



From the closed Hazelwood Presbyterian Church, right, to the view that residents have of the rubble-strewn Almono site, below right, Hazelwood does not appear to be a neighborhood on the mend. But local foundations are investing in organizations and their activists leaders such as the Rev. Leslie Boone, right, former pastor of Hazelwood Presbyterian, to plant seeds that are expected to yield social and economic fruit. One example is the Endowments' involvement in placing an option on the closed church property so that the community can decide how it should be used in the future.

or years, the Rev. Leslie Boone would look out a window in Hazelwood Presbyterian Church and watch a tumbleweed amble about Pittsburgh's last great brownfield in whatever direction the breeze decided to take it. She came to count on it being there, like a trusted companion. She even assigned it a gender. "Every time I looked," she says, "there would be nothing there but that tumbleweed. He'd just be rolling across that big empty space."

Such a sight would have been unthinkable decades earlier when the massive coke works that employed Boone's grandfather and some 5,000 other steelworkers during its peak years occupied the 178-acre site along the Monongahela River as a part of the region's steelmaking empire. Today, evidence of what for a century had been the economic engine of the city's Hazelwood neighborhood is all but gone. The mill pushed its last coke in 1997, and only a few industrial structures were spared from demolition, leaving plenty of unoccupied acreage—a state that has remained to this day, disappointing those who have held out hope that the site would attract development to help staunch the flight of neighbors and kindle much needed renewal.

"This isn't a place for tumbleweeds to roam," says Boone, pastor of the Hazelwood Presbyterian Church until last year. "It's not a desert. It's on the river, in a city. It's only five minutes from Downtown Pittsburgh."

The good news for Boone is that the days of allowing the riverfront brownfield to lie fallow appear to be drawing to a close. Ten years and one deep recession after buying the site, a group of four southwestern Pennsylvania foundations and its managing partner, the Regional Industrial Development Corp., are turning their vision of a mixed-use sustainable community knitted to the fabric of Hazelwood into reality.

Today, however, it is difficult for the casual observer to notice much change. For the most part, the brownfield appears to be just that—a mostly barren monument to what once was. But several important technical issues have been resolved at the site, named Almono after the Allegheny, Monongahela and Ohio rivers that meet in Pittsburgh—not the least of which is the state of Pennsylvania having all but formally abandoned a decadesold plan to build a section of highway that was designed to slice through the brownfield. And a new, more refined vision for the site has been drawn that better reconciles the realities of the brownfield with the foundation partners' goals, which range

from opening the riverfront to residents for the first time in more than a century to taking creative approaches to addressing environmental concerns, such as combined sewage overflow, which has long bedeviled the city and its neighborhoods.

Hazelwood also has been chosen as the first neighborhood in which The Heinz Endowments, one of the Almono foundation partners, will employ a "place-based" strategy of coordinating the resources of all five of its programs on a defined geographic area and working with residents to improve the quality of their lives as well as their neighborhood. The selection was due in no small part to a heightened awareness of the issues facing the neighborhood that was gained over the years from the Endowments' involvement in the riverfront brownfield development.

"For many residents and stakeholders, the site was what used to drive the neighborhood's economy. Now, it represents an opportunity for growth," says Rob Stephany, director of the Endowments Community & Economic Development Program and former executive director of the Urban Redevelopment Authority of Pittsburgh. "The question is how the site will affect the neighborhood and when."

This fall, the Endowments awarded \$2.35 million in grants to Hazelwood projects as part of its place-based investment. The largest was \$1.35 million over three years to the community empowerment organization Center of Life to expand its youth and family programs. Among the others was \$25,000 to the Allegheny Council to Improve Our Neighborhood Housing for its work with the Endowments in putting an option on the Hazelwood Presbyterian Church property and beginning a process for the community to determine its best future use.

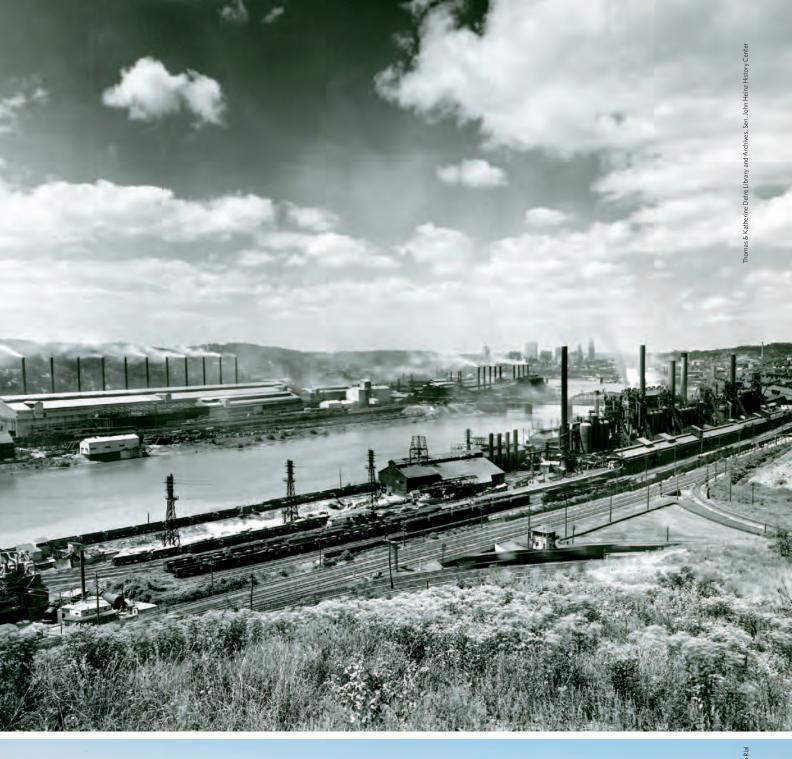
The closing of the church last year was evidence that neighborhood improvement can't come soon enough. A relatively small congregation for decades, Hazelwood Presbyterian had outreach programs that regularly attracted about 100 people, but Sunday attendance fluctuated anywhere from five to 40. The continued loss of churchgoers and weakened finances that contributed to the church property being put on the market mirror the challenges that confront the neighborhood. Hazelwood has experienced a steady exodus of residents. Its population, for instance, slid from 12,757 people in 1960 to 4,317 in 2010, according to U.S. Census Bureau data. And the incomes of nearly 24 percent of its residents fell below the federal poverty threshold in 2010.



"THIS ISN'T A PLACE FOR TUMBLEWEEDS TO ROAM. IT'S NOT A DESERT.

IT'S ON THE RIVER, IN A CITY ... ONLY FIVE MINUTES
FROM DOWNTOWN PITTSBURGH." Rev. Leslie Boone, former pastor of Hazelwood Presbyterian Church







"WE GOT INTO THIS WITH THE EXPECTATION THAT THERE WAS AN ADVANTAGE TO HAVING PATIENT INVESTORS CONTROLLING THE LAST LARGE PIECE OF DEVELOPABLE RIVERFRONT PROPERTY IN THE CITY ... I DON'T THINK WE EVER DREAMED THAT PATIENCE WOULD MEAN MORE THAN 10 YEARS." William Getty, president of the Benedum Foundation

Hazelwood's prospects have been strongly tied to the Almono site since the mid-19th century, when the "Eliza" blast furnaces were built near the downriver boundary of the 1.5-mile-long strip of land on the north shore of the Monongahela. By 1906, Jones & Laughlin Steel Company was feeding the region's mills with coke produced in Hazelwood from the largest concentration of beehive ovens found in the world. Production led to jobs and a steady rise in Hazelwood's population, particularly immigrant workers of Hungarian, Italian, Slovak, Carpatho-Rusyn, Polish and Irish heritage. But as wages improved, workers gradually began leaving for the suburbs, and waning steel production in the 1980s quickened their flight. By the time the coke works' last owner, LTV Corp., closed the plant, Hazelwood was a shadow of its former self.

LTV abandoned efforts to sell the shuttered mill to Sun Coke after the city refused to offer tax incentives for development—a decision influenced by the community's concern over the noise and air pollution they expected from the new coke plant proposed by the Knoxville, Tenn.—based company. "Many in Hazelwood, but not all, felt it was time for something new—that, because of the high level of pollution from those plants and the growth of the high-tech industry, steel's time had come and gone," says Jim Richter, director of the Hazelwood Initiative, the neighborhood's community development corporation for 13 years.

The Endowments and the Richard King Mellon, Claude Worthington Benedum and McCune foundations bought the site as Almono LP in 2002 for \$10 million. The philanthropies were convinced that "patient money" and the site's proximity to the river, downtown and the city's research-and-university hub in the nearby Oakland neighborhood offered a rare opportunity to set new standards for brownfield development.

The foundations drafted a set of principles to guide development in line with their aspirations for the built environment, and for the economic and social impact of the project. The principles, which have evolved over time, include finding ways to attract private-sector investment that creates quality jobs and generates tax revenue for the city. Such results could spur reinvestment in communities near the site and throughout the region, and tap into the evolving energy economy. Principles for the built environment include using best practices in sustainable site and building design, innovative reuse of existing buildings, and a forward-thinking transportation plan that will serve the

needs of those who will live and work on the Almono property and in the neighborhood well into the future. Goals also include drawing new people to the site and neighborhood, giving all residents access to the river, and collaborating with groups that stand to benefit from carefully conceived and executed development of the dormant former industrial location.

"If our only goal had been to recoup our \$10 million investment, we could have cobbled together something that made us whole. But that is not what is driving this," says Endowments' President Robert Vagt.

It's unlikely that private developers under pressure to show a return on their investment as quickly as possible would adopt such ambitious principles for a property with an expansive riverfront that's within easy reach of the city's centers of wealth. "We've been very consistent in resisting the one-off proposed uses of the property and wanting to develop it according to a plan," says William Getty, president of the Benedum Foundation. "We got into this with the expectation that there was an advantage to having patient investors controlling the last large piece of developable riverfront property in the city, although I don't think we ever dreamed that patience would mean more than 10 years."

Circumstances beyond the control of the partnership, managing partner and designers presented considerable challenges to developing the site. One of the thorniest was the design of a northern section of the Mon-Fayette Expressway, which called for extending the 39-year-old highway project through the Almono site as part of a 10-mile spur that would complete the connection between the former industrial towns of the Monongahela River valley and the City of Pittsburgh.

The uncertainty surrounding the expressway project complicated the work of early Almono designers, requiring them to draft two versions of the site's initial master plan—one without the highway knifing through it and one accommodating the expressway a number of ways, such as installing a series of 750-foot lids over the expressway that could be used for anything from parking lots to athletic fields while serving as a bridge to the Hazelwood neighborhood.

"The expressway took about 35 to 40 acres of the site away and was very destructive to its value and reuse possibilities," says Donald Smith, president of RIDC, the Almono managing partner.

Although the Pennsylvania Turnpike Commission had environmental clearances and a design for the Monroeville-to-Pittsburgh leg of the expressway in hand, it did not have the money to build it. The project was suspended several years ago. Also, its escalating cost, which stands at an estimated \$4 billion, failure to secure a private—public funding pool, cash-strapped state and federal budgets, and other factors so greatly diminished the prospects of the highway project that it has been excluded from the latest Almono development plan.

An unforeseen complication was the recession that befell the region, nation and world in 2007, and the severity and depth of the economic downturn. The climate of tight money and aversion to risk that followed led to a reassessment of issues, ranging from the local housing market to the level of interest among private developers in supporting the goals for the site and the extent to which they could be expected to share in the cost of developing it.

The Almono partners concluded, for example, that, given the sluggish economy, the site would be more attractive to private developers with the necessary infrastructure already in place. The cost of installing water and sewage lines, roads and intersections, utility trunk lines, and other basic infrastructure is estimated at \$20 million to \$25 million. The foundations agreed to make an additional investment to help pay the costs. And Almono LP applied to the city, school district and Allegheny County for tax increment financing, a public financing method that would divert a portion of future taxes on the site to help cover a portion of the infrastructure costs.

"The idea is to remove some of the risk and the time required to develop the site," says Smith. "Developers interested in bidding on the site will know that the core infrastructure is in and permitted and ready to tap into. It will shorten the development cycle."

Contractors razed most of the buildings on site, accepting the salvaged scrap as payment. But they left behind tons of buried concrete and steel that served as the foundations of the furnaces, coke ovens, and bar, billet and cold-fishing mills that had stood on the property.

Dealing with that heavy infrastructure presented another challenge. The issue was resolved by covering the site with 800,000 cubic yards of free, excess fill from nearby development projects, including the South Side Works brownfield development across the Monongahela and the recently completed transit tunnel that runs beneath the Allegheny River from Pittsburgh's Downtown to its North Shore. The strategy saved up to \$12 million, removed soil remediation from the to-do list, raised elevations anywhere from two to 10 feet, and lifted all of the low-lying tracts above the flood plain.

Among the lessons learned over the past decade was the depth of uncertainty involved in developing a former industrial site the size of Almono. "You have to realize there will be a lot of things you won't know going in," says Caren Glotfelty, senior director of the Endowments' Environment Program. "Getting a clear picture of what you know, what you may not know and how much that might add to the expense of developing a site is challenging."

Another is that "patient money needs to continue to be patient," says Vagt. "And patient investors need to continue to listen."

Listening, particularly to voices of Hazelwood residents, has emerged as a key part of the development process in recent years as well as the Endowments' evolving effort to focus its experience, resources and expertise on neighborhood issues that residents help identify.

As development of the Almono site progressed, the foundations commissioned a new master plan due to changes in the economic climate and markets over time and the fact that the physical challenges of the property had become more clear.

Rothschild Doyno Collaborative, a Pittsburgh-based architecture and urban design firm, was hired in 2010 to develop a new master plan and chose to do so "from whole cloth" rather than build on the original, says one of the firm's partners, Ken Doyno. Including Hazelwood residents was central to the approach.

"We decided to develop stakeholder groups and interact with them rather than keeping it in a close circle. We used an open process in which we developed a series of outreach efforts in the community to show what we were doing as we went along."

Their efforts haven't gone unnoticed, says Boone. Although she is no longer pastoring Hazelwood Presbyterian Church, she continues to work in the neighborhood on missions that range from job training to the Fishes and Loaves community food cooperative she helped start years earlier. "One of the things we appreciate is that there's been a sensitivity to what the people in the community want to see and how the community wants to be involved instead of them just sending some students in to show us a mock-up and tell us this is the new Hazelwood."

The latest master plan eliminates from consideration the Mon-Fayette Expressway spur that threatened to divide the site and acknowledges that the short-line railroad running between the industrial property and the rest of the neighborhood won't



Development of the foundationpurchased Almono site has included input from residents and other stakeholders about community improvements. Attending this planning session are, from left to right, Chelle Buffone, consultant; Bill Smith of the Greenfield Organization; Ken Doyno of the Rothschild Doyno Collaborative; Rev. Leslie Boone, former pastor of Hazelwood Presbyterian Church; Kristina DiPietro of the Hazelwood Initiative; and Wanda Wilson of Oakland Planning and Development.

"THE ALMONO PARTNERS AND ROTHSCHILD DOYNO, THEY GET IT. THEY GET THAT IT'S IMPORTANT TO ENGAGE THE COMMUNITY THE RIGHT WAY AND NOT RUN AHEAD OF THE COMMUNITY." Rev. Tim Smith, pastor of Keystone Church in Hazelwood and executive director of Center of Life

be acquired as part of development and will continue to operate. The original plan, for example, had proposed a marina on a parcel that is owned by the railroad, which the railroad did not intend to sell.

Four districts on the site are outlined in the latest master plan, including a central green; a place for riverfront offices; an "eco-tech park" that envisions the renovation of Mill 19, one of the largest plant buildings still standing; and a primary residential zone known as Hazelwood Flats. The plan pays attention to what Doyno calls "honoring the site's assets," such as restoring for reuse Mill 19, a pump house and a roundhouse left over from the site's steelmaking days.

And it offers opportunities for incorporating, where the grimy coke works once stood, green space; sustainable processes; renewable energy production, such as best practices in stormwater management and wind harvesting; a riverfront park; and a river overlook that might host educational programs and events.

Most striking is the idea of River Road, the plan's signature element, which today does not exist. River Road is seen as the central avenue through the property, the thread tying new tenants and the existing neighborhood together as one and the antidote to the short-line railroad standing as a barrier between them. Just as important, it would offer Hazelwood residents easy access to the river that the coke works had long denied them.

Who will occupy the site remains unclear, but interest among developers and prospective tenants is expected to pick up after ground is broken next year for the installation of road, water and other basic infrastructure. For a moment, it appeared that the University of Pittsburgh Medical Center would build a vaccine

production and development center on the site. But several factors led UPMC to abandon its plans last year, including the federal government's refusal to guarantee that it would buy the vaccines produced at the center. The mill's old roundhouse is today being used by Carnegie Mellon University for robotics testing, and the school's future plans for it are being explored. The master plan accommodates several other possibilities, including light manufacturing and office complexes nestled in an eco-friendly environment that might appeal to Oakland's two research universities just a few miles away, and the restoration of the former mill's riverfront pump house as an entertainment destination for the greater region.

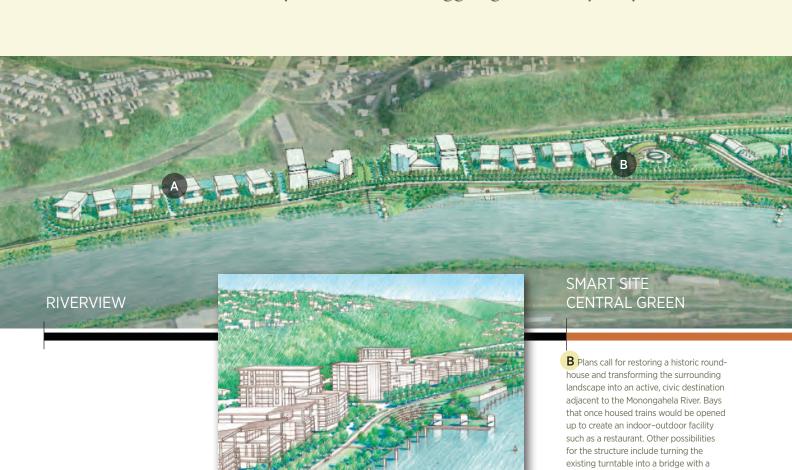
While the previous plan envisioned putting the project in the hands of a single master developer, the sluggish economy and uncertain financial markets led the Almono partners to embrace a more flexible approach to development. Although they haven't ruled out the notion of having a master developer, the latest plan allows them to seek out best-in-class developers for the various components of the plan, whether it's office, industrial or residential.

The partners' approach to development has evolved in other ways as well. The notion that, to the extent possible, the site will be taxable property has been given greater emphasis, for example, to avoid diluting the benefits the city, school district and county stand to gain from the development at a time when they are struggling to make ends meet. And the foundation partners themselves have become more engaged in how the project evolves.

Ilustrations and photography: Rothschild Doyno Collaborative

BROWN (TO GREEN) FIELD

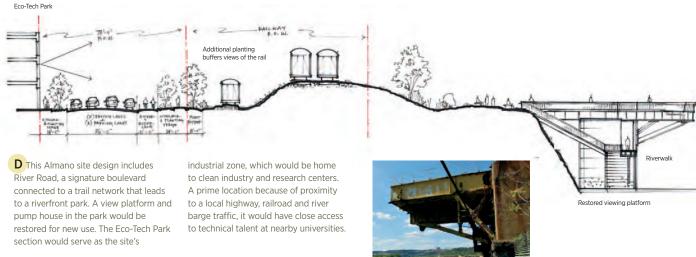
The Almono site in Pittsburgh's Hazelwood neighborhood offers a unique opportunity for the creation of an economically, socially and physically sustainable community. Plans call for transforming the 178 acres, which represent the last brownfield within Pittsburgh city limits, into four distinct districts, each with its own development focus. Yet, together, the different sections will provide a major revitalization boost to an area of the city that's been struggling for nearly 30 years.



A The focus of this Almono district will be to maximize the property's riverfront by having high-tech office and biotech buildings face outward to the Monongahela River. The section will include landscape design that complements and connects with the hillsides and parks.







Development of the Almono site and the Endowments' place-based work will complement community efforts already under way in Hazelwood. The opening earlier this year of the neighborhood's section of the Heritage Bike Trail encouraged residents of all ages to ride along Hazelwood's riverfront. The Endowments awarded community empowerment organization Center of Life a three-year, \$1.35 million grant to expand its community development efforts, which include the organization's Fusion program. The initiative offers opportunities for children such as Mia Acosta, center, to be tutored by Jay Spinx and other adults while also providing for educational games, which Hannah, Lexee and Ashlee Edwards, right, enjoy.

"The first experience wasn't wasted. We learned a lot. And there has been a continuous thread, which is, 'Let's develop this in a way that's positive,' says Vagt. "But the first process forced us to look at things differently, which has given new definition to the vision of what responsible development by a group of foundations might look like."

Integrating that development more tightly with the existing neighborhood than has been done in other brownfield reuse projects in the region has emerged as a key objective. Design elements, such as constructing River Road as a central boulevard, may address the physical challenges of making the new development and the existing neighborhood whole, but the economic and social considerations also are part of the equation.

Such considerations are important across all aspects of development, but none more so than housing. "Nobody is well served through sorting by race and class," says Doyno. "The idea is for the project to serve the whole range of population. You don't do that by making an island of market-rate housing, but by having mixed-use housing that is interconnected so that everyone is served.

"There is an absolute stated goal for the community to welcome the changes. If residents feel that the changes will mean they're kicked out or they don't belong there any longer, they have every reason to object to what is happening."

For the better part of three decades, Hazelwood has struggled with the economic and social issues that have become all too common in the Monongahela River towns that had relied on the steel industry for their residents' livelihood. In addition to steep population losses and lingering high rates of unemployment and poverty, nearly 30 percent of residents never earned a high school diploma, and more than one of every five houses in the neighborhood stands vacant.

The Almono development is widely seen as offering the neighborhood its best chance in years to make significant progress toward turning its fortunes around. But the anticipated offices, manufacturing, new housing, tenants and jobs by themselves are no guarantee that Hazelwood will fully realize the development's potential benefits, says Richter. "There are those who feel that because it is in their neighborhood they should have first crack at the opportunities that come with it. But that can't happen without building the individual and community capacity to respond to the marketplace."



Recent years have seen the community move toward better positioning itself to tackle issues that have lingered for decades, such as housing conditions, job opportunities, the lack of a local school, access to health care, public transportation and places to shop for necessities as basic as food. "As a community, we have been growing, transitioning, coming together and mapping out what we'd like to see, and trying to engage and empower ourselves to put some of these things in action," says the Rev. Tim Smith, pastor of the Keystone Church in Hazelwood and executive director of Center of Life.

How and to what extent the development of the long-dormant brownfield along the river will contribute to the revitalization of Hazelwood remains unclear. But Smith's hopes for the future of the neighborhood have been buoyed by the turn the development process has recently taken. "The Almono partners and Rothschild Doyno, they get it. They get that it's important to engage the community the right way and not run ahead of the community. They've been very intentional in hearing the community, including the community and following the community's lead. There are a lot of Hazelwood voices in the Almono site design."

An intimate understanding of the deep-seated challenges the neighborhood faces in building capacity, gained from its decade-long involvement in Almono, contributed to the Endowments deciding to choose Hazelwood as the focus of a holistic, place-based strategy for making broad, lasting improvements in community wellness. The idea is to partner with the neighborhood and coordinate foundation programs and resources in education, child and family well-being, arts and culture, economic development, and environment in a comprehensive assault on stubborn social and economic problems that have undermined revitalization efforts in the past.

Pittsburgh's distinctive neighborhoods are well-suited for such a holistic approach, Vagt says. "The opportunities for addressing poverty are so well defined geographically that it begs for this kind of approach."





HAZELWOOD RISING

The Endowments has awarded \$2.35 million in grants this year to projects in Hazelwood as part of its place-based initiative. The investment in the different efforts will help lay a foundation for additional neighborhood development in the future.

Center of Life \$1,350,000

The three-year grant will enable a significant increase in the size of three programs: the K.R.U.N.K. Movement music and arts initiative, the Fusion after-school program and organized community basketball. The expanded capacity is specifically aimed at getting more Hazelwood students into these programs.

Allegheny County
Department
of Human Services
\$250,000

The two-year award will provide startup support to plan and develop a new family support center in Hazelwood that will provide a comprehensive set of family and human services in the neighborhood. After the planning and startup phase, the center will be supported by the Department of Human Services.

Rebuilding Together Pittsburgh \$400.000

In partnership with Center of Life and local contractors, the grant will enable existing homeowners in need of assistance with critical repairs to make improvements to their homes. The grant also will fund the acquisition and rehab of some vacant houses and provide new homeownership opportunities to those currently unable to access it.

Appropriation for a faith-based grant program \$200,000

This support is aimed at churches looking to improve their ability to provide needed services to their Hazelwood community.

Miscellaneous interim grants made in the past six months \$150.000

Among these grants is \$25,000 to Allegheny Council to Improve Our Neighborhoods-Housing Inc. to assist the organization in gaining site control and beginning predevelopment activities on the former Hazelwood Presbyterian Church property.

Similar strategies have been employed with success to address intergenerational poverty on a neighborhood level in several cities, including San Diego and Detroit. Perhaps the most celebrated example is Atlanta's East Lake neighborhood, which for decades endured poverty, poor school performance among its children and a crime rate more than 18 times higher than the national average. Its transformation, begun in the mid-1990s, included a mixed-income housing strategy; school reform; an emphasis on early education; improved community services, such as health programs; and access to banks, libraries and grocery stores. As a result, crime has fallen 73 percent, including a 90 percent drop in violent crime; 99 percent of the neighborhood's fifth-graders meet state math standards compared with 5 percent before the transformation; and the average annual household income has risen from \$4,536 to \$15,830, according to Purpose Built Communities, a community revitalization nonprofit that grew from the East Lake successes.

Although the Endowments' place-based initiative is still young, more than 50 meetings had been held with neighborhood stakeholders before the beginning of summer to determine the best ways to enable Hazelwood to regain its footing while bulldozers and backhoes transform the blighted industrial acreage along its riverfront from an eyesore to a neighborhood and regional amenity.

An indication of a brighter future to come was a community celebration in July of the opening of the Hazelwood section of the Heritage Trail. A bike trail was not among the neighborhood needs that residents listed on blackboards set up at the outdoor event—a grocery store, better houses, more police and jobs were the most coveted—but the celebration, which brought out a local jazz band, food vendors, a climbing wall and other recreation, was welcomed by residents while the trail was described by organizers as one way to bring more people to Hazelwood to see its potential.

"We are of the opinion that a lot of good things can happen in Hazelwood," says the Endowments' Stephany, "well before keys get delivered to the first tenants on [the Almono] site." *h*