhood job seekers and connects them with entry-level jobs with local employers (Elliot and King, 1998). WIRE-Net developed the Hire Locally program based on two critical findings from a local market research study. The study discovered that for local manufacturers to compete with other manufacturers around the country, they need skilled workers to fill specific needs. Second, local manufacturers hired the vast majority of manufacturing employers from outside the local area. A recent Public/Private Ventures report echoes this finding: "Rather than turning to their own neighborhoods . . . companies were looking elsewhere" (Elliot and King, 1998).

## Workforce Readiness and Regional Job Linkages

Pittsburgh's history of mill closings should not be forgotten as Hazelwood and other former steel communities try to reinvent themselves. Prior to the demise of steel, the vitality of an entire community would rely on the success or failure of just one company. When strategies are devised to create jobs for residents, Hazelwood should avoid the temptation of focusing solely on local job creation. The risk of doing so is twofold. First, even if a large company chooses to locate in Hazelwood, there is no guarantee that it will hire neighborhood residents. And second, even if it would hire a great number of residents, if the company closes or relocates in the future, the community will suffer the same loss that it did when the coke plant closed.

Rather than relying too much on local job creation, author Michael Teitz (1989) argues that the principle economic role for the neighborhood is as a source of labor for production that is located elsewhere. Therefore, he says, neighborhoods should focus their efforts on political mobilization and access of residents to urban labor markets. Likewise, Jeremy Nowak (1997) claims that neighborhoods are strongest when their residents are appropriately linked to opportunities throughout the region. It is only when a neighborhood creates reliable connections to these economic opportunities that its residents experience an increase in income security and the accumulation of wealth.

If the community should choose to adopt this philosophy of creating connections throughout the region, job readiness programs, such as Job Links in Oakland, need to be available to residents who are interested in finding promising careers. Just as important, the community needs to proactively create the regional linkages that Teitz and Nowak speak of. Working relationships should be established with local politicians, workforce investment boards, and employers throughout the region, particularly large companies, hospitals, universities, and industrial parks.

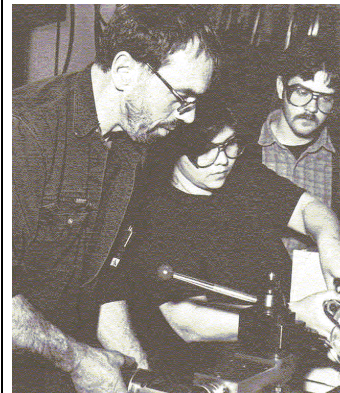
When a community takes these positive steps—of educating its workforce and mobilizing to create job connections throughout the region—it will create more options for its residents than if it would only focus on local job creation.

To encourage local employers to hire from the neighborhoods, WIRE-Net developed a host of workforce development programs. WIRE-Net offers employment orientation workshops covering employability skills, job search techniques and job retention skills, individual assessment interviews and support services and job matching and referrals. The centerpiece of WIRE-Net's program is a 160-hour manufacturing course designed by both WIRE-Net companies and Hire Locally staff. Further, upon placement into employment, WIRE-Net staff track graduates for a one-year period to monitor their progress (Harrison, 1995). WIRE-Net

also works with its member companies to inform their local hiring practices. For example, to promote the entrance of minorities into machine trades, WIRE-Net teaches local employers to manage diversity in a multiethnic workforce and helps them design on-site training programs to meet their individual needs (Elliot and King, 1998).

### *Continued success*

WIRE-Net has had success in both retaining the local manufacturing sector and finding local workers better and higher-skilled employment. According to the CCC study, WIRE-Net made a “key difference” whether 18 companies with 1,082 jobs remained locally (Mayer, 17). Local workers fortunes also improved as a result of WIRE-Net. First, within the last 10 years, WIRE-Net has placed 1,600 employees with a placement rate of 76%. Further, WIRE-Net has increased local residents involvement in local manufacturing industry. The CCC findings highlight this point:



In WIRE-Net's largely working class and low-income community, an estimated 89 percent of its manufacturing hires were local people. In the WIRE-net area in general, only about one-third of manufacturing jobs went to local residents. People of color were placed at a rate (36 percent) twice that of the area location (Mayer, 1999, 39)

Finally, according to the PPV study, Hire Locally participants find work faster and at better wages than

**Figure 5.1 – WIRE-Net Machinists Trainees**

if they had searched on their own (WIRE-Net, 2001).

WIRE-Net continues to expand and link with both the public and private sector. Through establishing networks with key partners, WIRE-Net benefits both local businesses and residents. WIRE-Net shows that low-income communities' workforce has the potential to foster regional economic growth. By looking into their own communities, WIRE-Net's business partners have enjoyed a steady and reliable skilled workforce.

### **Local Workforce Networks**

Several local initiatives have developed strong workforce networks with neighborhood workers and local and regional employers. These initiatives are:

- **Career Link**
- **School-to-Work**
- **Job Links**
- **CDPN**

These programs strengthen workforce networks and offer access to training and employment opportunities. *All these programs are open to Hazelwood residents.* However, discussions with local workforce developers indicate that Hazelwood residents might not be utilizing these resources to their fullest extent. Therefore, this section will discuss how these programs are strengthening local workforce networks and offer recommendations for greater Hazelwood involvement in these established networks.

### **CareerLink**

***Mission Statement: The Team Pennsylvania CareerLink Center will support local and regional economic development activities by***

***servicing as the foundation for the Allegheny County/City of Pittsburgh's workforce delivery system.*** (TRWIB, 2001)

The Workforce Investment Act of 1998 required local areas to develop and implement a one-stop workforce development system. Pittsburgh and Allegheny County's response is CareerLink, a one-stop workforce development network. CareerLink aids both employers and job seekers with "market-driven services, workshops, and information in an integrated, seamless, universally accessible setting that supports all customers in making informed hiring decisions and/or career choices" (TRWIB, 2001). Creating this network involved several in depth discussion between thirty local workforce providers and other public and non-profit actors.

CareerLink centers are located throughout the Greater Pittsburgh region. Two "full-scale" centers are located in downtown Pittsburgh and in McKeesport. There are also mini-centers throughout the Pittsburgh *including two in the South Side.* At each Career Link site job seekers have resources available to them including resume software, job listings, educational information, labor market information, and Internet and printer access. Also when job seekers first enter the center they are enrolled as a CareerLink member and are provided with a membership card. The center will use "swipe-card" technology to provide ease of member use of the center and to aid in tracking job seeker progress.

CareerLink also maintains contact with regional employers. CareerLink staff carries out employer site visits to continually upgrade CareerLink strategies to respond to employer needs. Second, staff receives job orders from employers that are included in the CareerLink network. Third,

employers can utilize the CareerLink center. The centers include an employer Resource Center, interview rooms and labor market information. CareerLink services include:

<b>Services for Job Seekers</b>
<ul style="list-style-type: none"> <li>• Career Resource Room</li> <li>• Job Listings</li> <li>• Job Search Assistance</li> <li>• Assessment of Skills, Interests and Aptitudes</li> <li>• Career Counseling and Advising</li> <li>• Connection to Support Services</li> <li>• Literary Services</li> </ul>
<b>Services for Employers</b>
<ul style="list-style-type: none"> <li>• Employment Resource Center</li> <li>• Unified Employer Services</li> <li>• Recruitment and Screening</li> <li>• Direct Link to Governors' Action Team</li> <li>• Assessment and Training Service</li> <li>• Education and Training</li> <li>• Outplacement Assistance</li> </ul>

## **Job Links**

Job Links is a program sponsored by Oakland Planning and Development Corporation (OPDC). The mission of the Job Links program is to provide job-readiness training, job placement assistance, and career enhancement services to unemployed and under-employed (OPDC, 2001). Started in 1989 primarily as a job placement program, Job Links now provides valuable job retention services and support systems that reduce employee turnover. *Job Links serves all who come*

*into the office regardless of previous employment experience or place of residence.* Participants must have a high-school degree or GED to participate. Although the majority of Job Links clients are low-income, often entry-level job seekers, Program Coordinator, Jo Ann Fountain, says that Job Links has served “housekeepers to physicians” and is prepared to meet all clients career needs “from A to Z” (Fountain, 2001). The program also provides participating businesses with access to a skilled labor pool at no cost thereby saving employers both time and money (OPDC, 2001).

Job Links’ curriculum stresses job readiness and marketable skills, including training programs resume preparation, interviewing skills, computer and software training, and communication skills. Even those clients who do not need specific training still take advantage of Job Links job search assistance services. To meet the needs of every client, the Job Links staff carefully interview and screen every individual who participates in the program (OPDC, 2001). According to OPDC, the underlying philosophy of Job Links readiness training is “to teach people interactive skills required in various situations in the work place.” Fountain also adds that Job Links focuses on developing a “continuous pattern of employment” so clients can advance through a career path and improve their marketability and earning potential.

Critical to Job Links existence is their ability to form continuous networks with other workforce organizations and businesses. Fountain maintains that the current developments in the labor market and public funding make workforce networks imperative: “You must collaborate and diversify or lose your funding” (Fountain, 2001). Job Links’ workforce partners include Community Human Services and New

Beginnings, a local social service agency. Also, Job Links has established strong partnerships with several local businesses, including UPMC Health Systems, one of the region's leading employers. Fountain maintains that Job Links has had success with placing clients in reasonable paying jobs and providing a support system to help job seekers advance through a career.

## **School-to-Work**

Another program that establishes workforce networks locally is the School-to-Work program (STW). Established by the School-to-Work Opportunities Act of 1994, STW encourages the design of programs taking high school students from the classroom to the workplace or career, and is meant to include all the major stakeholders in the process: educators, employers, parents, students and governmental organizations. "School to Work highlights the cultural imperative to teach youth about civic and citizenship virtues and responsibilities, as well as to prepare them for roles in an enlightened workforce with respect to scholarship, citizenship and partisanship" (Hopkins et al, 1999, 20).

A combination of federal and state monies funds Pennsylvania's School-to-Work programs. Both governments commit upwards of \$40 million for the STW program. Pennsylvania STW also receives significant financial and nonfinancial support from the private sector. To monitor the progress of the STW program, Pennsylvania has designed rigorous career standards and established requirements to meet these career standards. Initial testing of accomplishment begins this year.

In 1996, a report co-written by the Pennsylvania Department of Education School-to-Work Opportunities Office and the Mon Valley Education Authority looked at STW in Southwestern Pennsylvania. The report, summarizing the experiences of 834 educators in the Mon Valley Educational Consortium, found that both educators and employers considered the program to be an overwhelming success. The program resulted in a communications breakthrough; namely, teachers realized the wide variety of skills and technology used in basic jobs and employers came to understand the difficulties teachers confront in developing lesson plans and explaining various skills and careers.

In 1997, Reingold Associates, a DC-based consulting firm, prepared another report on STW progress in Southwestern Pennsylvania. Though many major regional employers participated in the program, many participants had concerns about the program's structure and progress. They felt that STW would benefit from greater coordination between local agencies and related governmental departments to eliminate duplication and waste. Business participants also felt that the Commonwealth should provide financial and nonfinancial incentives for participating in the program.

Since this study, the region has worked toward improving STW's impact. The coordinator of Pittsburgh Connection, a local STW program, Alice Sheets, has engaged STW participants in classroom work as well as in job shadowing and hands-on training. Mrs. Sheets has set up internships with healthcare providers to allow students to receive hands-on experience with patients and work in hospital laboratories and dietary departments. One specific STW program at St. Clair Hospital in Pittsburgh offered students a

certification as a nursing assistant. The Certified Nursing Assistant program has worked to fill the need for qualified nursing aides at St. Clair. Sheets also developed a program to train workers for skilled positions at Sony Corporation's Westmoreland facility. Sony also has experienced a shortage of skilled workers for its facility and has been frustrated in attempts to locate workers.

Western Pennsylvania's brief experience with STW has shown how this program can begin to develop workforce networks between employers and job seekers. This program enables high school students to prepare for meaningful employment and enhances their future chances of career advancement and salary enhancement. STW has also help local employers deal with critical needs. Once again, through establishing communication channels between different regional players, both the job seekers and the employer benefit.

### Career Development Program Network

As Bennett Harrison (1998) makes clear, workforce development organizations not only need to work closely with employers, but need also to work closer with each other. By forging networks, workforce organizations can deepen their capacity and serve their clients more effectively. A recent local collaboration, the Career Development Program Network (CDPN), has started fostering these networks between local workforce providers. The CDPN is an initiative led by the Center for Workforce

Excellence in conjunction with the FREEdLANCE Group for Career and Workforce Innovation and the Workforce Development Professionals Network. The goal of CDPN is to "link together the region's various community based providers of career development services and collectively work to connect supply and demand labor market elements" (CDPN, 2001). In short, the "goal is to locate available labor and plug them into better jobs" (Freed, 2001). By linking different providers together, each provider can work in concert with others to enhance the workforce capacity of neighborhoods and the region.

Local, nonprofit organizations play a critical role in aiding local neighborhood residents by "linking them with resources to which they have limited access" (CDPN, 2001). These organizations play vital roles in the labor market by

#### What do Workers Need To Succeed? Competencies and Fundamentals

In the United States, the problem of educating future generations has become a national concern. In 1991, the Labor Secretary's Commission on Achieving Necessary Skills (SCAN) documented five competencies and three fundamentals that workers would need to succeed in today's workplace.

##### *The five competencies are:*

- **Resources:** Allocating time, money materials, space and staff
- **Interpersonal Skills:** Working on exams, teaching others, serving customers, leading, negotiating, working well with people from culturally diverse backgrounds
- **Information:** Acquiring and evaluating data, organizing and maintaining files, interpreting and communicating, and using computers to process information
- **Systems:** Understanding social, organizational, and technological systems, monitoring and correcting performance and designing or improving systems
- **Technology:** Selecting Equipment and tools, applying technology to specific tasks, and maintaining and troubleshooting technologies

##### *The three fundamentals are:*

- **Basic skills:** Reading, writing, arithmetic and mathematics, speaking and listening
- **Thinking skills:** Thinking creatively, solving problems, seeing things in the mind's eye, knowing how to learn, and reasoning
- **Personal qualities:** Individual responsibility, self-esteem, sociability, self-management and integrity (Herideen, 1998)

providing employment preparation and job search opportunities for community residents. According to the Center for Workforce Excellence, an estimated 125 non-profit organizations operate career development programs in the nine counties of Southwestern Pennsylvania (CDPN, 2001). Many of these programs operate in the City of Pittsburgh, but most of these organizations lack the resources to serve their clients fully. They also “tend to operate in relative isolation from their peer organizations and lack a common framework for communicating what they do and measuring how well they do it” (CDPN, 2001). The lack of resources and communication causes some local workforce organizations to not fully realize the potential of their organization or the region’s labor market.

To address these needs CDPN has adopted the following goals for 2003: 1) “support the efforts of nonprofit providers of career development services to place job seekers in quality jobs and help them advance in their careers, and 2) improve the performance of Network members individually and as a sector” (CDPN, 2001). Currently, twenty-one workforce organizations have signed on as charter members of CDPN. Combined, the organizations have a total budget of \$65 million and 250 career development professionals. Charter members include several of the region’s most visible organizations including Bidwell Training Center, Goodwill, Job Links, SPIRC and the Mon Valley Initiative.

To increase the effectiveness of these organizations, the CDPN has focused its efforts around capacity-building, communications and the application of technology. To build capacity, CDPN includes workshops that offer an “A to Z assessment” to improve the quality of local workforce programs (Freed, 2001), including using volunteers from the

faith community, who will be specifically trained by the City As Parish program to work in career development programs. To improve communications the CDPN offers a two-way channel of communications with stakeholders in other sectors, such as Career centers, industry clusters, economic development entities and education institutions (CDPN, 2001). To introduce the application of technology network members will have “opportunities to use technology tools for communication and performance measurement” (CDPN, 2001).

In short, the CDPN both builds capacity of regional workforce providers and strengthens networks between providers, employers and job seekers. With the current capacity of those already committed to the network, the CPDN should enhance the fortunes of any local service provider and the neighborhoods they service.

### **Conclusion: Lessons Learned and Recommendations for Building Local Workforce Development Networks**

The studies and programs reviewed above offer guidance for Hazelwood to bolster their community’s workforce capacity. While the following recommendations reflect the strategies and core concepts discussed above, they also appreciate Hazelwood’s current resource base and role in the local and regional economy.

- 1. Formal assessments of neighborhood workforce capacity help the community understand and serve that workforce.*

**The closing of the LTV plant and the development of several local brownfield sites may have had a considerable impact on the local workforce. To assure that Hazelwood residents have access to appropriate workforce programs and networks, an assessment of the neighborhood workforce would be helpful. The Garfield study serves as an example. Forming neighbor-hood focus groups or developing surveys would give neighbor-hood leaders a better sense of the local workforce's needs.**

**2. Partnerships with local businesses are a critical component of workforce networks.**

*Hazelwood needs to develop stronger links with local businesses. This includes understanding the needs of large employers, such as the Waterfront, South Side Works, Pittsburgh Technology Center, and Kerotest (see below). As Harrison makes clear, developing partnerships with local businesses helps to expose workers to human resource networks. Neighborhood employers often give entry-level employees a first job (Harrison, 1998; Black, 2001), which build trust between the community and local employers.*

**3. Accessible information about job opportunities and workforce development is a powerful tool for neighborhood workforce development.**

The Hazelwood Homepage serves as an excellent vehicle for communication in the neighborhood. *Listing local training and job placement services in the region such as CareerLink and Job Links could enhance the Homepage.* Currently, there

are no links to workforce development agencies, aside from local college and universities, on the Homepage website.

**4. Partnerships with workforce development agencies strengthen local workforce networks.**

Currently, Hazelwood lacks a neighborhood workforce development agency. *Therefore, Hazelwood needs to talk with and partner with local workforce development agencies.* Discussion might begin with agencies such as Job Links, Mon Valley Initiative or Three Rivers Workforce Investment Board.

**5. Developing creative structures helps to promote and strengthen workforce networks.**

CET had a structure that provided employers and others active involvement in workforce development. The committee structure in the Hazelwood Initiative could serve a similar function. The Planning and Development Committee and the Communications committee have proven successful in mobilizing community involvement. *A "Workforce Committee" would identify potential workforce concerns and bring in workforce agencies and employers to participate. This could include formal membership in the committee or bringing in local employers and workforce agencies to speak to the committee about employers needs and opportunities.*

**6. The biggest workforce development concern in Hazelwood is underemployment, not unemployment.**

Growth in the economy in the last five years has reduced unemployment to record lows, but this alone does not signify that labor markets are working efficiently. As both the Garfield study and Harrison show, *many low-income neighborhood workers are earning and working below their potential.*

Finding and developing networks with programs that break the cycle of low wages and low career opportunity is critical. Underemployment is the most important workforce challenge facing the community. As more neighborhood workers find better positions in the local economy, the Hazelwood community will benefit greatly.

**7. *Support systems are a critical component in workforce development.***

One of the main challenges for workforce development agencies is not only placing employees in jobs, but tracking their progress. The national benchmarks described above offer their clients post-placement support services for three months to a year. These agencies monitor career development of clients. Unfortunately, some local agencies do not support tracking services, because tracking is difficult and employers do not have time during the day to discuss their progress (Fountain, 2001). *Therefore, the new Coordinator for Hazelwood Initiative might be available to workers in the evenings once or twice a week. This “workforce ombudsman” would field neighborhood workforce concerns and contact the appropriate agency with these concerns.*

**8. *Those firms that partner with neighborhood workers enjoy greater success finding skilled workers.***

The national benchmarks show that *local employers who partnered with local workforce programs and included neighborhood workers had better success finding skilled workers.*

**9. *Successful workforce initiatives utilize community assets.***

The CET program relied on underutilized community assets to build their program. These assets included community

volunteers and an underutilized church building. Hazelwood also has similar assets. Specifically, Hazelwood should:

- *Lean on community faith-based organizations for workforce development*
- *Utilize active community members to engage in building networks*
- *Target and involve local employers*
- *Consider using the Gladstone Building as a workforce development center.*

**10. *Successful workforce development involves active neighborhood collaboration and partnership.***

The foundation of WIRE-Net was the collaboration of three community organizations. These groups merged to form a more powerful coalition and to eliminate the duplication of services. While Hazelwood Initiative serves as the most visible community group, they are not the only one. *The Hazelwood Initiative and other community groups must work together on neighborhood workforce development initiatives.* No one organization has the capacity to hold all the information about the regional workforce.

**11. *CareerLink offers Hazelwood an excellent network for local and regional employment.***

Career Link is the centerpiece of the regional workforce system; however, according to Juanita Sanchez, Hazelwood Initiative graduate student program coordinator, Hazelwood residents are not even aware of this service. Therefore, *Career Link must have a greater presence in the community.* This presence could include:

- *Advertising CareerLink including the mini-centers in the South Side*

- *Creating a CareerLink mini-center in Hazelwood. Possible locations include the Car Barn, Hazelwood Library or Gladstone Middle School.*

**12. Job Links offers a broad set of services for Hazelwood residents.**

Job Links has been linking workers to career opportunities for ten years. Job Links, however, does not advertise in Pittsburgh communities. According to Program Coordinator Fountain, Career Links relies solely on word of mouth referrals and those who happen by the Job Links center on Fifth Avenue. *Hazelwood residents might not be a part of these word of mouth networks. Therefore, Hazelwood needs to partner with Job Links to assure that Greater Hazelwood residents have access to Job Links services.*

**13. School-to-Work offers high school graduates meaningful career opportunities.**

School-to-Work offer young men and women access to new and exciting careers. *Hazelwood should establish a dialogue with Taylor-Allderdice High School, Brashear High School, and the Pittsburgh Board of Education to make sure that these and other youth programs effectively serve Hazelwood students.*

**14. Community Development Program Network creates an opportunity for communities to play a part in one of the broadest regional workforce networks.**

CDPN utilizes several of strategies Harrison suggests in developing workforce networks. *The Hazelwood Initiative should consider membership in this organization to help link*

*Hazelwood workers to meaningful opportunities across the region.*

**Afterword Developing Workforce Networks in Hazelwood: Partnerships with Pittsburgh Technology Center and Kerotest**

The recommendations above represent several steps that Hazelwood can take to develop workforce development networks and help its neighborhood workforce. Contained in several of the recommendations is the concept that networks should first begin in the neighborhood, which must pull together its community resources to wield greater influence locally and within the region. While marshaling community assets, Hazelwood needs to involve the neighborhoods' two largest regional actors – The Pittsburgh Technology Center and Kerotest. Not only are both institutions well known, but they also have the potential to play critical roles in building workforce capacity within the neighborhood. This section recommends strategies to involve both in neighborhood workforce partnerships to develop lasting workforce networks to tie Hazelwood to the region's growth.

***Pittsburgh Technology Center***

Although there remains some argument whether or not the Pittsburgh Technology Center (PTC) is geographically located with Hazelwood, few debate whether PTC has the potential to influence positively Hazelwood. Located along the Monongahela River on Second Avenue at the foot of Bates Street, PTC is a 48 acres development on the site of the former Jones and Laughlin Steel Corporation's Pittsburgh Works Hot

Strip Mill (URA, 2001). The Urban Redevelopment Authority (URA) owns the property while the Regional Industrial Development Corporation of Southwestern Pennsylvania (RIDC) oversees design and construction. PTC has attracted several important high technology and research firms:

- University of Pittsburgh Center for Biotechnology and Bioengineering
- Carnegie Mellon Research Institute (Ceasing operation in 2002)
- Union Switch and Signal
- Metaltech, Inc.
- Aristech Chemical Corporation

Further, PTC includes the Oakland Consortium, an alliance of four technology groups: Ben Franklin Technology Center of Western Pennsylvania, The Enterprise Corporation, The Southwestern Pennsylvania Industrial Resource Center (SPIRC), and the Pittsburgh Technology Council. The idea behind the Oakland Consortium is to “market themselves as a package and provide different levels of advancement to technological companies” (Brownfields Center, 1999).



**Figure 5.2 -- University of Pittsburgh Biotechnology and Bioengineering Center at the Pittsburgh Technology Center**

As part of the Oakland Consortium, the Pittsburgh Technology Council serves as the main connection for companies in four clusters of the technology industry: information technology, biomedical technology, advanced manufacturing and environmental technology (Pittsburgh Technology Council, 2001). Council membership includes 1,800 companies, making it the largest trade association of its kind (Pittsburgh Technology Council, 2001). As the principle connection, the Technology Council engages in development and recruitment of high-tech workers. Their services include specialized job search databases, on-line Internet resume posting service, technology recruiting and job fairs and high-technology internships for college students.

### ***Kerotest***

Kerotest is a multimillion-dollar manufacturer of valve and flanges for the natural gas and oil industry. Kerotest is located along Second Avenue on the opposite side of town from the PTC near the Glenwood



**Figure 5.3 – Kerotest Plant Floor**

Bridge. Established in the Strip District section of Pittsburgh in 1909, Kerotest moved to its facility in Hazelwood in 1995, with assistance from the city. Currently, Kerotest employs upwards of 100 employees including a sales staff, engineers, administrative staff and a union shop of 40 employees.

### ***PTC, Kerotest and Hazelwood***

Although PTC and Kerotest bookend Hazelwood, these facilities do not employ the Hazelwood workforce. The PTC employs few if any Hazelwood residents (Sanchez, 2001). No Greater Hazelwood residents are employed at Kerotest (Bury, 2001). With their regional presence and considerable resources, both could serve as partners to bolster Hazelwood's workforce capacity. The case studies above show the importance of involving employers into workforce development networks. Not only do industry partnerships expose neighborhood workers to expanded human resource networks, they but also expose the neighborhood to new technologies and career options. To start to build these networks, Hazelwood should consider the following:

#### ***1. Begin a dialogue between Hazelwood and the Oakland Consortium***

The Oakland Consortium is part of networks with high-technology industries both at PTC and throughout the region. As over 70 percent of technology employees are non-college graduates (Mitchell, 2001), all neighborhood employees should plug into the Consortium networks. This dialogue would involve having neighborhood residents sit with Consortium representatives and discuss how the neighborhood could benefit from the consortium and how Hazelwood could add value to the Consortiums efforts.

#### ***2. Make formal acknowledgement of PTC as part of the Hazelwood community***

According to Sanchez, few Hazelwood residents feel invested in the PTC. PTC certainly is one of Pittsburgh's proudest accomplishments, and Hazelwood should feel a part of this

success. This recognition could take the form of a sign at the foot of Bates Street that reads "Hazelwood/Oakland Technology Corridor." Certainly, many have an interest in expanding the PTC onto Hazelwood's Brownfield. Also, the Hazelwood Initiative should inquire about having a community tour of the facility. This sense of ownership will further foster the partnership between PTC and Hazelwood.

#### ***3. Involve PTC and Kerotest in Hazelwood committees, initiatives and institutions.***

The success of San Jose's CET and Cleveland's WIRE-Net was the active involvement of the private sector as part of the community organizing framework. PTC and Kerotest should be invited to play a role in Initiative efforts. Perhaps, as suggested above, Kerotest and PTC could form part of a Hazelwood "Workforce Committee." This relationship should expand beyond workforce issues. Bury of Kerotest mentioned that Kerotest is interested in community efforts, but often has a hard time involving residents in their initiatives (Bury, 2001).

#### ***4. Collaborate with Oakland Consortium, PTC businesses, Kerotest and Pittsburgh Board of Education to have a "Technology Career Day" in Hazelwood.***

To foster this relationship and to interest Greater Hazelwood youth in high-technology careers, the above players could partner to establish a technology career day in which local firms expose Hazelwood youth to the technological advance occurring in their own neighborhood. Of course, this concept does not have to be limited to youth but all interested Hazelwood residents.

## Linking with Industry Clusters:

### Brownfields Job Training and Development Demonstration Pilot

Forward thinking communities and regions have designed workforce development programs that align with the needs of growing regional industry clusters. This strategy gives workers expanded employment opportunities and ties more workers closer to regional economic growth. Bennett Harrison speaks to the strategy of targeting industry clusters as a workforce development strategy: "Relatively low-skill employees, as well as engineers, financial analysts, and other white collar occupations, are increasingly finding that their best opportunities for upward mobility lie among firms and agencies within a cluster as the chances of moving up within a particular employee (let alone achieving "lifetime employment") fade into history" (Harrison, 1998, 6). Several workforce programs in the Pittsburgh region have internalized Harrison's recommendation. One such recent initiative is the Brownfield Center's Environmental Technician Training Program. This program, supported both by local workforce organizations and the EPA, seeks to prepare workers for critical positions in the environmental remediation field.

As economic growth and local resistance to Greenfield development continues, remediation of environmentally impacted lands will increase as critical need regionally. Certainly, the residents of Hazelwood realize the importance of remediation as the LTV site – a 160-acre brownfield ripe for development – sits idle adjacent to the neighborhood. Like the LTV site, many local brownfield sites hold potential for economic development, but are not sufficiently remediated. In Allegheny County alone, there are over 1,500 brownfield sites (TRWIB, 2001). Other potential economic and environmental assets, such as abandoned mine lands and local watersheds, also require immediate environmental clean up and management. The increased demand for environmental remediation makes workers prepared for environmental remediation valuable assets. Deb Lange, director of the Brownfield Center, talks about the needs of this growing industry: "A survey performed by the Southwestern Pennsylvania Industrial Resource Center shows that local environmental companies will hire approximately 1,200 technicians in the next five years and 2,300 in the next 10 years" (TRWIB, 2001). Further, the Commission for Workforce Excellence, a regional workforce development think tank that tracks industry clusters, identified "Environmental Products and Services" as a one of the region's key growth industry clusters (CWE, 2001).

Currently, the Environmental Technician Program includes 40 participants from the immediate Pittsburgh region. Participants range from high school graduates to master's degree holders, varying levels of work experience. To prepare these 40 workers for environmental jobs, the program includes a rich curriculum of classroom and "hands on" learning. Classroom sessions provide opportunities for a deeper understanding of environmental technology including a basic understanding of mathematics and science principles underlying environmental technology as well as introductions to brownfields and other environmental issues. These sessions also provide the requisite training for several environmental certificate programs including Lead Worker, Asbestos Worker, Construction Worker and Hazardous Waste Operations and Emerging Response (HAZWOPER) (The Brownfield Center, 2001, a). "Hands on" experiences involve field training that enhances the participants' understanding of environmental issues and professional development. According to Lange, all components of the curriculum feature "use of innovative assessment and cleanup technologies" (TRWIB, 2001).

The training schedule is demanding -- classes meet for eight-hours a day, five days a week, for six weeks. Despite demands, program participants seem eager to excel through the curriculum. Retention through the first week of the course was 100 percent (The Brownfields Center, 2001, b). Also, the classroom environment is one of active participation and discussion. On the first Wednesday of the program, classroom instructor Evan Verbanic of Sustainable Pittsburgh fielded questions from students on a wide range of environmental subjects from the chemistry behind the pH factor to the 1948 Donora temperature inversion. The program's diverse population enhances the classroom atmosphere.

Consistent with Harrison's definition of workforce development, the Environmental Technician Training Program is more than just "mere training." The program places great importance on job placement and professional support. The Brownfield Center is starting to locate and partner with local firms in the environmental remediation and construction industries. The program also includes several professional development components including resume preparation. Further, the Brownfield Center and other partners have committed to "supporting the career placement of graduates for one-full year after the training is completed" (TRWIB, 2001).

A primary goal of this program is the recruitment of job seekers from areas where "industrial expansion and redevelopment have contributed to environmental deterioration" (TRWIB). Few neighborhoods in the region fit that description closer than Hazelwood. *However, none of the program participants are from the Hazelwood neighborhood* (Lange, 2001). Given the presence of the LTV site and the potential opportunity career advancement for neighborhood workers, the lack of participation of Hazelwood residents is curious. One possible reason is that the primary vehicle for promoting the program was the Pittsburgh/Allegheny County Career Link – a resource not immediately available in Hazelwood.

The Environmental Training Program is a pilot program. Lange mentioned that the success of this year's program in terms of job placement would determine its continuation. Further, support from local foundations and continued participation from local workforce organizations is also critical. However, based on the interest for the pilot program, the prospects for the training program seem bright. Given the possible future activity on the LTV site as well as remediation activity throughout the region, the Environmental Technology Training Program might afford interested Hazelwood residents an excellent career opportunity.

**For more information: <http://wood.cmu.ce.edu>**

## **Chapter Six: Conclusion -- Connections for the Future**

Hazelwood stands at a crossroads in its development as a community. The community is working to play an expanded role in local and regional economy while trying to preserve its community fabric and unique neighborhood assets. As this study suggests, working toward these dual goals requires not only a continued commitment from community members, but also the creation and strengthening of connections inside the neighborhood as well as throughout the region and beyond.

These connections take many forms. Some are physical linkages – improving public transportation networks, building new trails to connect to the river, and developing new housing and business opportunities to attract a regional clientele. Some involve expanding communication networks – holding neighborhood meetings, posting a neighborhood web page, and promoting new dialogues between different ethnic, racial and community groups. Some connections – such as connections with the past – are less tangible, but nonetheless equally important.

All these connections strengthen Hazelwood’s capacity to anticipate and deal with change. Girded to strong networks throughout the region and rooted in a strong sense of community spirit and pride, Hazelwood can work proactively toward shaping its future. The recommendations contained in each chapter provide strategies for Hazelwood to create and improve networks so the community can continue to build upon its rich and diverse assets and, in turn, realize a brighter future.

Chapter Two recommends new ways in which the community can enhance networks within the community. Neighborhood networks that should develop and expand include community social service networks, community public health networks and linkages between Hazelwood and the neighborhood faith-based community. The youth of Hazelwood also benefit from expanded connections. Hazelwood children should have access to educational and recreational opportunities that are available in neighboring communities. This chapter also makes the point that misguided attitudes and perceptions both inside and outside the neighborhood can compromise these community networks and assets. The most threatening of these attitudes is the perception of many local leaders that the Mon-Fayette Expressway will not threaten the stability of the Hazelwood community.

Chapter Three moves to a discussion of the former LTV site and opportunities that this brownfield holds for Hazelwood. Successful planning for the LTV site involves making meaningful connections with the community and with the region. First, planning efforts must involve the community and connect with their vision for the future. Absent community involvement, development might proceed at a pace and a manner that does not appreciate the community’s interests and vision. Further, linking with other who have created and implemented successful brownfield developments will enhance Hazelwood brownfield efforts. This chapter identifies both the South Side Works in Pittsburgh and the Ruhr region of Germany as important benchmarks for brownfield development in Hazelwood.

Chapter Four suggests that making stronger connections with assets inside the community eventually will lead to

stronger connections outside the community and, in turn, promote community revitalization. Hazelwood is fortunate to have a substantial and fascinating history. Through connecting with the past, the community can introduce Hazelwood to a wider regional audience while developing community pride and deeper sense of self. Hazelwood can also bring people into the community by developing community markets. According to this chapter, successful community markets involve connecting not only with regional vendors but drawing upon resources within the community. Finally, the community should not ignore the economic potential of the businesses currently in Hazelwood. The chapter concludes by noting that none of these strategies – historic preservation, community markets, and small business development – will work if they are not developed from within the community. This chapter admonishes the reader that “top-down planning will not work.”

Chapter Five discusses connecting workers to employment and training opportunities throughout the region. One of the most powerful connections for any neighborhood are workforce development networks. These networks are webs of interpersonal and interorganizational connections that link communities and its residents to a broader set of employment opportunities. This chapter details several workforce networks both outside and inside Western Pennsylvania. An aspect common to all these networks is that they promote workforce development through sharing resources and expertise with all those who belong to the network. Hazelwood can begin to develop workforce networks within the neighborhood by creating connections with the neighborhood’s two largest employers, the Pittsburgh Technology Center and Kerotest.

All these chapters reinforce the importance of making new connections. In short, connections matter. Not only will creating connections bind the neighborhood to new regional opportunities but also through connecting with assets within the community, Hazelwood can preserve its unique vision and spirit for posterity.

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## APPENDICES

Appendix A: Hazelwood Neighborhood Bus Routes

Appendix B: Hazelwood Historic Sites

Appendix C: Community Markets

Appendix D: Hazelwood Business Directory

Appendix E: Local Workforce Development Contacts

## APPENDIX A: Hazelwood Neighborhood Bus Routes

<b>Route Number/Name</b>	<u>56B East Pittsburgh – Homestead</u>	<b>56C McKeesport – Lincoln Place</b>	<b>56U Oakland - Greenfield</b>
<b>Neighborhoods Served</b>	Glen Hazel, Hazelwood	Glenwood, Hazelwood	Hazelwood
<b>Weekday Trips to Pittsburgh Central Business District</b>	38	47	
<b>Weekday Trips to Oakland</b>			14
<b>Time Between Trips</b>	Approx 30 min	Approx 20 min	Approx 1 hr; None before 6 a.m., none between 9:20 a.m. and 12:15 p.m., none after 6 p.m.
<b>Time From Glenwood to 2<sup>nd</sup> Ave at Johnston</b>		6 min	
<b>Time From Glen Hazel Kane site to 2<sup>nd</sup> Ave at Johnston</b>	6 min		
<b>Time From 2<sup>nd</sup> Ave at Johnston to Central Business District</b>	18 min	18 min	
<b>Length of Trip Time from Hazelwood to Oakland</b>			30 min AM, 15 min PM
<b>Cost of Trip</b>	\$1.60	\$1.60	\$1.60
<b>Time of First Trip (Inbound), Weekday</b>	Leaves Glen Hazel 5:08 AM	Leaves Glenwood 5:16 AM	Leaves Hazelwood 6:10 AM
<b>Time of Last Trip (Outbound), Weekday</b>	Returns to Glen Hazel 1:57 AM	Returns to Glenwood 1:30 AM	Returns to Hazelwood 6:50 PM
<b>Time of First Trip</b>	Leaves Glen Hazel	Leaves Glenwood	None

<b>(Inbound), Saturday</b>	5:58 AM	5:36 AM	
<b>Time of Last Trip (Outbound), Saturday</b>	Returns to Glen Hazel 12:36 AM	Returns to Glenwood 1:07 AM	None
<b>Time of First Trip (Inbound), Sunday</b>	Leaves Glen Hazel 6:37 AM	Leaves Glenwood 6:07 AM	None
<b>Time of Last Trip (Outbound), Sunday</b>	Returns to Glen Hazel 11:23 PM	Returns to Glenwood 12:50 AM	None, also no holiday service
<b>Connecting Routes for Each Bus</b>			
<b>Oakland</b>	N/A	N/A	All buses serving Oakland
<b>Squirrel Hill</b>	53 F, H, K; 59U; 61C; 64A	N/A	61 A, B, C; 67H; 501
<b>Greenfield</b>	56E	56E	53F,H,K; 56E; 59U; 61C; 74A
<b>Homestead (Eighth at Ann)</b>	53F,H,K	N/A	N/A
<b>Pittsburgh Central Business District</b>	All connections	All connections	N/A
<b>Comments</b>	Excellent service to town. Poor service to Homestead shopping district. Poor connections to routes other than in central business district.	Excellent service to town. Excellent service to Penn State McKeesport, also McKeesport employers. Poor connections to routes other than in central business district.	Poor service other than morning and afternoon trips. No mid-day service. No weekend or holiday service available. Poor connections to other buses in Hazelwood.

Table 1. Summary of Public Transit Serving Hazelwood. From Port Authority Transit Schedules for Routes 56B, C, and U.

## Appendix B: Hazelwood Historical Sites

Site	When it was built	Significance
Woods House 4606 Monongahela Street	ca. 1780	Probably one of the five oldest structures in Allegheny County; listed on National Register of Historic Places
Episcopal Church of the Good Shepherd Johnston Street and Second Avenue	1891	Built by prominent architect William Halsey Wood; unique design; dates back to Hazelwood's 19 <sup>th</sup> -century history as an affluent suburb. May be eligible for listing in National Register of Historic Places.
St. Stephen's Roman Catholic Church 5115 Second Ave	1902	Recalls Hazelwood's growth as an industrial center; influx of immigrants led to church expansion in 1902. Pittsburgh History and Landmarks Foundation landmark; eligible for National Register listing.
First Hungarian Reformed Church 221 Johnston Street	1902	Like St. Stephen's, church built in response to immigration; original congregation founded first American Hungarian church. Designed by architect Titus de Bobula.
Carnegie Library of Hazelwood 4748 Monongahela Street	1900	One of several city libraries built by prominent local architects Alden & Harlow. Originally featured glass dome; dome's fate unclear.
Former Site of Hazelwood Brewing and Derby Brewing Company 5007-11 Lytle Street	1880-1899	Building features faded painted advertisement for Derby Beer; brick structure recalls early industrial construction.

Apartment building  
206 E. Elizabeth Street

1880-1899

Elegant building in working-class surroundings  
distinctively U-shaped.

LTV site  
Former site of Hazelwood plant,  
Jones & Laughlin Steel Corporation

1859

Site of Hazelwood's biggest employer for five  
generations.

The Car Barn  
(former Pittsburgh Railways Building)  
5334 Second Avenue

circa 1878

Former waiting room for Pittsburgh Railways; company  
once operated 11 inclines in Pittsburgh. Renovated circa  
1987;now a community center.

## **APPENDIX C: Community Markets**

### **Resources for Community Markets:**

Paul Verhoeven  
Executive Director  
Portland Saturday Market, Inc.  
108 W. Burnside Street  
Portland, OR 97209-4091  
(503) 222-6072  
Open Tuesday-Friday, 9 a.m.– 4 p.m.

East St. Louis Action Research Project  
326 Noble Hall, MC – 549  
Champaign, IL 61820 USA  
Phone: (217) 265-0202; Fax: (217) 244-9320  
Website: <http://www.eslarp.uiuc.edu>; Email: [eslarp@uiuc.edu](mailto:eslarp@uiuc.edu)  
GIS/Web Coordinator: Deanna M. Koenigs

East St. Louis Neighborhood Technical Assistance Center  
348R Collinsville Avenue  
East St. Louis, IL 62001  
Phone: (618) 271-9605; Fax: (618) 271-9651  
Website: <http://www.eslarp.uiuc.edu/ntac>; Email: [ntac@primary.net](mailto:ntac@primary.net)  
Director: Cathy Klump

Maureen Morelli  
Human Services Coordinator  
Aliquippa Alliance for Unity and Development  
The Franklin Center  
524 Franklin Avenue  
Aliquippa, PA 15001  
(724) 378-2882  
[mmorelli@brads.net](mailto:mmorelli@brads.net)

## APPENDIX D : HAZELWOOD BUSINESS DIRECTORIES

<b>Business Name</b>	<b>Owner Name</b>	<b>Number Street</b>	<b>Phone</b>	<b>Type of Business</b>
1st Hungarian Reformed Church		221 Johnston Ave	421-0279	Church
Aaron Sobol, MD		895 Cove	421-2581	Healthcare
Abriola Auto Parts		5035 Second Ave	421-8100	Auto Parts
AJB Enterprises	Alex Bodnar	4804 Second Ave	422-1886	Advertising/Graphic Arts
Allegheny Fence Construction		4301 Irvine	421-6005	Home Improvements
Avanti Construction		5031 Lytle St.	521-8925	Construction
Baker Performance Chemicals, Inc.		4830 Lytle St.		Chemical Storage
Beley Plumbing, Inc.		210 Flowers Ave.	521-5745	Plumbing/HVAC
Burgwin Elementary School		5401 Glenwood Ave	422-3530	School
Carnegie Library		4748 Monongahela	421-2517	Organization
Carpet & Things	Ed Edkman	5333 Second Ave	521-5056	Carpet Sales
Central Auto Body		4601 Irvine	421-5460	Auto Services
Church of the Good Shepherd		100 Johnston Ave	421-8497	Church
Colwell Automotive		5236 Lytle St.	422-0632	Auto Services
Council of Three Rivers Headstart		4910 Second Ave	421-7005	Organization
Council of Three Rivers House		4900 Second Ave	421-0516	Organization
Dairy Mart		4915 Second Ave	521-3278	Market
Damian Hantz Locomotive	Damian Hantz	4166 Second Ave	471-5333	Rail repairs
DeBlasio Hair Salon	Alexander DeBlasio	5017 Second Ave	521-7490	Salon
Dimperio Grocery		5013 Second Ave	521-9840	Market
Donahoe Electric	Tom Donahoe, Jr.	5236 Gertrude St.	422-7420	Electrical
Elizabeth Pharmacy		5041 Second Ave	421-0114	Pharmacy
Elmer L. Herman Funeral Home		5204 Second Ave	521-2768	Funeral Home
Englert Inc.		561 Calera St.	461-1355	
Enocentis Pizzeria		5009 Second Ave	521-1900	Restaurant
Forward Lithography		4605 Irvine	521-3141	Printing

Fred's Automatic Transmission		4701 Irvine	521-8810	Auto Services
Gene Sheck Realty		5421 Glenwood Ave	421-8800	Real Estate
Ghorbani Hamid		5001 Second Ave	421-5345	
Gladstone Middle School		327 Hazelwood Ave.	422-3500	School
Glen Hazel Citizens Association	S. Dixon	4831 Second Ave	422-4727	Organization
Greater New Hope Church	Rev. M.E. Jones	5401 Second Ave	521-6051	Church
Greater Pittsburgh Fountain of Life Church		247 Johnston Ave	422-4322	Church
Guercio Auto Mart Service Center	Frederick M. Guercio	5036 Second Ave	521-0400	Auto Services
H & H Demolition & Construction Inc.		430 Flowers Ave.	521-6504	Construction
Halbleib Auto Body	John F. Halbleib	530 Courtland St.	422-4665	Auto Services
Hazelwood Christian Church		118 Glen Caladh St,	421-9908	Church
Hazelwood Initiative		5344 Second Ave	421-7234	Organization
Hazelwood Presbyterian Church		5000 Second Ave	421-0947	Church
Herwitt Towing		4701 Irvine	521-4554	Auto Services
Hong Kim Engineering		5413 Glenwood Ave	421-5117	Engineering
Hough Tire Service		4557 Irvine	521-9537	Auto Services
Jackie's Beauty Supplies		5005 Second Ave	421-7125	Salon
James A. Zewe, MD		347 Johnston Ave	421-0366	Healthcare
John O'Connor & Son Funeral Home		5106 Second Ave	521-8116	Funeral Home
Johns Used Cars		4842 Second Ave	421-1771	Auto Sales
Josowitz Roofing		4415 Irvine	421-5698	Home Improvements
Jozsa's Corner	Alex Bodnar	4800 Second Ave	422-1886	Restaurant
Kane Regional Center		955 Rivermont Dr.	429-3100	Healthcare
Kerotest Manufacturing		5500 Second Ave	521-4200	Industrial Mfr
Keystone Sign & Awning Corp		60 Irvine	422-5336	Advertising/Graphic Arts
Kimicata Brothers, Inc.		4640 Georgekay Rd	421-6323	Home Improvements
Kruszkas Auto		5350 Second Ave	521-8911	Auto Services
Lannis Smelting	J. Lannis	4741 Irvine	421-8229	Metal works
Lenall Thomas, MD		424 Flowers Ave.	521-6214	Healthcare

Lincoln Danforth, MD (UPMC)		4918 Second Ave	422-9520	Healthcare
Majkic Dushan, MD (UPMC)		4918 Second Ave	422-9520	Healthcare
Mama Rene's Barber Shop	Bernice R. Penn	4819 Second Ave	422-6608	Barber Shop
Mama Rene's Dreams	Bernice R. Penn	4817 Second Ave	422-1100	Restaurant
Mark V. Sauvegeot Funeral Home		126 Hazelwood Ave.	421-1165	Funeral Home
Mary Ann Perekiszka		5005 Second Ave	421-5459	Salon
Michael A. Pribila Co.		115 E.Elizabeth	521-1910	
Minniefield Trucking Company	Odell Minniefield	228 Mansion St.	421-9846	Trucking
Morningstar Baptist Church		5524 Second Ave	421-6269	Church
National City Bank of PA		4934 Second Ave	422-7420	Bank
Neil Homovitz Plumbing & Heating		146 Hazelwood Ave.	421-0129	Plumbing/HVAC
One More Time Thrift Shop		4833 Second Ave	421-4117	Organization
Pet Memorial		126 Hazelwood Ave.	421-1165	Pet Services
Pittsburgh Bonded Shoe Exchange, Inc.		73 Renova	421-8400	Work Shoes
Pittsburgh Dept Recreation		5344 Second Ave	422-6549	Organization
R & B Cement and Stone		5010 Orinoco	421-7257	Construction
R & S Restaurant		5039 Second Ave	521-3877	Restaurant
Rebos House		5424 Second Ave	521-9996	Organization
Reno Refractories, Inc.		5246 Lytle St.		Chemical Storage
Richards Refrigeration		206 Glenwood Ave	521-8387	HVAC
Rite-Aid Pharmacy		4934 Second Ave	421-6850	Pharmacy
Ron Grace		5280 Second Ave	521-9849	
Rothman Awning Co., Inc.		44 W.Elizabeth	421-1133	Awnings
Ryder Truck Rental		4701 Irvine	521-3299	Moving Services
S & S Auto Parts		5615 Second Ave	521-1400	Auto Parts
S.Side Welding, Inc.		5030 Gloster	422-9353	Construction
Salmon Plumbing & Heating		133 Tipton	422-8996	Plumbing/HVAC
Sams		4833 Second Ave	422-3402	
Sauvegeot Cremation Services		126 Hazelwood Ave.	421-1165	Funeral Services

Shirts Illustrated	C. Bonasorte	126 W.Elizabeth	422-7488	Graphic Design
St. John the Evangelist	Rev. Alvin Coon	4537 Chatsworth	521-0994	Church
St. Pauls Lutheran Church		5319 Second Ave	521-0844	Church
St. Stephen Parish		5115 Second Ave	421-9210	Church
St. Stephen Parish School		134 E.Elizabeth	421-9447	School
T.C. Development		417 Flowers Ave.	521-3211	Real Estate
Trolley Foods		4701 Irvine	422-8280	
U.S. Post Office		5020 Second Ave	421-0283	Organization
United Steelworkers of America		115 Flowers Ave.	421-2223	Organization
UPMC Health Systems		4918 Second Ave	422-9520	Healthcare
Veterans of Foreign Wars, #97		4810 Second Ave	521-0993	Organization
VFW Fort Block Post 538		27 Tecumseh	421-5037	Organization
Vilsack Auto Service		4532 Irvine	421-7600	Auto Services
Viv's Market		301 W.Elizabeth	421-2257	Market
We Care Chiropractic		5003 Second Ave	521-8890	Healthcare
Westec, Inc.		5430 Dyke St.	421-1300	
YMCA		4713 Chatsworth	421-5648	Organization

## APPENDIX E: Local Workforce Development Networks

### Contacts discussed in report:

#### Career Development Program Network

Contact: Bill Freed, Freedlance Associates  
100 Washington Ave. Suite 219  
Pittsburgh, PA 15106  
(412) 429-7650  
Web Site: [www.wdpm.net/cdpm](http://www.wdpm.net/cdpm)

#### CareerLinks

Goodwill South Side Mini-Center  
Contact: Clyde Duffy, Center Administrator  
2700 East Carson Street  
Pittsburgh, PA 15203  
(412) 390-2327

Pittsburgh South Job Center Mini-Center  
2100 Wharton Street off East Carson  
Pittsburgh, PA 15203-1945  
(412) 488-6900

City of Pittsburgh/Allegheny County Career Link  
425 Sixth Avenue  
Regional Enterprise Tower (Old Alcoa Building)  
Pittsburgh, PA 15219  
(412) 552-7100  
Web site: [www.pacareerlink.state.pa.us](http://www.pacareerlink.state.pa.us)

#### Job Links

Contact: JoAnn Fountain, Program Director  
3360 Fifth Avenue  
Pittsburgh, PA 15213  
(412) 621-3821  
Web site: [www.city-net.com/opdc](http://www.city-net.com/opdc)

#### Pittsburgh Partnership for Neighborhood Development

Contact: David Black  
Regional Enterprise Tower - Suite 1740  
425 Sixth Avenue  
Pittsburgh, Pa. 15219  
(412) 471-3727  
Web site: [www.ppnd.org](http://www.ppnd.org)

#### Pittsburgh Technology Council

2000 Technology Drive  
Pittsburgh, PA 15219  
(412) 687-6000  
Web Site: [www.pghtech.org](http://www.pghtech.org)

#### **The Brownfields Center**

Contact: Deborah Lange, Director  
Department of Civil and Environmental Engineering  
Carnegie Mellon University  
5000 Forbes Avenue  
Pittsburgh, PA 15213-3890  
(412) 268-7121  
Web Site: <http://wood.ce.cmu.edu>

### **Westside Industrial Retention and Expansion Network (WIRE-Net)**

516 Detroit Avenue, Suite 3  
Cleveland, Ohio 44102-3057  
(216) 631-7330  
Web Site: [www.wire-net.org](http://www.wire-net.org)

#### Other Important Regional Contacts

##### Twin Rivers Workforce Investment Board

434 City-County Building  
414 Grant Street  
Pittsburgh, PA 15219  
(412) 255-8914  
Web site: [www.trwib.org](http://www.trwib.org)

- Pittsburgh and Allegheny County's Workforce Investment Board.

##### Community College of Allegheny County

Workforce Training  
Byers Hall Room 205  
808 Ridge Avenue  
Pittsburgh, PA 15212  
(724) 325-6694

Web site: [www.ccac.edu/wf\\_train](http://www.ccac.edu/wf_train)

- The mission of the Community College of Allegheny County Workforce Training & Development Team is to build public/private partnerships that promote economic development and improve the quality of life in the region through education and training.

##### Bidwell Cultural and Training Center

1815 Metropolitan Street  
Pittsburgh, PA 15219  
(412) 323-4000  
[www.bidwell-training.org](http://www.bidwell-training.org)

- Bidwell Training Center responds to employment markets in southwestern Pennsylvania by offering programs providing career paths and opportunities in the high-tech, culinary and medical fields.

##### Educational Opportunities Center

Buck Union Building  
Room Eight  
McKeesport, PA 15213  
(412) 675-9077/8

- Helps adults ages 19 or older to begin or continue a program of post-secondary education

##### Duquesne University Small Business Development Center

600 Forbes Avenue  
Pittsburgh, PA 15222  
(412) 396-6233

- Offers assistance on how to start your own business

##### Mon Valley Initiative

Workforce Development  
Contact: Jeff Brooks  
Mon Valley Initiative  
303-305 East 8<sup>th</sup> Avenue  
Homestead, PA 15120  
(412) 464-4000

- MVI serves all of the Mon Valley including Hazelwood and is involved in several workforce initiatives including a program that ties workers to the regional Homestead Waterfront businesses.

##### University of Pittsburgh

College of General Studies  
The College of General Studies  
University of Pittsburgh  
4th Floor  
Cathedral of Learning  
Pittsburgh, PA 15260  
(412) 624-6000

Web Site: <http://www.pitt.edu/~cgs/contact.htm>

- CGS offers nontraditional student several pathways to a college degree as well as offering courses for professionals.

### Goodwill Pittsburgh

2700 East Carson Street  
Pittsburgh, PA 15203  
(412) 390-2327

Web site: <http://www.goodwillpitt.org/html/clientservices.html>

- Offers career services and job training including computer and word processing skills training.

### Manufacturing 2000

Institute for Economic Transformation, Duquesne University

Contact: Megan Grabski

600 Forbes Avenue  
Pittsburgh, PA 15282  
(412) 396-1675

Web site: <http://www.duq.edu/iet/>

- Offers nationally-recognized training in manufacturing and welding

### PROWL – Pittsburgh Region Career Information

Hosted by Pittsburgh Regional Alliance

Web Site: [www.pittsburghregion.org](http://www.pittsburghregion.org)

- One of the regions most exhaustive web site on regional training and job search tools

### Other Important Links (adapted from Team PA Career Link suggestions)

- Pennsylvania Job Bank: [www.ajb.org/pa](http://www.ajb.org/pa)
- Post Gazette Job Connection: <http://classified.post-gazette.com/employment>
- Three Rivers Free Net: <http://trfn.clpgh.org/Employment>
- Pittsburgh Job Index: [www.pgh-job-index.com](http://www.pgh-job-index.com)
- Pittsburgh Job Guide: <http://pghguide.com/pghjobs>
- Pittsburgh Jobs.Com: [www.pittsburgh-jobs.com](http://www.pittsburgh-jobs.com)
- Pittsburgh Computer Network: <http://pittsburgh.computernetwork.com>
- Pennsylvania Civil Service: [www.scsc.state.pa.us](http://www.scsc.state.pa.us)
- Federal Civil Service: [www.usajobs.opm.gov](http://www.usajobs.opm.gov)
- Allegheny County Civil Service: [www.county.allegheny.pa.ua](http://www.county.allegheny.pa.ua)
- City of Pittsburgh: [www.city.pittsburgh.pa.us](http://www.city.pittsburgh.pa.us)