West Virginia University.
OFFICE OF SPONSORED PROGRAMS

April 18, 2018

Department of Administration, Purchasing Division
2019 Washington Street East
Charleston, WV 25305-0130
304.558.4115

REF: "West Virginia Community Based Pilot Project"

Dear Reader:

Transmitted herewith and recommended for your consideration are the appropriate number of copies of the referenced application, as prepared by Margaret Stout, Ph.D., of the West Virginia University Eberly College of Arts and Sciences.

Questions of a programmatic nature should be directed to Dr. Stout while administrative or financial matters should be addressed to Katie Schneller in our Office of Sponsored Programs at (304) 293-3998 or by email (wvusponsoredprograms@mail.wvu.edu).

Cordially,

Janet Boyles
Manager Sponsored Programs
Pre-Award

JB/ks

w/enclosure
cc: Margaret Stout, Ph.D.
File #18-739

04/19/18 09:23:41
WV Purchasing Division

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Equal Opportunity/Affirmative Action Institution

**West Virginia Community Based Pilot Project**

**CRFP HHO1800000001**

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John Childress, Assistant Secretary
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Signature

4.6.18
Date

Original

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## Attachment A: Vendor Response Sheet

*Provide a response regarding the following: firm and staff qualifications and experience in completing similar projects; references; copies of any staff certifications or degrees applicable to this project; proposed staffing plan; descriptions of past projects completed entailing the location of the project, project manager name and contact information, type of project, and what the project goals and objectives where and how they were met.*

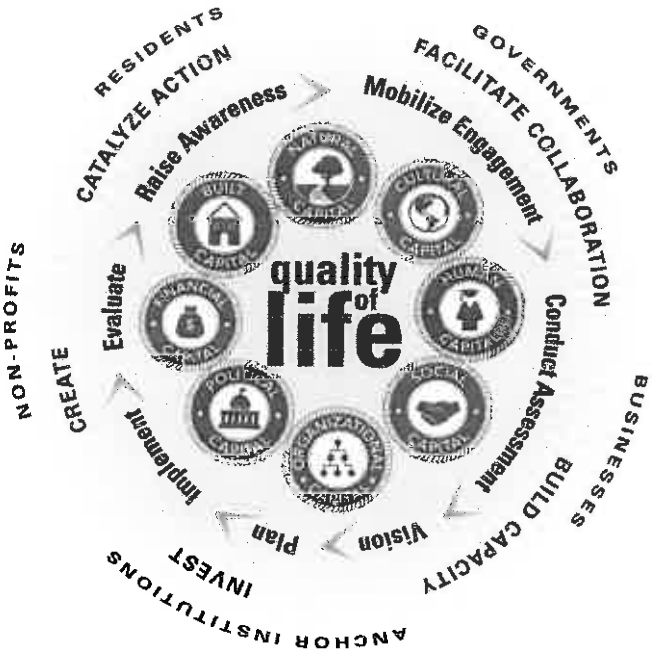
*List project goals and objectives contained in Section 4, Subsection 4:*

**Project and Goals:** Approach and Methodology. The vendor should provide documentation to demonstrate its ability to complete the project goals and objectives incorporating established principles for community development.

**Section 4, Subsection 4.1:** Phase I. Establish a working baseline for categories identified for community development in the West Side of Charleston, West Virginia. Vendor should describe their plan to report development and production and should also provide examples of reports produced for projects of the type, size and scope described in this CRFP.

***Vendor Response:***

Attachment 4.3.2 is a forthcoming chapter that explains the Principal Investigator's principles and approach to comprehensive community development. In a nutshell, community and economic development actors across sectors work within an overall change process, each contributing various capacity-building activities designed to improve community assets. These activities produce outcomes that enhance community capacity for community and economic development; over time, collective impact to community quality of life can be measured.



This approach integrates a common framework for assessing baseline conditions for community development, the Community Capitals Framework (CCF). As extended by the Principal Investigator*, this framework considers the natural, cultural, human, social, organizational, political, financial, and built capital of an identified geographic area in order to determine the current status and assets available to build upon during comprehensive community development initiatives. These assets are also understood to be the social, economic, and environmental determinants of community health. The definitions are as follows:

- Cultural Capital
  - History, traditions, belief systems, language, creativity, and outlooks that enable both a sense of identity and capacity for change
- Human Capital
  - Health, skills, knowledge, abilities, and optimistic dispositions
- Social Capital
  - Trusting, respectful, and caring relationships within groups and across difference
- Financial Capital
  - Sufficient basic income, the ability to build wealth, access to investment, lending, and philanthropy, and local reinvestment
- *Organizational Capital
  - Effective structure, policies, plans, and track record of nonprofits, businesses, and anchor institutions providing goods and services
- Political Capital
  - Responsive political leaders, active civic engagement, and the ability to make or influence public policy at local, county, state, and federal levels of government
- Natural Capital
  - Topography, climate, arable land, available natural resources, natural beauty and recreation areas, and environmental quality and safety
- Built Capital
  - Trails, sidewalks, lights, roads, bridges, buildings, utility systems, communications technologies, and public facilities and gathering places

During the assessment phase, part of this information is gathered through existing secondary data sources, readily available through federal, state, county, and city government agencies and other local sources. However, other data must be gathered through primary research, including field inventories, door-to-door or event surveys, interviews, focus groups, and various participatory planning dialogue and deliberation sessions. These findings are integrated in a Community Profile, which serves as a foundation for community and organizational planning activities. As research continues through participatory planning, information is added to the Profile as it is developed.

A Community Profile will be developed through the combined efforts of the WVU team members. Attachment 3.3.2 is an example document, noting that while the data reported was sufficient for the community at hand, the completed Profile for the West Side will have additional data pertinent to the project goals as designated in the following subsections. That said, it should also be noted that much more than the stated project goals will be covered in order to provide a sufficient baseline assessment for comprehensive community development. While

the indicators noted in this CRFP are critical, they are not sufficient to understand the social, economic, and environmental determinants of individual and community health.

**Section 4, Subsection 4.1.1:** Education. Analysis of student achievement in education for grades K-12 as compared to the national average.

***Vendor Response:***

Educational outcomes fall into the human capital category and contribute to both social and economic determinants of health. Public school district data for the schools serving the West Side of Charleston (Mary C. Snow West Side Elementary, West Side Intermediate, Stonewall Jackson Middle, and Capital High) will be compared to both state and national averages. Achievement indicators include performance on standardized tests, graduation and dropout rates, as well as matriculation and technical to higher education training. Some of this data may be available through the regional community college and technical schools like the Charleston Electrical Apprenticeship school based on the home zip code of students enrolled.

**Section 4, Subsection 4.1.2:** Workforce development. Determine the workforce participation rate on the West Side of Charleston, West Virginia.

***Vendor Response:***

Workforce development falls into the human capital category, while participation rates contribute to financial capital. Both are economic determinants of health. Workforce participation rates are available through the Census Bureau. Comparative values at the Census Tract (7), city, county, state, and nation levels of analysis can be obtained from the U.S. Census Bureau's American Community Survey 5-Year Estimates." However, it is also important to consider Census data on household income, as it may be the case that many residents are *under*-employed. It is common for workforce participation to be higher in low-income communities, while income levels are substantially lower. These relationships are important indicators of financial capacity.

**Section 4, Subsection 4.1.3:** Criminal Justice. Determine incarceration rates, the reported criminal activity, and overall cooperation between the community and local law enforcement.

***Vendor Response:***

Incarceration rates contribute to the human and social capitals and are important social determinants of health. Disparities in rates of incarceration by race or ethnic group can exacerbate low perceptions of police legitimacy and declining trust in the criminal justice system as a whole. Incarceration rates will be assessed via data obtained from various divisions within the West Virginia Department of Military Affairs and Public Safety, such as the Division of Corrections, Division of Juvenile Services, Regional Jail and Correctional Facilities Authority, the State Police, and the Division of Justice and Community Services. In addition, the Charleston Police Department (CPD) has historical annual report data on criminal activity by neighborhood, along with crime clearance rates, which are sometimes viewed as a measure of police-

community cooperation. Furthermore, a review of recent media coverage can give some idea about overall cooperation. For example, the annual block parties held to honor those who have fallen to gang violence are an example of the close and positive bonds between the CPD and West Side families. However, surveys and/or interviews with both officers and resident community leaders are necessary to more fully understand the quality of the relationship between the community and local law enforcement. Perceptions of trust in the police and criminal justice system along with other measures of the dynamics of police-community cooperation will be assessed.

**Section 4, Subsection 4.1.4:** Economic Development. Identify opportunities for economic development on the West Side.

***Vendor Response:***

Economic development is necessary to expand financial and built capital and can also enhance natural capital. Therefore, it is a critical economic and environmental determinant of health. However, there are two very different ways to identify economic development opportunities: one that views the community as a marketplace and one that views the community as a home. Both are valued, but the field generally concurs that the first alone produces a race to the bottom in terms of equitable and sustainable development. Therefore, a balance is required that centers existing residents in the planning and decision making process, while helping them understand market realities and feasibilities.

From the community as marketplace perspective, an outside investor will typically assess the availability and value of buildable land, the condition of public infrastructure, transportation system capacity, zoning laws, land use plans, and redevelopment plans (like CURA's plan for the West Side), then determine if there is a cost benefit for particular types of development—housing, retail, office, light industrial, or mixed use. These choices will be further informed by market research as to the desirability of the space among likely tenants or buyers. These analyses may or may not consider the fit of the uses to the needs of existing residents. In fact, they may actively seek to change the character of the area with new residents and businesses that will serve their preferences. The burgeoning Elk City development activities are an example of this approach.

The community-as-home approach uses economic gardening methods to determine the needs and opportunities that exist within the community. In regard to needs, we consider vacancy rates of different categories of land uses, market rates for those uses in comparison with median household income, and the availability of basic goods and services for daily life. This assessment contributes to market analyses completed by developers and businesses who meet those particular types of needs and is made available to those marketplace actors. In regard to opportunities, we assess the knowledge, skills, and interests of existing residents and other natural and built assets in place to identify entrepreneurial potential. Furthermore, an inventory of local businesses that might be poised for growth is completed. These assets can be referred to existing technical assistance resources, such as the WVU Entrepreneurship and Innovation Law Clinic or the WVU Brickstreet Center for Entrepreneurship.

**Section 4, Subsection 4.1.5:** Healthcare. Determine community participation in the healthcare system as compared to the rest of Charleston, West Virginia.

***Vendor Response:***

Participation in healthcare falls into the human capital category and is a basic social determinant of health. The 2015 KISRA study focused on community participation in the healthcare system and did not find issues on the West Side in this regard. Respondents who were experiencing health challenges such as diabetes were successfully accessing care and managing their conditions. However, this information should be updated, particularly given the changes in healthcare insurance since that time. We will implement a health needs survey used by the WVU Health Research Center in hospital Community Health Needs Assessment work. We will also attempt to extract sub-county data from the Area Health Resource File, the Center for Medicare and Medicaid Services, and the Kanawha-Charleston Health Department. However, the difficulty of this task may exceed the capacity available through the project Graduate Assistant.

**Section 4, Subsection 4.2:** In Phase II the coordinator will facilitate solicitation development and contract administration to address the issues identified in Phase 1.

***Vendor Response:***

As previous Executive Director of a community development corporation, the Principal Investigator is familiar with the development of requests for qualifications, requests for proposals, and contract administration. However, we must emphasize that the substantive content proposed may go well beyond the categories named in Subsection 4.1. What is found through primary data collection and participatory planning activities may identify the need for programs and services beyond those anticipated in this CRFP. In sum, the results of the Community Profile in its entirety and findings from participatory strategic planning will guide our *input to the substantive content of the solicitations* for Phase II of this project. The Principal Investigator acknowledges that she is excluded from responding to any of these solicitations, however technical experts offering pro bono collaboration to the team may wish to do so.

The Principal Investigator's involvement in *contract administration* will be limited to technical advice in regard to *proposal review and selection* and *performance evaluation criteria*, as the state's procurement system and HHOMA staff will be primarily responsible for other aspects of contract administration.

**Section 4, Subsection 4.3:** Provide evidence of project management experience (certifications, completed work products, bibliography of published works).

***Vendor Response:***

The Principal Investigator's CV (Attachment 3.1) lists all professional experience, academic degrees and experience, and publications. As a previous nonprofit executive and as a consulting project manager, she has ample project management experience. These skills have been translated into her current faculty role as a now tenured Associate Professor and Program

Coordinator for both the MPA Area of Emphasis in Local Governance & Community Development and the Graduate Certificate in Community Development Policy & Practice (beginning Fall 2018). (See https://publicadmin.wvu.edu/faculty-and-staff/public-administration-directory/margaret-stout-ph-d.)

The attached reports (3.3.1-15) come from a participatory action research and service learning project completed in 2015-2017 with the Westside neighborhoods of Fairmont, WV. This is a similar community in terms of both geography and demography. This was the third project of this nature, with prior iterations being completed with Ravenswood, WV (2013-2015) and Moundsville, WV (2011-2013) where Comprehensive Plans for the cities were the primary deliverable, supported by the same preliminary research reports and project implementation plans. Attachments 3.2.1-2 provide general letters of support from these projects and various media coverage of associated activities. The tight response time for this CRFP does not allow requests for letters specific to this proposal, so the review committee is encouraged to reach out to any of these cities and collaborating groups for further information. For student and community insights, see video links here: https://publicadmin.wvu.edu/research/community-revitalization.

This model was generated after testing in Montgomery, WV in 2010-2011 and was published as an article in a pedagogical journal in public administration (Attachment 4.3.1). Attachment 4.3.2 is a forthcoming book chapter on the overall approach to comprehensive community development initiatives.

The model is designed to help a community move along a proven developmental path from mobilizing and organizing, to visioning and planning, to program and project implementation, anticipating ongoing evaluation. Each step includes capacity building and participatory practice because our motto is "working *with*, not doing things *for* or *to* the community"—we are experts on tap, not on top. These efforts have garnered several awards for the Principal Investigator: the WVU Eberly College of Arts and Sciences Outstanding Public Service Award, the WVU Center for Service and Learning Faculty Excellence in Civic Engagement Award, and the Community Development Society Outstanding Community Development Educator Award.

However, in each iteration of the model, we learn more about what works and what might work better in particular types of communities. Our plan for the West Side of Charleston benefits from the knowledge gained through previous project experiences. Specifically, we have learned more about the limits and preferences of residents with little exposure to these types of professionalized processes, and the types of activities they need to build a sense of agency and hope for a more equitable future. Similarly, we have learned that community-based organizations require more direct technical support to bring resident perspectives into their program and project design, in addition to capacity building in regard to the use of logic models and evidence-based practice in both design and evaluation. These lessons learned are integrated into our plan for this pilot project.

**Section 4, Subsection 4.4:** Examples of data points and qualitative and quantitative methods used in previous community development projects.

***Vendor Response:***

Many data sources were described in the subsections above. Also please see Attachments 3.3.1-4. Example data sources from previous Community Profiles include:

*Environmental Capital*

- National Ambient Air Quality Standards: http://www3.epa.gov/ttn/naaqs/criteria.html
- National Soil Survey: https://www.nrcs.usda.gov/wps/portal/nrcs/main/soils/survey/

*Cultural Capital*

- Personal interviews
- Local newspapers
- U.S. Census Bureau. (2010). Washington, D.C.: Government Printing Office. U.S. Census Bureau. Race and Hispanic or Latino Origin 2010. Retrieved from http://www.census.gov/
- U.S. Census Bureau. (2010). Washington, D.C.: Government Printing Office. U.S. Census Bureau. Profile of General Population and Housing Characteristics: 2010 Census Summary File 1. Retrieved from http://www.census.gov/

*Human Capital*

- U.S. Census Bureau
    - Employment, Census Tract 205
    - Median Age, Census Tract 205
    - Race
    - Population
    - Poverty
- Census Scope. Features a wide array of datasets including segregation indices, migration, household & family structure, and occupation. http://www.censusscope.org/us/map_poverty.html
- WV Dept. of Education Zoom Dashboard: https://zoomwv.k12.wv.us/Dashboard/portalHome.jsp
- Schools serving area

*Political Capital*

- Fairmont, WV Website: www.fairmontwv.gov
- Marion County webpage: www.marioncountywv.com
- WV Legislature District Maps: http://www.legis.state.wv.us/Districts/maps.cfm#HD01
- Government contact info

*Organizational Capital*

- White Pages
    - Nonprofit organizations and civic groups
    - Businesses located in neighborhoods
- City of Fairmont, WV website

- National Register of Historic Places Registration Form for Dunbar School. West Virginia Division of Culture and History. Retrieved from: http://www.wvculture.org/shpo/nr/pdf/marion/15000188.pdf

*Financial Capital*

- White pages
  - Lending institutions
  - Economic development organizations
  - Charitable funding organizations
- U.S. Census Bureau. (2015). American Community Survey, 2009-2013. Table DP03 Selected Economic Characteristics.
- Federal programs using HHS Poverty guidelines for eligibility
- Paycheck to Paycheck Database: https://www.nhc.org/paycheck-to-paycheck/
- Economic Policy Institute. Family Budget Calculator https://www.epi.org/resources/budget/
- USDA Economic Research Service. County level data, includes poverty, population, unemployment, median household income, education. https://www.ers.usda.gov/data-products/county-level-data-sets.aspx

*Built Capital*

- Abildso, C., Bias T., Coffman, J. & Vasile, E. (2014). Fairmont Connectivity Plan Rapid Health Impact Assessment. West Virginia University School of Public Health – Health Research Center. Retrieved from: http://www.fairmontwv.gov/DocumentCenter/Home/View/1307
- City Code. (2015). Fairmont, WV: City of Fairmont. Retrieved from: http://whdrane.conwaygreene.com/NXT/gateway.dll?f=templates&fn=default.htm&vid=whdrane:WVFairmont\
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- NBAC. (2015). Fairmont BAD Buildings Inventory Executive Summary. Morgantown, WV: Northern West Virginia Brownfields Assistance Center.
- Park and Recreation Master Plan. (2012). Fairmont, WV: City of Fairmont. Retrieved October 16, 2015 from: http://www.fairmontwv.gov/DocumentCenter/Home/View/1308
- Thomas C. Miller Public School. (2013). National Register of Historic Places Registration Form. Washington, D.C.: National Park Service, U.S. Department of the Interior. Retrieved October 16, 2015 from: http://www.nps.gov/nr/feature/places/pdfs/13000263.pdf
- U.S. Census Bureau. (2013). American Fact Finder. Retrieved October 16, 2015 from: http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_13_5YR_DP04&prodType=table.

**Section 4, Subsection 4.5:** Describe the anticipated strategy and methodology to achieve goals of this project.

***Vendor Response:***

The strategy and methodology is designed to fine-tune and test a model for comprehensive community development initiatives that will address social, economic, and environmental determinants of health, prosperity, and sustainability. This model has been successfully used in rural and suburban contexts and will now be piloted in an urban community. *This will require several months of preliminary research design* in order to complete university-required Internal Review Board review of all research methods that will be utilized to execute the following 12 months of assessment and planning in Phase I. To emphasize, research design can begin as early as May 15, 2018, but *action research* will not commence until after August 15, 2018 because the majority of Phase I will be executed by the Project Team through a combination of applied research, participatory action research, and graduate student service learning. Therefore, Phase I deliverables must coordinate with and progress according to the academic calendar and *will require more than 12 months*.

The participatory approach employed is designed to engage organizational stakeholders and residents in activities that meet them where they are for the most effective results. Beyond research, a fundamental role of our team is to be a conduit and translator between resident and professional groups, ultimately seeking to facilitate their effective engagement with one another. We believe that there are many existing public and nonprofit resources to be leveraged on the West Side of Charleston, but for reasons not clearly understood, they are failing to connect—residents aren't participating enough in available programs and stakeholders aren't collaborating enough with one another. Bringing these groups together more effectively is the necessary starting block for successful community development initiatives.

Assessment begins with gathering together all previous plans, reports, and documents that have focused on the West Side of Charleston, in addition to identification of all pertinent organizational stakeholders and resident groups. This will be led by a subcontracted community-based Community Engagement Coordinator with guidance from the Principal Investigator. Initial meetings with stakeholder and resident leaders will be held to share information about the project's design and schedule. In further partnership with a youth serving organization (TBD), we will also convene youth and young adults to learn about opportunities to participate in project outreach and research activities. Should HHOMA choose to host a project kick-off public meeting of some sort, we will participate. However, we recommend a slow, steady series of one-to-one and small group meetings and word-of-mouth information until participatory research activities are ready for launch. In advance of those events, we will develop outreach materials tailored to different audiences for a variety of distribution methods.

Starting August 15, 2018, we will begin assessment research, adding a Graduate Assistant and graduate students into the Project Team. Together, we will produce a Stakeholder Analysis and Community Profile by December 15, 2018:

- **Stakeholder Analysis**. This is an inventory of the organizational, political, and financial assets within the community that is used to understand the existing capacity of community development actors, in addition to the character of relationships and power dynamics among them. The methods used will be field inventory and mapping, snowball outreach, Civic Index (National Civic League) survey and/or interviews.

- **Community Profile**. This report details all of the secondary and primary data gathered through initial research, organized according to the Community Capitals Framework in order to inform the social, economic, and environmental determinants of health. The methods used for secondary data collection are content analysis of reports and data mining of online resources. The methods used for primary data collection are field inventory and mapping, interviews, and possibly focus groups.

Continuing in the spring semester, approximately between January 15, 2019 and May 15, 2019, primary research will continue through participatory visioning and planning methods that will bring pro bono WVU affiliates into the process based on their particular expertise:

- **Community Conversations**. These dialogue sessions are framed by very open ended questions. Organizational stakeholders will be convened to discuss difficulties in service delivery and barriers to collaboration. Adult residents will be convened to learn about the results of the Community Profile and discuss what's missing in the community and to identify barriers to participation in what is available. Youth residents will be convened to engage in a variety of creative visioning activities designed to inspire a positive orientation toward their individual and collective futures, through visual representations, song, storytelling, and role play games. A youth serving organization (TBD) will be identified and subcontracted to ensure appropriate supervision during engagement. Residents and business owners will be invited to engage in participatory environmental planning sessions to augment the 2008 CURA West Side Community Renewal Plan.

- **Participatory Strategic Planning**. Based on the results of resident conversations, organizational stakeholders will be invited to engage in deliberative strategic planning sessions to respond to reported gaps in service delivery and barriers to collaboration through future organizational programs and projects. These planning sessions will inform both independent programs and projects as well as those which might be associated with Phase II of this project.

Finally, during the summer semester, approximately between June 1 and August 1, 2019, academic and professional literature review will be completed. Targeted stakeholder and resident engagement will continue as appropriate to the particular programs or projects prioritized by the community in the previous activities:

- **Implementation and Evaluation Planning**. In support of stakeholders who are interested in developing new projects or programs in response to the resident conversations or strategic planning, we will support detailed research and resident engagement. Each plan will include an evaluation component and grant template for resource development purposes. This a critical technical assistance component for

existing community-based organizations and government agencies that feeds directly into Phase II of the pilot project. The number of plans generated will depend upon student enrollment in service learning courses.

These activities will fulfill Phase I of the project, which we understand to be focused on completing assessment and planning. Phase II will begin August 15, 2019.

To fully understand the staffing plan for implementation of this model, it is important to first note that the Principal Investigator and collaborating faculty, staff, and student team members are all affiliated with West Virginia University (WVU). As a land-grant institution, WVU is committed to advancing education, healthcare, and prosperity for all by providing access and opportunity, advancing high-impact research, and leading transformation in West Virginia through engagement. While education imbues our project's outreach and service learning activities, our proposal targets rebuilding cultures of prosperity and health.

The WVU affiliates listed below the project team have agreed to serve in this pilot project as designated as part of their regular employment responsibilities. In other words, they are not being compensated through this contract. Furthermore, as issues are identified that require additional expertise to what is noted herein, the Principal Investigator will reach out to appropriate faculty and staff to invite their engagement in the same manner. When project needs are aligned with ongoing research or outreach programs, this type of collaboration is possible. In other words, if volunteer expert affiliates travel with the Project Team to engage in research activities, their costs are covered by the project budget. However, they will engage *without compensation.* Indeed, this is precisely how the team assembled below has organically grown through previous community development projects.

**Project Team**

Margaret Stout, PhD is the Principal Investigator and manager of the proposed community development pilot project. Her CV (Attachment 3.1) details all relevant experience. She will be supported by John-Michael Aurednik, a WVU Collaborative VISTA member and student in the WVU Master of Public Administration program who participated in the Fairmont project in both roles. He will complete a second year VISTA placement during Phase I in support of the service learning and participatory research aspects of the project. These activities will engage graduate students enrolled in six courses in the Graduate Certificate in Community Development & Planning in the project's participatory action research.

The Principal Investigator will also be supported by a half-time Graduate Assistant in Phases I and II. Responsibilities will include both research assistance associated with the project and teaching assistance in the associated service learning courses. A solicitation for hire will be released after the contract is awarded, with preference given to doctoral students in Human and Community Development, Sociology (Community track), and Geography (Human track).

The project will also be supported by a part-time Community Engagement Coordinator working in a subcontracted community-based organization in Charleston, yet to be determined. This staff member will be responsible for mobilizing and organizing both resident and organizational

stakeholder involvement and must be located in Charleston. This, or an additional organization will also be responsible for youth engagement and will distribute nominal incentives and stipends for youth engagement in project activities to ensure involvement. This subcontract relationship ensures appropriate staff supervision of youth engagement.

**WVU Affiliates**

The following individuals and groups have agreed to support the project during Phase I as "experts on tap" *without compensation* from this contract, should it be awarded.

Daniel Eades, MA is an Extension Service Specialist in economic development. As a continuing student in the PhD in Human and Community Development program, he participated in the Ravenswood and Fairmont projects wearing both student and professional hats (see Attachment 3.3.7). He will primarily support the Project Staff's assessment activities associated with the Community Profile, with an emphasis in workforce development-related issues. (See https://extension.wvu.edu/contact/community-workforce.)

Eve Faulkes, MFA is a Professor of Graphic Design who collaborated extensively in the Fairmont project along with her service learning students. She has collaborated on community branding and engagement projects in Tucker County and Weston, community engagement and development in downtown Morgantown, and extensive community engagement and social impact work in the Scott's Run communities in Monongalia County. Her team will support the Project Staff in community-engaged design of project-related outreach materials and participatory visioning exercise materials. (See https://artanddesign.wvu.edu/about-us/faculty/eve-faulkes; https://graphicdesign.wvu.edu/socialchange; http://www.evefaulkes.com/; http://www.evefaulkes.com/index.php/teaching/designer-author/.)

Peter Butler, MLA is an Associate Professor and Extension Specialist in Landscape Architecture and the recently appointed Director of the WVU School of Design and Community Development. Working with undergraduate and graduate students, he provides the physical planning and environmental design expertise in assessment and planning that pairs with the policy expertise provided by other team members. His teams collaborated in the Moundsville and Fairmont projects. He and his community planning students will support the Project Staff in in participatory environmental planning during the spring 2019 semester. (See https://www.davis.wvu.edu/faculty-staff/directory/peter-butler.)

Bradley Wilson, PhD is an Associate Professor of Geography and Director of the WVU Food Justice Lab. He and his staff, graduate assistants, and students are leading the way in assessing and mapping healthy food access through the WV FOODLINK program. They also collaborated in the Fairmont project. His team will support the Project Staff in assessment of healthy food access in the pilot project and support strategies and participatory planning to improve access to food. (See http://foodlink.wvu.edu.)

Chris Haddox, PhD is an Assistant Professor of Interior Design & Design Studies who is both a green building and affordable housing expert (as the previous director of Mon County Habitat for Humanity), as well as a *community* builder who uses collaborative songwriting as a method of

engagement, storytelling, and visioning. His work in the Scott's Run communities is exemplary of his outreach. His most recent work in identifying barriers to healthcare participation may be particularly salient to this project. He will support the Project Staff in participatory visioning and planning. (See https://www.davis.wvu.edu/faculty-staff/directory/chris-haddox.)

Christiaan Abildso, PhD is an Assistant Professor of Social and Behavioral Sciences and the Program Director of Research and Evaluation for the WVU Health Research Center in the WVU School of Public Health. He is co-leading the Community Health Needs Assessments of all nine hospitals in the WVU Medicine system and is currently engaged in the evaluation of Project LAUNCH (Linking Actions for Unmet Needs in Children's Health) in Charleston's West Side. He will support the Project Staff in assessing the social ecological determinants of health outcomes, including policy and the built environment. (See https://directory.hsc.wvu.edu/Profile/39141.)

Lynne Cossman, PhD is a medical sociologist and demographer who is Professor and Chair of the Department of Sociology and Anthropology. She will support the Project Staff in assessment activities associated with the Community Profile with an emphasis in health-related issues. (See https://soca.wvu.edu/faculty-and-staff/faculty-directory/lynne-cossman.)

Luke Moore, EdD is a Research Assistant Professor and Director of the WVU Program Evaluation and Research Center. His current research focus is educational program evaluation and his background is in public health initiative evaluation. Luke will assist in assessing the educational attainment data in this project. (See https://perc.cehs.wvu.edu/personnel/lucas-moore.)

James Nolan, PhD is a Professor of Sociology who specializes in the study of crime and social control in community settings, including research on neighborhood dynamics, police procedures, crime measurement, hate crimes, and equity and inclusion in higher education. He will support the Project Staff in assessment activities associated with issues related to incarceration, re-entry, re-entry, community dynamics and police-community cooperation, and recidivism prevention. (See https://soca.wvu.edu/faculty-and-staff/faculty-directory/james-nolan.)

Katherine Garvey, Jesse Richardson, and Jared Anderson are attorneys and certified planners with the WVU Land Use Clinic provide technical assistance to local government officials, planners, and other land use decision-makers and training on how to address dilapidated buildings and develop within a floodplain. They have collaborated in the Moundsville, Ravenswood, and Fairmont projects related to each city's Comprehensive Plans. Their expertise will be available to the Project Staff as natural and built environment issues and land use policy and zoning laws are considered in assessment and planning. (See https://landuse.law.wvu.edu/.)

Priya Baskaran, JD is an Associate Professor of Law and Director of the WVU Entrepreneurship and Innovation Law Clinic (EILC). Her research focuses on the nexus between public interest law and social justice principles and transactional legal work, both in practice and in the context of experiential education. She has already been working on the West Side of Charleston through a partnership with West Virginia Legal Aid. She also supported the Fairmont project's planning efforts (see Attachment 3.3.7). Her expertise will be available to the Project Staff during

assessment and planning toward entrepreneurial workforce development (See https://www.law.wvu.edu/clinical-law/entrepreneurship-innovation/eilc-staff/priya-baskaran.)

Carrie Staton is the Associate Director of Northern West Virginia Brownfields Assistance Center as well as the new Director of its affiliated BAD Buildings Program. In these roles, she coordinates multidisciplinary teams that provide expertise and guidance to West Virginia communities seeking to address brownfield, abandoned, and dilapidated buildings, and move specific projects into the redevelopment process. She and her team partnered in the Moundsville, Ravenswood, and Fairmont projects and are already working with a BAD Buildings Team in Charleston. Carrie's expertise will be available to the Project Staff during both assessment and planning around these issues. (See https://www.nrcce.wvu.edu/experts-new/-carrie-staton-assistant-director-northern-west-virginia-brownfields-assistance-center.)

**Section 4, Subsection 4.5.1:** Describe anticipated methods of data collection.

***Vendor Response:***

As described above, methods of data collection will include:

- Secondary data mining
- Field inventory and mapping (physical and informational)
- Survey
- Interview
- Focus Group
- Dialogue (conversation and visioning)
- Deliberation (strategic planning)
- Academic and professional literature review

**Section 4, Subsection 4.5.2:** List of quantitative and qualitative techniques for analysis including anticipated software use)

***Vendor Response:***

The only software likely to be employed is STATA or other basic platform for analyzing survey data. Most of our work is qualitative and because the N is generally relatively small, hand coding has never been a problem. However, should automated coding be deemed necessary, we would likely use NVivo.

## Attachment B: Mandatory Specification Checklist

*List mandatory specifications contained in Section 4, Subsection .5:*

**Section 4, Subsection 5.1:** Bidder must have one (1) year of community development experience.

***Vendor Response:***

The Principal Investigator has over ten years of experience in community development practice and over eight years of experience of community engaged scholarship as a faculty member.

**Section 4, Subsection 5.2:** Must have experience in both urban and rural settings.

***Vendor Response:***

The Principal Investigator's practice-based experience was in urban and suburban settings in Arizona and in rural and suburban settings in West Virginia.

**Section 4, Subsection 5.3:** Minimum staff of coordinator [and] a support person.

***Vendor Response:***

Project Staff for Phase I includes:

Principal Investigator (Project Director)
VISTA Member
Graduate Assistant
Public and Youth Engagement Coordinator (community-based subcontractor)
(Graduate Students enrolled in service learning courses)

Staff for Phase II includes:

Principal Investigator (Project Director)
Graduate Assistant

**Section 4, Subsection 5.4:** Must provide at least one report from a completed project.

***Vendor Response:***

A variety of reports similar to those which will be produced in Phase I are attached as appendices, numbered according to the deliverables they are associated with.

**Section 4, Subsection 5.5:** Must present findings and conclusions in person to the advisory committee in Charleston, West Virginia.

***Vendor Response:***

The Principal Investigator will present findings and conclusions in person to the advisory committee in Charleston, West Virginia, accompanied by project staff and collaborators as appropriate.

**Section 4, Subsection 5.6 Ordering and Billing Process:** Vendor must provide a monthly fee for completion of deliverables specified on Exhibit A for Phase I and a blended hourly rate for all work performed under this contract for Phase II. The blended hourly rate must include any travel costs.

***Vendor Response:***

The fee for completion of deliverables specified on Exhibit A for Phase I will be invoiced monthly in equal amounts.

In regard to the blended hourly rate that includes travel costs for Phase II, data for hourly rates and hours worked is provided for informational purposes only. WVU does not account for time on an hourly basis. Faculty and other researcher's time is reported on a percentage of effort basis. All invoicing and financial reporting will be based upon the percentage of effort calculation. Hourly rates and hours worked cannot be verified or certified by the WVU financial system.

**Section 4, Subsection 5.6.1 For Phase I:** The vendor will provide an itemized bill based upon the monthly fee for completion of the deliverables specified on Exhibit A.

***Vendor Response:***

The monthly invoice will include an itemized list of completed deliverables specified on Exhibit A.

**Section 4, Subsection 5.6.2 For Phase I:** The Vendor shall hold recurring project meetings via web-teleconference or in-person every month. The schedule will be agreed upon by Agency and Vendor during the project initiation.

***Vendor Response:***

The Principal Investigator will facilitate project meetings via internet conference platforms (i.e., Skype or GoToMeeting) or in-person in Charleston or other agreed-upon location once per month and as needed and as agreed upon with the Agency during project initiation.

**Section 4, Subsection 5.6.3 For Phase I:** The Vendor shall assume all responsibility for meeting logistics, coordinating workgroup meetings, conference calls, web-teleconferences, documentation of all aspects of the project, paper and copying expenses, progress reports and all other costs associated with the project.

***Vendor Response:***

The Principal Investigator will assume all responsibility for meeting logistics, coordinating workgroup meetings, conference calls, web-teleconferences, documentation of all aspects of the project, paper and copying expenses, progress reports and all other costs associated with the project.

**Section 4, Subsection 5.6.4 For Phase I:** The Vendor shall assume all travel related costs associated with their required travel for any in-person Agency meetings. Dates, times and exact locations will be agreed upon by Vendor and the Agency during project initiation.

***Vendor Response:***

The Principal Investigator will assume all travel related costs associated with required travel for any in-person Agency meetings. Dates, times, and exact locations will be agreed upon by Vendor and the Agency during project initiation.

**Section 4, Subsection 5.6.5 For Phase II:** The Agency will develop a scope of work for Phase II upon execution of a specific Project Goal as stated in Section 4.1.

***Vendor Response:***

The Principal Investigator will look forward to reviewing the scope of work for Phase II.

**Section 4, Subsection 5.6.6 For Phase II:** Upon reaching an agreement on the scope, the Agency will execute a delivery order to authorize the work. Vendor is not permitted to exceed the estimated number of hours without express authorization from the Agency.

***Vendor Response:***

The Principal Investigator will not exceed the stated estimated number of hours without written authorization from the Agency.

**Section 4, Subsection 5.6.7 For Phase II:** The Vendor shall provide advisory assistance in the creation with Agency personnel to develop and evaluate future solicitations received from potential vendors for Phase II of the project.

***Vendor Response:***

The Principal Investigator anticipates providing technical assistance in the development of Phase II RFPs and evaluation criteria, as well as consultation in review of subsequent proposals received from potential vendors.

**Section 4, Subsection 5.6.8 For Phase II:** Prior to contract award, the successful Vendor must acknowledge, in writing, that it understands that successful award of this Request for Proposal (CRFP HHO1800000001) will automatically exclude the Vendor from participating in any future solicitations resulting from this Request for Proposal.

***Vendor Response:***

The Principal Investigator understands that award of this RFP precludes participation in any future solicitations resulting from this RFP. However, this exclusion shall not extend to any uncompensated, collaborating individuals or organizations.

# REQUEST FOR PROPOSAL

CRFP HHO1800000001 - WV Governor's Office
Herbert Henderson Office of Minority Affairs

By signing below, I certify that I have reviewed this Request for Proposal in its entirety; understand the requirements, terms and conditions, and other information contained herein; that I am submitting this proposal for review and consideration; that I am authorized by the bidder to execute this bid or any documents related thereto on bidder's behalf; that I am authorized to bind the bidder in a contractual relationship; and that, to the best of my knowledge, the bidder has properly registered with any State agency that may require registration.

West Virginia University Research Corporation

John Childress, Assistant Secretary

wvusponsoredprograms@mail.wvu.edu

304-293-6709

304-293-7435 (fax)

Signature

4.6.18
Date

*Please see exceptions to terms and conditions as an appendix to this proposal.

## Exceptions to the Terms and Conditions

Article 8 – Insurance – West Virginia University carries insurance through the BRIM. It is not certain if the insurance is considered commercial.

Article 28 – Warranty – Because of the nature of the worked covered by this agreement, no warranty is given or implied.

Article 31 – Privacy, Security, and Confidential Information – we request that the following terms be added,

> "_( WVU or WVURC)_____ may use any data resulting from this agreement for internal, non-commercial educational and research purposes.
> __( WVU or WVURC)_____ shall have the right to publish or disclose the results arising from this agreement provided, however, that the text of any such publication or disclosure is first submitted to Agency for review and comment at least thirty (30) days prior to submission for publication or disclosure. _( WVU or WVURC)_____ shall retain copyright to all publications created by _( WVU or WVURC)_____ and Principal Investigator resulting from the Agreement.

Article 36 - Vendor Relationship –Please remove the last paragraph. As a state agency, we cannot, by law, hold another entity harmless.

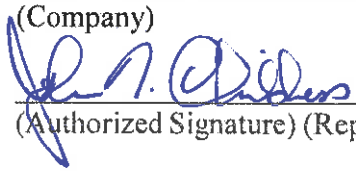
Article 37 - Indemnification - State law prohibits WVU from indemnifying another entity.

**DESIGNATED CONTACT:** Vendor appoints the individual identified in this Section as the Contract Administrator and the initial point of contact for matters relating to this Contract.

(Name, Title)
John Childress, Assistant Secretary, WVU Research Corporation
(Printed Name and Title)
886 Chestnut Ridge Road, PO Box 6845, Morgantown, WV 26506-6845
(Address)
304-293-3998 / 304-293-7435
(Phone Number) / (Fax Number)
wvusponsoredprograms@mail.wvu.edu
(email address)

**CERTIFICATION AND SIGNATURE:** By signing below, or submitting documentation through wvOASIS, I certify that I have reviewed this Solicitation in its entirety; that I understand the requirements, terms and conditions, and other information contained herein; that this bid, offer or proposal constitutes an offer to the State that cannot be unilaterally withdrawn; that the product or service proposed meets the mandatory requirements contained in the Solicitation for that product or service, unless otherwise stated herein; that the Vendor accepts the terms and conditions contained in the Solicitation, unless otherwise stated herein; that I am submitting this bid, offer or proposal for review and consideration; that I am authorized by the vendor to execute and submit this bid, offer, or proposal, or any documents related thereto on vendor's behalf; that I am authorized to bind the vendor in a contractual relationship; and that to the best of my knowledge, the vendor has properly registered with any State agency that may require registration.

West Virginia University Research Corporation
(Company)



(Authorized Signature) (Representative Name, Title)

John Childress, Assistant Secretary
(Printed Name and Title of Authorized Representative)

4.6.18
(Date)

304-293-3998 / 304-293-7435
(Phone Number) (Fax Number)

**ADDENDUM ACKNOWLEDGEMENT FORM**
**SOLICITATION NO.: CRFP HHO1800000001**

**Instructions:** Please acknowledge receipt of all addenda issued with this solicitation by completing this addendum acknowledgment form. Check the box next to each addendum received and sign below. Failure to acknowledge addenda may result in bid disqualification.

**Acknowledgment:** I hereby acknowledge receipt of the following addenda and have made the necessary revisions to my proposal, plans and/or specification, etc.

**Addendum Numbers Received:**
(Check the box next to each addendum received)

| | | | |
|---|---|---|---|
| [ ] | Addendum No. 1 | [ ] | Addendum No. 6 |
| [ ] | Addendum No. 2 | [ ] | Addendum No. 7 |
| [ x ] | Addendum No. 3 | [ ] | Addendum No. 8 |
| [ ] | Addendum No. 4 | [ ] | Addendum No. 9 |
| [ ] | Addendum No. 5 | [ ] | Addendum No. 10 |

I understand that failure to confirm the receipt of addenda may be cause for rejection of this bid. I further understand that that any verbal representation made or assumed to be made during any oral discussion held between Vendor's representatives and any state personnel is not binding. Only the information issued in writing and added to the specifications by an official addendum is binding.

West Virginia University Research Corporation
Company

Authorized Signature

4.6.18
Date

NOTE: This addendum acknowledgement should be submitted with the bid to expedite document processing.

**ADDENDUM ACKNOWLEDGEMENT FORM**
**SOLICITATION NO.: CRFP HHO1800000001**

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West Virginia University Research Corporation
Company

John Childress, Assistant Secretary Authorized Signature

4.18.18
Date

NOTE: This addendum acknowledgement should be submitted with the bid to expedite document processing.

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**Acknowledgment:** I hereby acknowledge receipt of the following addenda and have made the necessary revisions to my proposal, plans and/or specification, etc.

**Addendum Numbers Received:**
(Check the box next to each addendum received)

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| [ ] | Addendum No. 1 | [ ] | Addendum No. 6 |
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| [ ] | Addendum No. 3 | [ ] | Addendum No. 8 |
| [ ] | Addendum No. 4 | [ ] | Addendum No. 9 |
| [x] | Addendum No. 5 | [ ] | Addendum No. 10 |

I understand that failure to confirm the receipt of addenda may be cause for rejection of this bid. I further understand that that any verbal representation made or assumed to be made during any oral discussion held between Vendor's representatives and any state personnel is not binding. Only the information issued in writing and added to the specifications by an official addendum is binding.

West Virginia University Research Corporation
Company

John Childress, Assistant Secretary Authorized Signature

4.19.18
Date

NOTE: This addendum acknowledgement should be submitted with the bid to expedite document processing.

Exhibit A: Example Monthly Status Report

# Example Monthly Status Report

September 15, 2018

To: William White, Executive Director Herbert Henderson Office of Minority Affairs

From: Margaret Stout, Community Development Pilot Project Manager

Re: August 2018 Report

Please refer to the attached Public Engagement Plan for this project. Because building the lists for more formal outreach efforts in future participatory research and planning activities takes time, we have begun this process immediately. In the first month of this contract, we identified # stakeholders who are engaged in delivering services on the West Side:

- List of organizations

We reached out to each one via telephone and email (content attached) to share basic information about the project and how we'd like them to engage in upcoming activities. For those who expressed interest, we have established an Organizational Stakeholder database with the appropriate contact person and information for future communications. We also identified a number of resident and business leaders to begin building those databases. Using a snowball method of referrals, we will continue developing this list for future participatory events.

Preliminary research has included collecting every relevant study report we could identify through conversations with organizational stakeholders. These documents include:

- List of documents

Finally, a secondary data collection plan has been completed to guide the research efforts of graduate student team members. This handbook is also attached for your review, and includes data source URLs and screen shots that direct the researchers to the indicator data sets we've chosen for the Community Profile. These indicators are organized according to the Community Capitals Framework.

Our next steps are to assign specific student researchers to these various data sets in order to deliver the findings with our next monthly progress report.

3.1 Stout CV

# Margaret Stout

[redacted]
https://wvu.academia.edu/MargaretStout

## Academic Appointments

| | |
|---|---|
| Associate Professor, Public Administration, West Virginia University | 2015-present |
| Assistant Professor, Public Administration, West Virginia University | 2009-2015 |
| Assistant Professor, Political Science, Bridgewater State College | 2007-2009 |
| Teaching Assistant, Public Administration, Arizona State University | 2005-2007 |
| Research Assistant, Public Administration, Arizona State University | 2002-2005 |

## Education

***Doctor of Philosophy***, Public Administration — 2007

Arizona State University, College of Public Programs, School of Public Affairs, Phoenix, AZ
Concentrations: Administrative Theory in Public Organizations; Public Policy
Dissertation: *Bureaucrats, Entrepreneurs, and Stewards: Seeking Legitimacy in Public Administration*

***Graduate Certificate***, Nonprofit Leadership & Management — 2004

Arizona State University, Tempe, AZ

***Master of Science***, Management & Development of Human Resources — 1988

National College of Education (now National Louis University), Evanston, IL
Thesis: *Employer-Supported Child Care in Arizona: Needs and Expectations*

***Bachelor of Science***, Psychology, cum laude — 1982

Northern Arizona University, Flagstaff, AZ

***Associate of Arts***, Human Services, summa cum laude — 1980

Kendall College, Evanston, IL

## Research and Publications

***Research Interests***

- The Administrative Role in Social and Economic Justice
- Deliberative, Participatory, and Collaborative Democratic Governance
- Land Use Policy, Planning, and Community Development

***Works in Progress***

Stout, Margaret (Ed.). 2018 (contracted and forthcoming). *From Austerity to Abundance? Creative Approaches to Coordinating the Common Good*, Volume 6 of Critical Perspectives on International Public Sector Management. Bingley, UK: Emerald Group Publishing.

Stout, Margaret (Ed.). 2018 (contracted and forthcoming). *The Future of Progressivism: Applying Follettian Thinking to Contemporary Challenges*. Anoka, MN: Process Century Press.

***Books***

Stout, Margaret and Love, Jeannine M. 2018 (in press). *Integrative Governance: Generating Sustainable Responses to Global Crises*. London: Routledge. ISBN 9781138695733

Stout, Margaret, and Jeannine M. Love. 2016. *A Radically Democratic Response to Global Governance: Dystopian Utopias*. Abingdon, UK: Routledge.

Stout, Margaret and Jeannine M. Love. 2015. *Integrative Process: Follettian Thinking from Ontology to Administration*. Anoka, MN: Process Century Press.

Stout, Margaret. 2013. *Logics of Legitimacy: Three Traditions of Public Administration Praxis*. Boca Raton, FL: Taylor & Francis Group, CRC Press.

***Blind Peer Reviewed Articles and Book Chapters***

Stout, Margaret, Koen P. R. Bartels, and Jeannine M. Love. 2018 (forthcoming). Clarifying Collaborative Dynamics in Governance Networks. In Stout, Margaret (Ed.). *From Austerity to Abundance? Creative Approaches to Coordinating the Common Good*, Volume 6 of Critical Perspectives on International Public Sector Management. Bingley, UK: Emerald Group Publishing.

Stout, Margaret. 2018 (forthcoming). Planning for Community Change: Radically Democratic Practice and Pedagogy. In Angela M. Eikenberry, Roseanne Marie Mirabella, and Billie Sandberg (Eds.). *Reframing Nonprofit Management: Democracy, Inclusion, and Social Change*. Irvine, CA: Melvin & Leigh.

Stout, Margaret. 2017. The Impossibility of a Universal Public Service Perspective. *Teaching Public Administration*, 1-15, Online First: doi/10.1177/0144739417738953.

Stout, Margaret and Jeannine M. Love. 2017. Integrative Governance: A Method for Fruitful Public Encounters. *American Review of Public Administration*, 47(1), 130–147. (Early View 2015).

Stout, Margaret, George W. Dougherty, and Larkin Dudley. 2017. "Citizen advisory bodies: New wine in old bottles?" In *Leadership and change in public sector organizations: Beyond reform*, edited by James D. Ward, 176-202. London: Routledge.

Stout, Margaret, Leslie Tower, and Mohamad Alkadry. 2015. Reframing Workplace Spirituality to Reduce Career and Social Costs to Women. *Public Integrity*, 17(2), pp. 143-164.

Stout, Margaret and Jeannine M. Love. 2015. Relational Process Ontology: A Grounding for Global Governance. *Administration & Society*, 47(4) 447–481. (Early View June 2013). DOI: 10.1177/0095399713490692

Stout, Margaret and Jeannine M. Love. 2014. The Unfortunate Misinterpretation of Miss Follett. *Public Voices*, 13(2), pp. 11-32.

Stout, Margaret and Maja H. Holmes. 2013. From Theory to Practice: Utilizing Integrative Seminars as Bookends to the Master of Public Administration Program of Study. *Teaching Public Administration*, 31, pp. 186-203. DOI: 10.1177/0144739413487745

Stout, Margaret. 2013. Preparing Public Administration Scholars for Qualitative Inquiry: A Status Report. *Public Administration Research,* 2(1), pp. 11-28. DOI: 10.5539/par.v2n1p11

Stout, Margaret. 2013. Delivering an MPA Emphasis in Local Governance and Community Development through Service Learning and Action Research. *Journal of Public Affairs Education,* 19(2), pp. 217-238. http://www.naspaa.org/jpaemessenger/Article/VOL19-2/04_Stout.pdf

Stout, Margaret. 2012. Toward a Relational Language of Process. *Administrative Theory & Praxis,* 34(3), pp. 407-432. DOI: 10.2753/ATP1084-1806340305

Stout, Margaret. 2012. Competing Ontologies: A Primer for Public Administration. *Public Administration Review,* 72(3), pp. 388–398. DOI: 10.1111/j.1540-6210.2011.02530.x

Stout, Margaret and Carrie Staton. 2011. The Ontology of Process Philosophy in Follett's Governance Theory. *Administrative Theory & Praxis*, 33(2), pp. 268–292. DOI: 10.2753/ATP1084-1806330206

Stout, Margaret and Joao Salm. 2011. What Restorative Justice Might Learn from Administrative Theory. *Contemporary Justice Review,* 14(2), pp. 203-225. DOI: 10.1080/10282580.2011.565978

Stout, Margaret. 2010. Revisiting the (Lost) Art of Ideal-Typing in Public Administration. *Administrative Theory & Praxis*, 32(4), pp. 491-519. DOI: 10.2753/ATP1084-1806320401

Stout, Margaret. 2010. Back to the Future: Toward a Political Economy of Love & Abundance. *Administration & Society*, 42(1), pp. 3-37. DOI: 10.1177/0095399710363681

Stout, Margaret. 2010. Climbing the Ladder of Citizen Participation: Establishing Local Policies for Participatory Practice. *Public Administration and Management*, 15(1), pp. 46-98. http://www.spaef.com/file.php?id=1127

Stout, Margaret. 2009. Enhancing Professional Socialization through the Metaphor of Tradition. *Journal of Public Affairs Education*, 15(3), pp. 289-316. http://www.naspaa.org/jpaemessenger/Article/jpae-v15n3-03Stou.pdf

Stout, Margaret. 2009. You Say You Want a Revolution? *International Journal of Organization Theory and Behavior*, 12(2), pp. 291-309.

Stout, Margaret. 2006. A Samurai's Lineage: Theoretical Traditions in Public Administration. *Administrative Theory & Praxis,* 28(4), pp. 618-630. http://mesharpe.metapress.com/link.asp?id=38606w1235755813

***Invitational Essays (Editorial Peer Review)***

Stout, Margaret. 2017. I Wish Someone Told Me This in Graduate School. In Zavattaro, Staci and Orr, Shannon (Eds.), *Reflections on Academic Lives: Identities, Struggles, and Triumphs in Graduate School and Beyond*. New York: Palgrave Macmillan.

Stout, Margaret. 2016. Remembering Kym Thorne (and Alexander Kouzmin): Reform, Revolution or Mission Impossible? *Administrative Theory & Praxis*, 38(2), pp. 90-92.

Catlaw, Thomas J. and Margaret Stout. 2016. Governing Small Town America Today: The Promise and Dilemma of Dense Networks. *Public Administration Review*, 76(2), pp. 225-229.

Stout, Margaret and Jeannine M. Love. 2015. Follett, Mary Parker. In Bearfield, D.; Dubnick, M. (Eds.) *Encyclopedia of Public Administration and Public Policy*, 3rd Edition. New York: Taylor & Francis, pp. 1503-1510.

Stout, Margaret. 2014. The Many Faces of Unity. *Public Administration Quarterly,* 38(2), pp. 273-281.

Stout, Margaret and Jeannine M. Love. 2014. Fraternity, Solidarity, and Unity: Concepts Grounded in Competing Ontologies. *Administrative Theory & Praxis*, 36(3), pp. 421-429.

Stout, Margaret. 2014. Repurposing Citizen Advisory Bodies in a Ninth Model City Charter. *National Civic Review*, Summer, pp. 48-54.

Stout, Margaret and Jeannine M. Love. 2013. Ethical Choice Making. *Public Administration Quarterly*, 37(2), pp. 278-294.

Stout, Margaret. 2012. Community as Home: The Process Perspective on Community Building. *Creative Transformation,* 21(3-4), pp. 8-12.

Stout, Margaret and Carrie Staton. 2012. Public Administration's Concept of Person-in-Community. *Creative Transformation,* 21(3-4), pp. 4-7.

Stout, Margaret. 2012. Symposium Introduction: Process Philosophy. *Administrative Theory & Praxis*, 34(3), pp. 357-361.

Stout, Margaret. 2011. Portraits of Politicians, Administrators, and Citizens. *Administrative Theory & Praxis*, 33(4), pp. 604-609. DOI: 10.2753/ATP1084-1806330409

Stout, Margaret. 2011. Refusing Ontological Colonization. *Administrative Theory & Praxis*, 32(4), pp. 600-605. DOI: 10.2753/ATP1084-1806320407

Stout, Margaret. 2010. Symposium Introduction: Deliberative Democracy and Participatory Practice. *Public Administration and Management*, 15(1), pp. 1-8.

Stout, Margaret. 2010. Guest Editor's Introduction to the TPAC Symposium. *Journal of Public Affairs Education*, 15(3), pp. v-vii.

Stout, Margaret. 2009. Settlement Women Are Alive and Well in Community Development. *Administrative Theory & Praxis,* 31(4), pp. 590-595. DOI: 10.2753/ATP1084-1806310410

Stout, Margaret. 2009. Reflections from a "Minnow." *Administrative Theory & Praxis,* 31(2), pp. 243-246. DOI: 10.2753/ATP1084-1806310208

Catlaw, Thomas J. and Margaret Stout. 2008. Postmodernism and Public Policy. In Jack Rabin (Ed.). *Encyclopedia of Public Administration and Public Policy, Second Edition*, pp. 1524-1529. New York: Taylor & Francis Group. DOI: 10.1081/E-EPAP2-12002078

Stout, Margaret. 2007. In Remembrance of Fred Thayer. *Administrative Theory & Praxis,* 29(3), pp. 465-469. http://mesharpe.metapress.com/link.asp?id=m92t8jp46743v550

Stout, Margaret. 2007. Rejoinder to Cunningham, Hummel, McSwite, and Rutgers. *Administrative Theory & Praxis,* 29(2), pp. 333-340. http://www.jstor.org/stable/2561086

***Commentaries & Book Reviews (Editorial Peer Review)***

Stout, Margaret. 2018. Book Review: *When the state meets the street: Public service and moral agency*. Bernardo Zacka. Belknap Press of Harvard University Press, 2017. *Public Integrity* (forthcoming).

Stout, Margaret. 2015. Book Review: *Democratic Justice & the Social Contract*. Albert Weale. Oxford University Press, 2013. *Public Administration*, 93(3), pp. 822-836.

Stout, Margaret. 2015. Book Review: Universalism of the Void as Lack. *Ontology and World Politics: Void Universalism I.* Sergei Prozorov. Routledge, 2014. *Theory of the Political Subject: Void Universalism II.* Sergei Prozorov. Routledge, 2014. *Administrative Theory & Praxis*, 37:1, 70-76, DOI: 10.1080/10841806.2015.997633.

Stout, Margaret. 2014. Book Review: *A World of Becoming.* William E. Connolly. Duke University Press, 2011. *The Fragility of Things: Self-Organizing Processes, Neoliberal Fantasies, and Democratic Activism.* William E. Connolly. Duke University Press, 2013. *Administrative Theory & Praxis*, 36(4), pp. 545-554.

Stout, Margaret. 2014. Book Review: *Women in Public Service: Barriers, Challenges, and Opportunities.* Mohamad G. Alkadry and Leslie E. Tower. M.E. Sharpe, 2014. *American Review of Public Administration*, 44(3), pp. 375-377 (Early View December 2013). DOI: 10-1177/0275074013513066

Stout, Margaret. 2011. Book Review: In Exploration of Foundational Political Philosophy. *Vital Democracy: A Theory of Democracy in Action.* Frank Hendriks. Oxford University Press, 2010. *Public Administration Review*, 71(6), pp. 970-973. DOI: 10.1111/j.1540-6210.2011.02453.x

Stout, Margaret. 2011. Book Review: In Search of a Holistic Public Policy Theory Primer. *The Public Policy Theory Primer.* Kevin B. Smith and Christopher W. Larimer. Westview Press, 2009. *Public Administration Review*, 71(2), pp. 322-326. DOI: 10.1111/j.1540-6210.2011.02350.x

Stout, Margaret and Thomas Bryer. 2009. Reflections on a Themeless Conference: PA Theory Network 2009, Frankfort, Kentucky. *Administrative Theory & Praxis,* 31(4), pp. 632-644. DOI: 10.2753/ATP1084-1806310416

Stout, Margaret. 2009. Defining Public Service Attitudes and Actions: So What Exactly Does this Mean in a Postmodern World? *PA Times*, 32(5), p. 3. American Society for Public Administration. http://web.ebscohost.com/ehost/pdfviewer/pdfviewer?sid=393d61f1-7c04-4bd5-8547-9179954ba9fc%40sessionmgr115&vid=5&hid=11

Stout, Margaret. 2006. Commentary on the Diversity Within Unity Concept. *Communitarian Letter #12*, Amitai Etzioni, Communitarian Network, George Washington University.

Stout, Margaret, Thomas Bryer, and Floun'say Caver. 2006. Doctoral Students Convene in Texas to Discuss Emerging Issues in Public Administration. *PA Times*, 29(3), pp. 8-9. American Society for Public Administration. ISSN: 0416323 http://web.ebscohost.com/ehost/pdfviewer/pdfviewer?sid=393d61f1-7c04-4bd5-8547-9179954ba9fc%40sessionmgr115&vid=6&hid=114

Stout, Margaret. 2004. Teaching Public Service Ethics. *Ethics Today*, 7(1), pp. 5, 15-17. American Society for Public Administration Ethics Section, Washington, D.C.

***Conference Papers and Presentations***

"Community Capacity Indicators Think Tank Session." (With Daniel Eades.) Community Development Society Conference, Detroit, MI, July 23, 2018.

"The Relational Challenges and Power Dynamics of Community Engaged Scholarship." (With Celina Tchida, Shanequa Smith, and John-Michael Aurednik.) Community Development Society Conference, Detroit, MI, July 24, 2018.

"Integrative Governance: From Theory to Practice." (With Jeannine Love.) Public Administration Theory Network Conference, Cleveland, OH, June 2, 2018.

"Competing Ontologies and Epistemologies in Qualitative Research." Qualitative Research in Management and Organizations, Albuquerque, NM, March 28, 2018.

"Building a Community Knowledge Commons in West Virginia." Northeast Conference on Public Administration, Burlington, VT, November 4, 2017.

"Community Land Trusts: An Idea Ripe for West Virginia?" West Virginia Housing Conference, Charleston, WV, September 21, 2017.

"Saving Ourselves through Collaborative Action." Virginia Tech Save Our Towns Summit, Blacksburg, VA, September 15, 2016.

"Planning for Social Equity." (With Jeannine Love.) Network of Schools of Public Policy, Affairs, and Administration, Columbus, OH, October 21, 2016.

"Is There a Role for Public Administration in Radical Democracy?" American Society for Public Administration, Seattle, WA, March 18, 2016.

"Service Learning and Outreach as Community Revitalization Catalysts." (With Karen Kunz.) Community Development Society Conference, Lexington, KY, July 20, 2015.

"Process Thought in Public Administration Theory: A Genealogy." 11th International Whitehead Conference, Claremont, CA, June 6, 2015.

"Integrative Governance: A Method for Fruitful Encounters." (With Jeannine Love.) Interpretive Policy Analysis Conference, Wageningen, the Netherlands, July 3, 2014.

"Building Core Competencies through an Integrative MPA Curriculum." (With Maja Holmes.) Teaching Public Administration Conference, Liverpool, England, June 9, 2014.

"Integrative Collaborative Governance: Why Styles of Relating Matter." (With Koen Bartels and Jeannine Love.) Trans-Atlantic Dialogue, Lugano, Switzerland, June 3, 2014.

"Dystopic Utopias: Barriers to Governance in a Global Context." (With Jeannine Love.) Public Administration Theory Network Conference, Miami, FL, May 17, 2014.

"From Theory to Practice: Utilizing Integrative Seminars to Provide Foundational and Application Bookends to the Master of Public Administration Program of Study." (With Maja Holmes.) Teaching Public Administration Conference, San Francisco, CA, June 3, 2013.

"Utopia, Democracy, and Public Administration: Integrative Governance." (With Jeannine Love.) Public Administration Theory Network, San Francisco, CA, June 1, 2013.

"Integrating Follett: An Explication of Her Thinking from Ontology to Administration." (With Jeannine Love.) American Society for Public Administration, New Orleans, LA, March 18, 2013.

"Still Climbing the Ladder of Participation." (With Morgan Riffle and Celina Tchida.) American Society for Public Administration, New Orleans, LA, March 18, 2013.

"Citizen Advisory Boards as a Venue for Participation." (With George Dougherty and Larkin Dudley.) American Society for Public Administration, New Orleans, LA, March 18, 2013.

"Follettian Integrative Governance: A Global Solution?" (With Jeannine Love.) The Normandy Conversations on Mary P. Follett, Rouen, Normandy, France, October 25-26, 2012.

"Community Design and Development through Interdisciplinary Service Learning and Action Research." (With Ashley Kyber.) Teaching Public Administration Conference, South Padre Island, TX, May, 2012.

"Relational Ontology: A New (Old) Foundation for Governance in a Globalizing World." (With Jeannine Love.) Public Administration Theory Network Conference, South Padre Island, TX, May, 2012.

"Democracy & Social Justice Roundtable." (With Lenneal Henderson and James Nordin.) American Society for Public Administration, Las Vegas, NV, March 2, 2012.

"Collaborative by Design: An Integrated Service Learning and Action Research Model." National Association of Schools of Public Administration and Affairs, Annual Conference, Kansas City, KS, October 21, 2011.

"Toward a Public Philosophy and Ethic for an Interconnected World." American Society for Public Administration, Annual Conference, Baltimore, MD, March 12, 2011.

"Ethics and Ontology in Governance." Council on Governmental Ethics Laws, Annual Conference, Washington, D.C., December, 2010.

"Establishing Substantive Space within Formal Institutions: A Necessary Precursor to Effective Deliberation?" Political Science Association (UK), Participatory and Deliberative Democracy Specialist Group Conference, Glasgow, Scotland, June, 2010.

"The Ontology of Process Philosophy in Follett's Administrative Theory." (With Carrie Staton, MPA student.) Public Administration Theory Network Conference, Omaha, NE, May, 2010.

"Co-Creation and the Social Bond: A Collaborative Process of Being." American Society for Public Administration, San Jose, CA, April 2010.

"Toward a Dialectical Synthesis of Competing Political Ontologies." Public Administration Theory Network Conference, Frankfort, KY, May, 2009.

"Teaching Public Policy as a Survey Course: Using Forms of Rationality as a Framework." Teaching Public Administration Conference, Frankfort, KY, May, 2009.

"Critiquing the State of Public Service." Minnowbrook III Conference (Maxwell School, Syracuse University), Blue Mountain Lake, NY, September, 2008.

"Climbing the Ladder of Participation: Collaborative Planning as a Counter-Hegemonic Movement." Public Administration Theory Network Conference, Richmond, VA, May, 2008.

"Teaching Qualitative Research Methods for *Practitioners*." Teaching Public Administration Conference, Richmond, VA, May, 2008.

"Back to the Future: Toward a Political Economy of Love and Abundance." Public Administration Theory Network Conference, Harrisburg, PA, May, 2007.

"Using the Metaphor of Tradition to Teach Public Administration." Teaching Public Administration Conference, Harrisburg, PA, May, 2007.

"Qualitative Research Methods in Public Administration Pedagogy: Discovering the Moments." Teaching Public Administration Conference, Olympia, WA, February, 2006.

"A More Perfect Union: Qualitative Research Methods and Public Administration Doctoral Programs." Public Administration Theory Network Conference, Krakow, Poland, June, 2005.

"Calling, Vocation, and Stewards of the Public Trust: Motivations and Manifestations of Public Service." American Society for Public Administration Conference, Milwaukee, WI, April, 2005.

"Do Policy Frameworks Grow Corn?" (With Marlys Morton.) Public Administration Theory Network Conference, Omaha, NE, June, 2004.

"The First Step is Getting There: Getting to Rail and TOD." (With Mary O'Connor.) Dynamics of Change, Railvolution '99, Dallas, TX. September 27, 1999.

"How Business Can Change and Improve Educational Outcomes." (With Neil Dempster.) Joining Together to Make a Difference, Arizona SHRM Human Resource Conference, Mesa, AZ, September 14, 1995.

***Colloquia***

"An Alternative Philosophy of Being for Collaborative Action." West Virginia University, School of Applied Social Sciences, Thoughtful Thursday series, April 22, 2010.

***Practice Publications***

Amsler, Terry; Blomgren, Lisa Amsler; Hilver, Cheryl; Huggins, Mike; Leighninger, Matt; Moore, Steve; Rawlings, Kelly; Stout, Margaret; Willis, Wendy. 2013. *Making Public Participation Legal.* Working Group on Legal Frameworks for Public Participation.

Harter, Leigh and Stout, Margaret. 2008. Charitable Remainder Trusts Part II: The Miracle of Multigenerational Growth. *Journal of Practical Estate Planning,* 9(6), December-January, pp. 35-50. http://heinonline.org/HOL/Page?handle=hein.journals/jrlpep9&div=75&g_sent=1&collection=journals

Stout, Margaret and Harter, Leigh. 2007. Charitable Remainder Trusts Part I: The Aspiration of Stewardship. *Journal of Practical Estate Planning,* 9(5), October/November, pp. 33-41. http://heinonline.org/HOL/Page?handle=hein.journals/jrlpep9&div=63&g_sent=1&collection=journals

Stout, Margaret and Wolf, Susan. 1996. *Bridging the Gap Between Work and Family: The Complete Employee Dependent Care Planning Manual.* Tempe, AZ: Cheetah Consulting, Inc. dba WorkLife Strategies.

Stout, Margaret. 1991. Assessing Employee Dependent Care Needs. *HRMagazine,* 36(9), September. Society for Human Resource Management.

Stout, Margaret. 1989. *Child Care: A Business Investment that Works*. Phoenix, AZ: Children's Action Alliance (with funding from American Express Company and Honeywell Inc.).

Stout, Margaret. 1987. Who is Responsible for Our Children? *Contemporary Women's Newspaper,* 1(8), August.

# Teaching & Mentorship

***Teaching Interests***

- Administrative Theory, Ethics, and Leadership in Public and Nonprofit Organizations
- Public Engagement, Public Planning, and Community Development
- Local Governance
- Public Policy Theory, Analysis, and Evaluation

***Courses Taught***

- Scope and Practice (Historical and Intellectual Foundations), WVU PUBA 600, ongoing
- Local Governance, WVU PUBA 650, Fall '11, '13,'15
- Public Engagement, WVU PUBA 655, Spring '12, '14,'16
- Public Planning, WVU PUBA 611/750, Fall '10, '12, '14, '16
- Sustainable Community Development, WVU PUBA 755, Spring '13, '15, '17
- Conflict Management, WVU PUBA 743, Spring '11
- Public Administration and Policy Development, WVU PUBA 645, Spring '10
- Legal and Political Foundations, WVU PUBA 640, Fall '09
- Administrative Ethics, Bridgewater State College POLI 533, Spring '09
- Community Building and Conflict Resolution, Bridgewater State College POLI 592, Fall '08
- Public Policy, Bridgewater State College POLI 479, Fall '08
- Public Policy Arenas, Bridgewater State College POLI 592, Fall '07
- Public Personnel, Bridgewater State College POLI 531, Spring '09
- State and Local Government, Bridgewater State College POLI 277, Spring '08, Spring '09
- Introduction to American Government, Bridgewater State College POLI 172, Fall '07; Spring '08; Fall '08
- Public Service Ethics, Arizona State University PAF 460, Summer '04

***Seminars and Workshops***

"Conflict Resolution and Collaboration." Westside Action Coalition, Fairmont, WV, April 4, 2017, with Bob Riddle.

"Community Enterprise Game." Westside Action Coalition, Fairmont, WV, October 15, 2016.

"Community Visioning Conversations." Westside Action Coalition, Fairmont, WV, April 29-30, 2016.

"Engaging the Public." Westside Action Coalition, Fairmont, WV, March 5, 2016.

"Building Social Capital." Westside Action Coalition, Fairmont, WV, February 6, 2016.

"Asset-Based Community Development." Westside Action Coalition, Fairmont, WV, February 6, 2016.

"Resource Development and Grant Writing." Ravenswood Development Authority, Ravenswood, WV, October 24, 2015.

"Board Financial Policies and Procedures." Ravenswood Development Authority, Ravenswood, WV, October 24, 2015.

"Board Roles and Responsibilities." Ravenswood Development Authority, Ravenswood, WV, October 23, 2015.

"West Virginia Boards, Commissions, and Authorities." Ravenswood Development Authority, Ravenswood, WV, October 23, 2015.

"Not the Usual Suspects… Engaging the General Public in Community Development." Community Leadership Academy, Cheat Lake, WV, October 3, 2014.

"Improving Citizen Advisory Board Efficacy." City of Morgantown Urban Landscape Commission and City of Morgantown Tree Board, Morgantown, WV, August 28, 2013.

"Pros and Cons of the Forms of Local Government Available in West Virginia." Morgantown League of Women Voters, Morgantown, WV, March 14, 2013.

"Process Philosophy and Governance." With Carrie Staton. Claremont School of Theology, Center for Process Studies, Claremont, CA, March 28, 2012.

"How to Transform a Community: Social Marketing for Community-Wide Change." With Bill Reger-Nash. West Virginia Public Health Conference, Cheat Lake, WV, September 23, 2011.

"Evaluating Community Programs." Community Development Institute-East, May 10, 2011.

"Community-Based Planning for ACTION Zone Strategies." Technical Assistance Workshop, Arizona Department of Commerce, Housing and Infrastructure Development, Phoenix, AZ, October 28, 1999.

"Planning and Evaluating Employer-Sponsored Dependent Care Programs." Lifelong Learning Partnerships: Building Healthy Communities and a Stronger Workforce, a conference of the Arizona Partnership for Lifelong Learning, Phoenix, AZ, May 17, 1994.

"Child Care in the Workplace: How to Conduct Dependent Care Research." NESRA Western Region Conference, National Employee Services and Recreation Association, Phoenix, AZ, September 17, 1993.

"How Employer-Sponsored Child Care Programs are Developed." Child Care: A Business Investment that Works. Sponsored by the Arizona Business and Industry Coalition for Child Care, a project of the Children's Action Alliance, Phoenix, AZ, May 19, 1989.

***Guest Lectures***

"Community Development and Public Engagement: What Every Architect Should Know." Fairmont State University Architecture (Robert Kelly), September 2016.

"Asset-Based Community Development and the Community Capitals Framework." WVU Graphic Design (Eve Faulkes), Cultural Resource Management (Jenny Boulware), and Geography (Bradley Wilson), September 2016.

"Logics of Legitimacy and Theoretical Research in Public Administration." University of Central Florida, Foundations of Public Administration (Staci Zavatarro), October 26, 2016.

"Integrating, Conciliating, and Synthesizing Traditions of Public Administration." Mississippi State University, Foundations of Public Administration (Staci Zavatarro), November 14, 2013.

"Logics of Legitimacy and Theoretical Research in Public Administration." Mississippi State University, Foundations of Public Administration (Staci Zavatarro), September 5, 2010.

"Political Ontology and Public Administration." Arizona State University, College of Public Programs, School of Public Affairs, November, 2010.

"Logics of Legitimacy: Competing Traditions of Public Administration." UDESC (State University of Santa Catarina, Brazil), August, 2010.

"The Importance of Ontology in a Globalizing Context." UDESC (State University of Santa Catarina, Brazil), August, 2010.

"Community Building versus Development: Differing Approaches to Investment." UDESC (State University of Santa Catarina, Brazil), August, 2010.

"Two Models of Community and Economic Development: A Case Study of Tempe, Arizona." Lincoln Institute of Land Policy, November, 2008; Online course in the Taxation and Economic Development series released October 6, 2010.

"The New Public Service: Limits and Possibilities." UDESC (State University of Santa Catarina, Brazil), May, 2008.

***PodCasts***

"Community Mobilizing: A Factor in the 2008 Presidential Electoral Outcome with a Longstanding Tradition." Bridgewater State College web site: http//:www.bridgew.edu, November, 2008.

# Professional Practice

2002-2007 *President,* Fourth Sector Collaborations, Inc., Tempe, AZ
2000-2002 *Vice President,* Venture Catalyst Inc., Tucson and Tempe, AZ
Managing consultant of these project development consultancies providing services to the public, private, and non-profit sectors; specializing in designing collaborative processes for effective planning and implementation. Services included strategic planning, organizational development, board training, program and project design, resource development, contract management, and program evaluation. Typical applications included community planning, organizational planning, and project development.

1996-2000 *Founder and Executive Director,* NewTowN Community Development Corporation, Tempe, AZ
Administration of and project management for this nonprofit community development corporation with a mission to create a sustainable urban village.

- Developed the organizational strategic plan and business plan.
- Managed all administrative functions, including corporate legal compliance, financial management and reporting, resource development, and marketing.
- Completed all community and economic development project development, implementation, management, evaluation, and reporting, including:
  - Designed and facilitated community-based planning processes and authored two City-adopted Neighborhood Plans including all General Plan elements;
  - Completed preliminary work for a Redevelopment District Plan and implementation plan for the Neighborhood Strategic Plans;
  - Successfully advocated for development decisions based on adopted Plans;
  - Provided leadership in the creation and adoption of mixed use zoning ordinances, transit-oriented design, light rail service, and free neighborhood shuttles connecting residents to regional transit;
  - Provided advocacy, planning, design and community-based management oversight of the 5th Street Pedestrian Design and Traffic Calming Project;
  - Created and managed the multi-agency Tempe Child Care Collaborative and its needs assessment process, service delivery plan, program design and implementation plan;
  - Developed a Family Child Care Network micro-enterprise program;
  - Developed a Comprehensive Housing Development Strategy with six distinct housing programs, including the implementation plan for a nationally unique Lease-to-Own program linked with Section 8 Family Self Sufficiency; and
  - Pioneered the formation of a Community Land Trust to ensure long-term affordability in a rapidly gentrifying community.

1990-1996 *President*, Cheetah Consulting Inc. dba WorkLife Strategies, Tempe, AZ

- Provided human resources management and strategic planning services in the area of work/life balance, with a specialty in work and family research, planning and evaluation.

- Provided strategic planning and collaborative program design for regional economic development initiatives pertaining to quality of life and workforce development (Arizona Strategic Partnership for Economic Development).

1988-1990 *Research Coordinator*, Summa Associates, Inc., Tempe, AZ

- Developed, adapted, and implemented: dependent care research questions; pre-survey education processes; focus groups; needs assessment surveys; program impact studies; and interpretation and reporting of statistical analyses in written and graphic form.

## Service

***To the Institution***

| | |
|---|---|
| 2018-present | Program Coordinator, Graduate Certificate in Community Development Policy & Practice, Department of Public Administration, WVU. |
| 2017-present | Member of the Eberly College of Arts & Sciences Working Group on Community Engaged Scholarship, WVU. |
| 2013-present | Faculty Evaluation Committee, Department of Public Administration, WVU. |
| 2010-present | Program Coordinator, Local Governance & Community Development, MPA Area of Emphasis, Department of Public Administration, WVU. |
| 2010-present | Faculty Advisor to Pi Alpha Alpha WVU Chapter. |
| 2010-present | MPA Program Committee, Department of Public Administration, WVU. |
| 2016-2017 | West Virginia Housing and Resiliency Working Group, WVU. |
| 2016 | Visiting Committee Presentation, Eberly College of Arts & Sciences, WVU. |
| 2015-2017 | Outstanding Teacher Award Committee, Eberly College of Arts & Sciences, WVU. |
| 2015-2016 | Outstanding Teacher Award Committee, WVU Foundation. |
| 2015-2016 | Charleston West Side Revive Implementation Committee, WVU. |
| 2009-2015 | Admissions Committee, Department of Public Administration, WVU. |
| 2010-2014 | Faculty Advisor to *Commune Bonum: The Public Good* (student journal), WVU. |
| 2013-2014 | Dean's Advisory Board, Eberly College of Arts & Sciences, WVU. |
| 2013-2014 | Institute for Public Affairs Revitalization Committee, Eberly College of Arts & Sciences, WVU. |
| 2013-2014 | Energy Policy Faculty Search Committee, Office of the Provost, WVU. |
| 2013-2014 | NASPAA Accreditation Self-Study Committee, Department of Public Administration, WVU. |
| 2011-2013 | UniverCity Initiative, WVU/City of Morgantown. |
| 2012-2013 | Faculty Search Committee, Department of Public Administration, WVU. |
| 2010-2013 | NOVA Institute (WVU) Steering Committee member. |
| 2011-2012 | Chair Search Committee, Division of Public Administration, WVU. |

2011-2012 Faculty Evaluation Committee, Division of Public Administration, WVU.

2010-2011 Eberly College 2020 Strategic Planning process (Infrastructure and Operations Team).

2009-2010 Curriculum Committee Member, Division of Public Administration, WVU.

2008-2009 Member and Secretary, Academic Policies Committee, Bridgewater State College.

2007-2009 Member, Graduate Curriculum Committee, Political Science Department, Bridgewater State College.

2004-2006 Researcher, Qualitative Research Methods Curriculum Development, School of Public Affairs, Arizona State University.

2003-2004 Member, Social Science Committee, Arizona State University Preparing Future Faculty Program Guest Lecture Series, hosting Dr. Norman Denzin, University of Illinois at Urbana-Champaign.

***To the Field***

2018 NASPAA Conference Planning Committee

2015-present Editorial Board, *Public Policy and Administration (UK)*

2014-present Editorial Board, *Teaching Public Administration (UK)*

2013-present Series Editorial Committee, Emerald Group Publishers, *Critical Perspectives in International Public Management (UK)*

2011-present Editorial Board, *Administrative Theory & Praxis (US)*

2010-present ASPA Section on Public Administration Education (Executive Board Member 2010-2011; 2015-present, Vice-Chair 2012, Chair 2013, Immediate Past Chair 2014)

2009-present Peer review of journal articles for:

- *Administration & Society*
- *Administrative Theory & Praxis*
- *American Review of Public Administration*
- *Contemporary Justice Review*
- *History Compass*
- *International Journal of Organization Theory & Behavior*
- *International Journal of Public Participation*
- *Journal of Health and Human Services Administration*
- *Journal of Public Affairs Education*
- *Journal of Public Budgeting, Accounting, and Financial Management*
- *Local Government Studies*
- *Public Administration (UK)*
- *Public Administration and Management*
- *Public Administration Review*
- *Public Administration Quarterly*
- *Public Integrity*
- *Public Performance & Management Review*

- *Qualitative Research*
- *Social Science Quarterly*
- *Teaching Public Administration*
- *Urban Studies*

2009-present Peer review of book chapters and books for:

- CQ Press
- Emerald Group
- Jossey Bass
- McGraw Hill
- Policy Press

2011-2014 Public Administration Theory Network Board of Directors (Chair 2013-2014)

2009-2013 ASPA Section on Democracy & Social Justice Section (Executive Board Member)

2011-2012 Guest Editor, Peer Reviewed Symposium on Process Philosophy, *Administrative Theory & Praxis*

2009-2010 Conference Program Committee, Public Administration Theory Network Conference 2010

2008-2010 Guest Editor, Peer Reviewed Symposium on Deliberative Democracy and Participatory Practice, *Public Administration and Management*

2008-2009 Guest Editor, Peer Reviewed Symposium on Teaching Public Administration Conference, *Journal of Public Affairs Education*

2008-2009 ASPA Democracy & Social Justice Section Nomination Committee

2008-2009 Conference Program Chair, Public Administration Theory Network 2009.

2007-2008 Conference Program Chair, Teaching Public Administration Conference 2008.

2006-2007 Board Member, Section on Public Administration Research (SPAR), American Society of Public Administration (ASPA).

2004-2005 PAT-Net Theory Panel Development and Coordination for the 2005 ASPA Conference. *The New Public Service Doctrine: Can We Foster (or* Require*) A Sense of Vocation?*

***To the Community***

2017-present Volunteer consultant to the West Virginia Community Development Hub: Common Data & Metrics Team, for Appalachian Regional Commission POWER+ (Partnerships for Opportunity and Workforce and Economic Revitalization+) grantees

2016-2017 Member of the WVU West Virginia Resiliency Task Force

2015-2017 Member of the WVU Charleston-West Side Implementation Team

2015-2016 Volunteer consultant to Main Street Fairmont, America's Best Communities Competition

2011-2017 City of Morgantown Pedestrian Safety Board; representative to the Traffic Commission 2014.

| | |
|---|---|
| 2011-2015 | Power of 32 (regional economic development) Governance Team. |
| 2011-2013 | Wiles Hill/Highland Park Neighborhood Association, Vice President. |
| 2011-2013 | Regional Vision Committee, Morgantown/Star City/Morgantown MPO comprehensive planning process. |
| 2011 | West Virginia Governor's Honors Academy, resident faculty |
| 2010-2013 | Volunteer mentor and consultant to the West Virginia Community Development Hub (nonprofit organization). |
| 2008-2009 | Member, Town Government Study Committee (Open Town Meeting to Council Manager Charter passed April, 2010), Town of Bridgewater, MA. |
| 2007-2008 | Faculty Liaison, One Book One Community Planning Committee, Office of Community Partnerships Division of External Affairs, Bridgewater State College. |
| 2003-2007 | Member, City of Tempe Neighborhood Advisory Commission; Planning & Development Policy Committee Chair |
| 2004 | Evaluator, Institute of Cultural Affairs, Community Youth Forum Program Logic Model and Evaluation, with J. Nicholas Bacon, Gregory Jordan, Liane Soukup. |
| 2001, 2003 | Delegate, City of Tempe All-America Cities Award competition |
| 1996 | Member, City of Tempe General Plan 2020 Select Vision Committee |
| 1994-2000 | Co-chair, Riverside-Sunset Neighborhood Association |

## Grants

Eberly College of Arts & Sciences: $7,500 — 2017-2018
WVU VISTA Collaborative Placement

WVU Faculty Senate Grants for Research and Scholarship: $16,500 — 2016-2017
Integrative Governance

WesBanco: $1,650 — 2016-2017
Fostering Fairmont Project

Marion County: $500 — 2015-2016
Fostering Fairmont Project

West Virginia Department of Health and Human Resources: $5,000 — 2014-2015
Rural Health Flex/Recruitable Communities Grant

West Virginia Department of Health and Human Resources: $5,000 — 2013-2014
Rural Health Flex/Recruitable Communities Grant

WVU Faculty Senate Grants for Research and Scholarship: $10,000 — 2013-2014
Relational Ontology: A New (Old) Foundation for Governance in a Globalizing World

Kettering Foundation Collaborative Learning Agreement: $10,000 — 2012-2013
Citizen Advisory Bodies Project

WVU Faculty Senate Grants for Research and Scholarship: $14,800 2012-2013
Relational Ontology: A New (Old) Foundation for Governance in a Globalizing World

West Virginia Campus Compact: $1,233 2013
Campus-Community LINK Project (extension): Revitalizing Ravenswood

West Virginia Campus Compact: $6,000 2012
Campus-Community LINK Project: Unifying Moundsville

Appalachian Electric Power: $500 2012
Unifying Moundsville

West Virginia Campus Compact: $5,000 2011
Campus-Community LINK Project: Unifying Moundsville

## Honors & Awards

Outstanding Community Development Educator Award 2017
Community Development Society

Faculty Excellence in Civic Engagement Award 2017
West Virginia University, Center for Service and Learning

Outstanding Public Service Award
West Virginia University, Eberly College of Arts & Sciences 2015-2016

Outstanding Public Service Award Nominee
West Virginia University, Eberly College of Arts & Sciences 2014-2015

Outstanding Teacher Award Nominee
West Virginia University, Eberly College of Arts & Sciences 2014-2015

Outstanding Researcher Award Nominee
West Virginia University, Eberly College of Arts & Sciences 2013-2014

Outstanding Public Service Award Nominee
West Virginia University, Eberly College of Arts & Sciences 2012-2013

Minnowbrook III Conference, Phase I Nominee and Participant
Syracuse University, Maxwell School of Citizenship September, 2008

William E. and Sharon A. Arnold Student Service Award
Arizona State University, College of Public Programs May, 2007

Outstanding Doctoral Paper Award
Arizona State University, College of Public Programs, School of Public Affairs — May, 2007

Section for Women in Public Administration Conference Scholarship
American Society for Personnel Administration (ASPA) — March, 2006

Emerging Public Administration Scholar Symposium Nominee and Participant
University of Texas at Dallas and University of Texas at Arlington — December, 2005

P.E.O. Sisterhood Scholarship Nominee
Arizona chapter — 2004 & 2005

Community All-Stars in Public Service: Student Award
American Society for Personnel Administration, Arizona Chapter — May, 2005

N. Joseph Cayer Public Affairs Scholarship Award
Arizona State University, College of Public Programs, School of Public Affairs — Spring, 2004

Pi Alpha Alpha National Honor Society for Public Affairs and Administration — Spring, 2004

Arizona State Council Dedicated Service Award
Society for Human Resource Management — 1996

President's Scholarship Award
Kendall College — 1978 & 1979

## Professional Development

*Institute on Teaching and Mentoring*, The Compact for Faculty Diversity, Southern Regional Educational Board, Tampa, FL, October 27-30, 2016.

*Institute on Teaching and Mentoring*, The Compact for Faculty Diversity, Southern Regional Educational Board, Washington D.C., October 29-31, 2015.

*Mountain State Land Use Academy Leadership Conference*, Charleston, WV, October 8-9, 2013.

*Civic Life Institute*, Charleston, WV, July 20-21, 2011.

*Technology in the classroom, Blackboard, and web-based course delivery training*. Bridgewater State College, 2007-2009.

*Nonprofit Day 2004: Strengthening Our Nonprofit Workforce.* College of Public Programs, Arizona State University, December 3, 2004.

*Preparing Future Faculty Experiential Phase*. Graduate College, Arizona State University. 2004-2005.

*Preparing Future Faculty Exploratory Phase*. Graduate College, Arizona State University. 2003-2004.

*Emerging Scholar Seminar*. PAT-Net and University of Nebraska at Omaha, June 8, 2004.

*Effective Mentorship in the Academy*. Preparing Future Faculty Reading Group, Graduate College, Arizona State University. April 9, 2004.

*Preparing a Curriculum Vitae*. Dr. Duane Roen, Center for Learning and Teaching Excellence, Arizona State University. March 22, 2004.

*Constructing the Course Syllabus*. Dr. Duane Roen, Center for Learning and Teaching Excellence, Arizona State University. January 27, 2004.

*Conflict Transformation in Arizona: Academics and Practitioners in Dialogue*. Conflict Transformation Project, Arizona State University. November 7, 2003.

*Diversity and the New American University*. Intergroup Relations Center, Arizona State University. October 30, 2003.

*Constructing Teaching Portfolios: Representing Effective Teaching, Scholarly Teaching, and Perhaps Even the Scholarship of Teaching*. Dr. Duane Roen, Center for Learning and Teaching Excellence, Arizona State University. October 17, 2003.

Technology of Participation. Institute for Cultural Affairs. Phoenix, AZ, 2003.

Community Policing Leadership Development Program. Arizona Regional Community Policing Institute, ASU Advanced Public Executive Program, 1999.

Tempe Leadership, Class XI, Tempe AZ, 1996.

## Professional Memberships

- Community Development Society — 2015 to present
- American Society for Public Administration (ASPA)
  Education and Democracy & Social Justice Sections — 2015 to present
- National Civic League — 2010 to present
- International City/County Management Association — 2009 to present
- Association for Research on Nonprofit Organizations and Voluntary Action (ARNOVA)
  Theory, Issues & Boundaries Section — 2008 to 2010
- American Society for Public Administration (ASPA)
  Ethics, Education, and Democracy & Social Justice Sections — 2007 to 2015
- Public Administration Theory Network (PAT-Net) — 2004 to present

- American Society for Public Administration (ASPA) Ethics and Research Sections — 2003 to 2007
- Society for Human Resource Management (SHRM) — 1992 to 1997
- American Society for Personnel Administration — 1986
- National Society for Performance and Instruction — 1985

3.2.1 Letters of support from previous projects

WestVirginiaUniversity.
OFFICE OF THE PRESIDENT

March 1, 2016

To Whom It May Concern:

As the Chair (Fryson) and Vice Chair (Cole) of WVU's Charleston-West Side Implementation Team, we are writing to express our enthusiastic support for Dr. Margaret Stout and her outreach work as part of this team.

In re-examining what it means to be a land-grant university in the 21st century, we are redefining our institutional mission. WVU has been, and will continue to be, closely engaged with rural communities through the Cooperative Extension Service. As part of our redefined mission, we will also engage with West Virginia's more urban areas. At the same time, we are turning our academic and programmatic silos on their sides and welding them together to form a pipeline through which we can communicate and learn from the citizens we seek to serve. WVU's work on Charleston's West Side embodies these hallmarks: an interdisciplinary commitment to solving urban challenges. We are very fortunate and grateful that Margaret is a part of this work.

One of Margaret's key roles in the Charleston-West Side project has been to conduct an in-depth "desktop" review of the HOPE Community Development Corporation's Housing Plan. (The HOPE CDC is one of WVU's partners in the West Side community.) We asked Margaret to be a part of the team because of her extensive experience and expertise with community organizing and also with grant writing and evaluation. As we had hoped given this background, Margaret's review offers a practical, rigorous, and thorough analysis that will enable HOPE CDC to revise its plan. From asking critical questions in a respectful way to delivering honest assessments about organizational capacity and making specific recommendations for improvement, Margaret's work is a great example of how WVU can fulfill its land-grant mission related to community development in the 21st century.

In preparing her review, Margaret worked well as part of a larger team (the Implementation Team) which includes experts from across the university—Business and Economics, Education, Physical Activity and Sport Sciences, Public Administration, Public Health, and Social Work. While the interaction of the members of this team will continue as the project progresses, we have been pleased and impressed thus far with Margaret's sense of collegiality and accountability. She has met project deadlines, has communicated regularly with all team members, and has raised potentially contentious issues in a constructive and timely manner. WVU's work on Charleston's West Side is delicate and diplomacy is required. Being able to rely on Margaret's discretion and tact is a significant asset during this work.

If we can provide additional information or observations about Margaret and her work with the Charleston-West Side project, we are happy to do so.

Best,

David Fryson, JD
Vice President
Diversity, Equity, and Inclusion

Jay Cole, PhD
Senior Advisor to the President

PO Box 6201 | Stewart Hall
Morgantown, WV 26506-6201
304.293.5531 304.293.5883

Equal Opportunity/Affirmative Action Institution

**The City of Ravenswood**
**212 Walnut Street**
**Ravenswood, WV 26164**

March 9, 2015

**Eberly College of Arts and Sciences,**

**The City of Ravenswood is recommending Prof. Margaret Stout for your Outstanding Public Service Award. Her service through the Revitalizing Ravenswood Project is life-changing to our community. By uniquely combining her extensive educational achievements, community service experience and contemporary communication skills, Prof. Stout is directing the people of Ravenswood, WV into a more positive and sustainable economic future.**

**The Revitalizing Ravenswood project is designed as a partnership between the City of Ravenswood, the Ravenswood Development Authority and West Virginia University's Public Administration Program outreach students under the direction of Prof. Stout. The project stewards the community through comprehensive economic development processes toward the most sustainable quality of life benefits.**

**Prof. Stout advances the partnership utilizing capacity-building activities by mobilizing community cross-sector dialogues to generate shared visioning and planning. The visioning and planning success generates needed data that is collected from broadly inclusive community inputs to create and adopt a required Comprehensive Plan for Ravenswood. The Comprehensive Plan projects are prioritized into an implementation plan where based on their technical and financial feasibility and their capacity, are becoming assigned action items.**

**Prof. Margaret Stout is hard working, responsive, and empathetic. The community outreach leadership she gives and models to her public administration students is inspiring. Prof. Stout's Revitalizing Ravenswood Project has given our city a foundational plan that recognizes our amazing history and culture and bridges it to a hopeful and successful future.**

**Sincerely,**

**Mr. Michael Ihle, Mayor,**
**City of Ravenswood**

**Mr. Earl Wolfe, President,**
**Ravenswood Development Authority**

**Mr. Edward Flinn, President,**
**Ravenswood Planning&Zoning Commission**

Outstanding Public Service Award Committee
Office of the Dean
Eberly College of Arts and Sciences
201 Woodburn Hall—PO Box 6286

It is with pleasure that I write this letter in support of Dr. Margaret Stout, Assistant Professor Division of Public Administration, West Virginia University. I believe Dr. Stout is an outstanding candidate for the "Outstanding 2014-2015 Public Service Award" granted by West Virginia Eberly College of Arts and Sciences.

Dr. Stout is a true professional who has worked tirelessly to guide our city through the difficult task of self-evaluation. This process was initiated and implemented through the efforts of Dr. Stout and is on-going and will impact our community for years to come.

Three years ago, Dr. Stout and her students from the West Virginia Division of Public Administration came to Moundsville with a vision of guiding our citizens and stake-holders through the Local Governance and Community Development Process. During this period, she has been the driving force that provided the focus and emphasis to utilize proven techniques in community capacity building, and community engagement through action research and service learning. Dr. Stout was the motivating drive in the creation of our community project, "Unifying Moundsville".

Through the efforts of Dr. Stout, we have gained important data that will help us plan for our future. We have learned to link theory with practice, how to develop collaborative efforts with non-profit organizations, service organizations and city and county government agencies.

Dr. Stout's guidance has enabled us to create a strong citizen state-holders group, established ward and city-wide meetings and to be more responsive to our citizens.

This experience with Dr. Stout has permitted our leaders and citizens to see Moundville from an informed, educated, and futuristic view of our city. Dr. Stout's work still has an on-going impact on our city as she secured the help and support of the WVU Land Use and Sustainable Development Law Clinic to help us address our Comprehensive Plan and zoning issues.

Dr. Stout is a professional who provides opportunities for student growth and community awareness as she successfully serves as a mentor for both. She represents the West Virginia University's land grant mission of service and education for public good in a manner that is professional, caring, and of the highest quality.

Dr. Stout has our full support for the "Outstanding Public Service Award of the Eberly College of Arts and Sciences".

Respectfully,

David L. Wood— Mayor, Moundsville, WV—March 6, 2015

THE HUB
West Virginia
Community Development Hub

103 Adams Street Suite 200
Fairmont WV 26554
681 404 6053
www.wvhub.org

March 6, 2015

**Re: Eberly College of Arts and Sciences Outstanding Public Service Award**

To Whom It May Concern,

I write on behalf of the staff and the Board of Directors of the WV Community Development Hub in support of the nomination of Margaret Stout for the Eberly College of Arts and Sciences Outstanding Public Service Award.

I have worked with Margaret in a variety of ways and on a variety of initiatives since 2009. She has shown herself to be a generous partner in our collective work to build community capacity that will result in healthier and wealthier communities.

Margaret is the unusual academic who understands how to be an effective practitioner in the field. She has shown the ability to work with county and city governments (the public sector), businesses (the private sector), and non-profit organizations such as the Hub (the civic sector). In doing so, she has brought value to communities by helping them build their capacity for effective improvement, and has strengthened her non-profit partners through her strategic thinking and deep understanding of the sector. In fact, Margaret facilitated one of the Hub's early annual planning retreats, helping us create a strategic work plan that guided us well.

Margaret also brings value to her students by giving them hands-on experiences with community development in real WV communities wrestling with real challenges. This work helps build future community developers, something desperately needed in our state.

On a personal note, Margaret has always been a supportive professional partner who understands and appreciates the work the Hub does in WV communities. She is always ready to collaborate and to provide guidance and assistance. She thinks deeply about the work and its impact, and shares that thinking with anyone willing to talk about it.

We recommend Margaret Stout for this award.

Sincerely,

Kent Spellman, Executive Director

To Whom It May Concern,

I wholeheartedly support Dr. Margaret Stout for the Eberly College Outstanding Public Service Award.

Though I am currently pursuing my Ph.D. full time, from 2009 until 2013, I served as Director of West Virginia Campus Compact. Campus Compact's goal is to connect campuses with communities for the betterment of students and society alike.

As part of my work with West Virginia Campus Compact, I created the Benedum-funded Campus-Community LINK program, which awarded mini-grants to faculty pursuing high-impact service learning projects with rural West Virginia communities.

In most cases, creating the partnerships required helping West Virginia Community Development Hub partner communities assess their needs, and matching these needs with faculty in relevant disciplines at West Virginia's member campuses. In Dr. Stout's case, a promising partnership was ready and waiting for funding. This project was Unifying Moundsville. I learned Dr. Stout was no novice to community development-based service learning, and had an impressive semester-by-semester plan ready to go, which built student skills step-by-step while helping Moundsville achieve its community visioning plans.

The successful Unifying Moundsville project received multiple LINK grants over several semesters, for a total of $11,785. The project was also a finalist for our 2013 LINK Partnership Award. In addition, when I formed a committee to plan the second round of LINK, which tweaked the original model and process to incorporate what we learned from the first round, I invited Dr. Stout to participate on this committee. Her feedback was invaluable to us, which I expected. She had served as a role model to many of our LINK partners during the first round and a font of information to me that first year of LINK.

In addition, Dr. Stout's students speak to her success in the classroom. They were, without exception, professional and serious about their work. Some of them had moved on to work in communities and were themselves parts of community teams that received LINK grants, or were involved with organizations that became LINK partners.

I can think of no one more deserving of the Eberly College Outstanding Public Service Award than Dr. Margaret Stout.

Sincerely,

Franchesca V. Nestor

Franchesca V. Nestor

West Virginia University.
EXTENSION SERVICE
OFFICE OF THE DIRECTOR

To whom it may concern:

On behalf of the West Virginia University Extension Service and its Community Resources and Economic Development (CRED) unit, we would like to offer our support for the nomination of Dr. Margaret Stout for the Eberly College of Arts and Sciences Outstanding Public Service Award. Extension team members appreciate and are committed to the land-grant mission of applied knowledge in service to the citizens of our state; these are also ideals clearly valued by Margaret. She is a rare faculty member that is able to coordinate her professional service activities in a manner that dovetails the responsibility with her teaching and research goals. In so doing she contributes to student learning and the scholarly community, while simultaneously advancing the mission of the university and its commitment to the people of West Virginia.

Margaret's methods and values are perhaps best represented in her Local Governance and Community Development curriculum, which specifically focuses on building capacity in West Virginia communities and engaging her students with community members in action research and service learning. CRED faculty have been fortunate to work alongside Margaret in two communities, Moundsville and Ravenswood. As she guided the students and citizens of these communities through the community development process she linked theory with practice, and most importantly produced tangible results for the communities. This includes increased community capacity and improved relationships within the community, comprehensive plan development, and project implementation.

In addition to coordinating the above activities, Margaret has worked to expand these projects beyond her own service obligations, engaging faculty from colleges and departments across the university in her outreach efforts. Her cooperative approach yields a more robust learning experience for the students and the community, and generates synergies that strengthen our individual work in the community. Her dedication to providing this platform for other faculty members' outreach activities, and her commitment to an inclusive, team-oriented approach should be commended.

The outreach efforts described above require a wide range of service efforts including community/university public relations, informal student advisement, securing resources to promote the college's teaching and research agenda, and

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**Cooperative Extension Service**
The West Virginia University Cooperative Extension Service,
U.S. Department of Agriculture,
West Virginia County Boards of Education and
County Commissions Cooperating

Equal Opportunity, Affirmative Action Institution

most importantly leadership. Margaret's work clearly reflects meritorious service and significant dedication to carrying the work of the university beyond its traditional boundaries.

It has been a pleasure to work alongside Dr. Stout as part of a productive and constructive team dedicated serving the people of West Virginia. We hope you agree that her work demonstrates significant impacts and is worthy of recognition.

Sincerely,

Steve Bonanno
Interim Director, West Virginia University Extension Service

Daniel Eades
Extension Specialist / Extension Assistant Professor

Kelly Nix
Extension Specialist / Extension Associate Professor

WestVirginiaUniversity
NORTHERN WEST VIRGINIA BROWNFIELDS ASSISTANCE CENTER

Outstanding Teacher Awards Committee
Eberly College of Arts & Sciences
201 Woodburn Hall
PO Box 6286
Morgantown, WV 26506-6286

March 12, 2015

Dear Outstanding Teacher Selection Committee:

We are happy to submit this letter in support of the nomination of Dr. Margaret Stout for the Eberly College of Arts and Science Outstanding Teacher Award. Dr. Stout has been a great collaborator and supporter in our work toward a shared mission to improve the community development capacity of West Virginia communities.

We have worked with Margaret on a number of projects across the state since 2011. Her professional experience as a community development practitioner combined with her commitment to the education and instruction of her students makes her a natural partner for the work that we do, and our collaborative efforts have led to many significant milestones in the communities we support.

Margaret and her students have provided valuable expertise and vision to the communities we work with, helping them to identify community priorities, develop comprehensive plans, and seek additional assistance from resources across the state. Dr. Stout shares our commitment to dynamic and meaningful community engagement, and we have been thrilled to serve with her on panels on this subject and to highlight her expertise and perspective at our own state and regional events.

As a statewide service provider working in over 50 communities, we depend heavily on partnerships and collaborations like the one we have with Margaret and her students. Students participating in Margaret's intense courses have proven to be well-prepared, professional, and effective in interacting with stakeholders and providing meaningful assistance. It is clear that the students are gaining valuable hands-on experience with her guidance, and our communities are left with positive, lasting impacts from the dedication she and her students exemplify.

As an alumni of the WVU Public Administration program and one of Margaret's former students, Carrie can attest to the lasting professional impact of those student experiences working with communities. The skills and lessons learned in the classroom and in applied student work continue to prove their relevance and to shape how Carrie interacts with communities and agencies daily.

We gladly recommend Margaret for this award.

Sincerely,

Patrick Kirby
Director

Carrie M. Staton
Redevelopment Research & Collaboration Manager

A PROGRAM OF THE WEST VIRGINIA WATER RESEARCH INSTITUTE
PO Box 6064
Morgantown, WV 26505-6064
304.293.0084 304.293.7822

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WestVirginiaUniversity.
Davis College of Agriculture, Natural Resources and Design

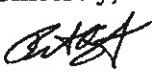
March 12, 2015

Dear Eberly College of Arts and Sciences Outstanding Public Service Award Committee:

I am writing this letter to recommend Dr. Margaret Stout for the Eberly College of Arts and Sciences Outstanding Public Service Award.

As an academic that arrived from practice Dr. Stout has brought to WVU a passion for engagement and a pursuit of action research with real world application. Her expansive networks established in the relatively short time in the state have drawn together significant stakeholders from various disciplines at the university, WVU Extension, non-profit centers, and communities. Her work addresses needs in communities through a participative planning process- not arriving in a community with a set of solutions, but listening, interpreting and providing action items to solve real world problems. Working to develop academic programs that address the prevalent issues encountered by West Virginia communities has been at the core of her vision. The MPA Area of Emphasis in Local Governance and Community Development provides the longitudinal engagement through two years of course work to authentically and meaningfully engage in support of the Land Grant Mission. It is truly a model program in service that sets a high bar for others to achieve.

Sincerely,



Peter Butler- Associate Professor of Landscape Architecture
304.293.5462 peter.butler@mail.wvu.edu
Davis College of Agriculture, Natural Resources and Design, West Virginia University

**School of Design and Community Development**
Landscape Architecture Program
1140 Agricultural Sciences
P.O. Box 6108
Morgantown, WV 26506-6108

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### 3.2.2 Media coverage of previous projects

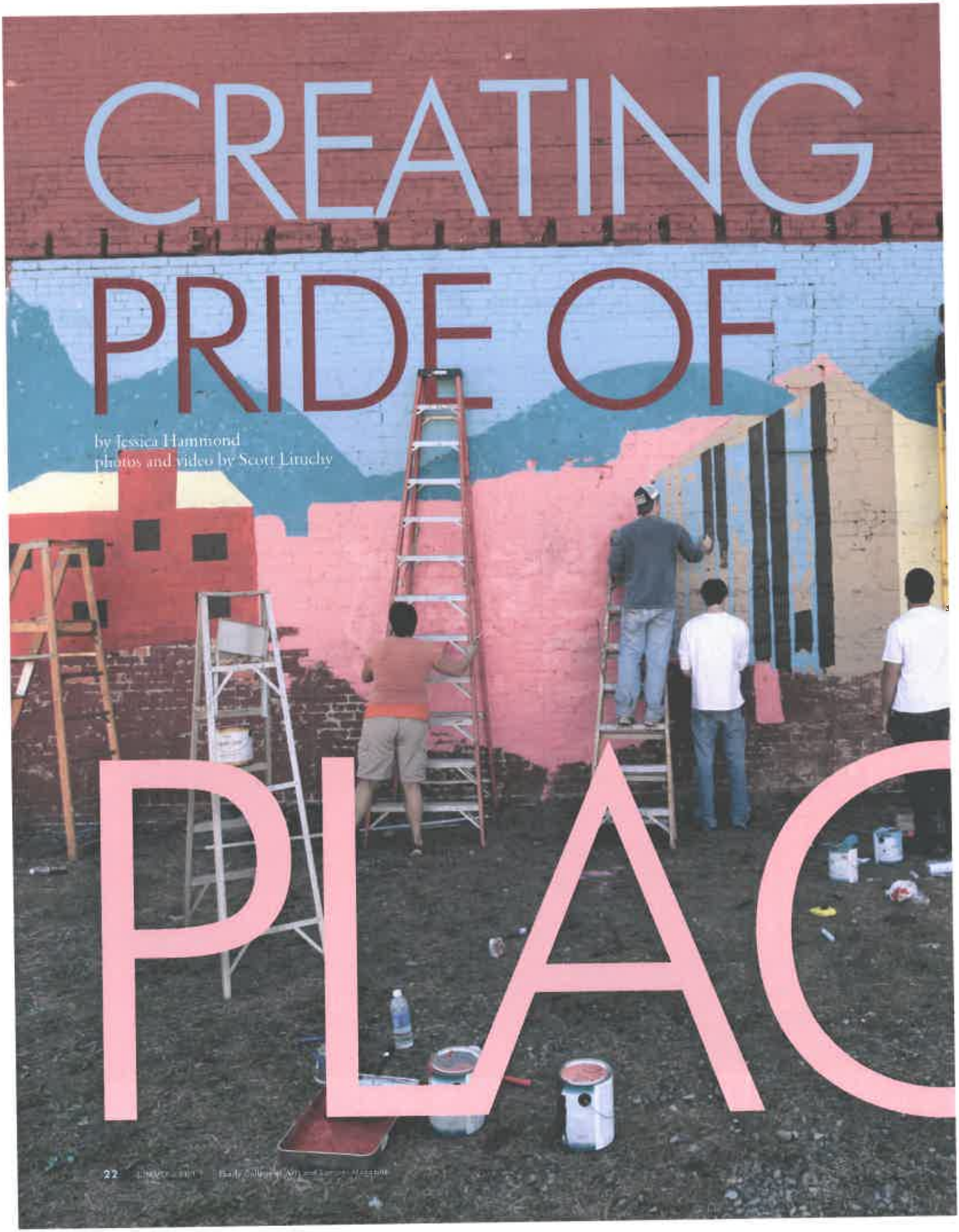
# Eberly

COLLEGE OF ARTS & SCIENCES • **SUMMER 2011**

WestVirginiaUniversity.

# CREATING PRIDE OF PLAC

by Jessica Hammond
photos and video by Scott Linchy



The completed Montgomery, West Virginia, mural

Green space, parking spots, signage, crosswalks, and traffic patterns make a community feel comfortable, organized, and inviting — but most people don't spend much time thinking about them. The truth is, attention to these design details can affect economic development, commerce, tourism, real estate, and recreation in a town.

Members of the Community Design Team work with local residents and students to paint a mural during their visit in October 2010.

CDT coordinator Jenny Selin, standing at center talks with CDT team members and local residents who met to discuss plans to revitalize Montgomery on October 10, 2010. With Selin are, from left, Peter Butler, WVU landscape architecture professor; WVU architecture and community development student Jen Parsons; and Steve Selin, WVU recreation, parks, and tourism professor.

The Community Design Team (CDT) at West Virginia University helps people make the most of their community by bringing students, volunteer professionals from a variety of disciplines, and area leaders to the table to map out towns' strategic plan for success.

Through CDT, students apply the skills they learn in the classroom to communities in need around West Virginia. A multidisciplinary team incorporates professionals and students from several sectors of the University, including the Davis College of Agriculture, Natural Resources, and Design; the Eberly College of Arts and Sciences; and the WVU Extension Service.

"It's incredibly rewarding, and the students are putting everything that they are learning into practice," said Margaret Stout, professor of public administration. Stout went on her first CDT trip in October 2010 to Montgomery County, and teaches a public planning course where students execute applied fieldwork for communities around the state.

Stout said her favorite aspect of the partnership is that students are not simply observing, they are creating changes for real people in real communities. CDT, she said, is the perfect model for giving students well-rounded work experience.

"This is a land-grant University, this is precisely what we are supposed to be doing," she said.

CDT helps communities identify goals and plan how to achieve them, which often includes suggestions for improving the physical and environmental design of the community, as well as addressing local issues.

For former mining towns like Montgomery, students said the collaboration is critical for helping communities reinvent themselves when their economy has changed.

"This is a great opportunity for professionals from WVU and the state to work together with each community," said Jennifer Selin, CDT coordinator. She said the program gives communities access to a wealth of professionals in marketing and design, historic preservation, civil engineering and public health, among other fields.

"After the initial visit, residents choose which projects and plans to work on. Follow-up projects have been a particular focus as professors and students partner with communities to complete those first plans and projects. The Eberly College has made key contributions as a partner throughout the CDT process," she said.

A couple of Eberly capstone students, Selin said, have edited, researched, and written sections of CDT reports. In the past several semesters, a professional writing and editing capstone student has worked for the CDT office.

Since the WVU Extension Service and the Davis College started CDT in 1997, the program has worked with 43 West Virginia communities and one site in Point Marion, Pennsylvania.

Some students have been able to participate in a CDT visit, stay overnight with a local resident, and become part of the team.

Jon Kincaid, a first-year master's degree student in public administration, was a member of Stout's public planning class when they went to Montgomery. His group examined viable pedestrian walkways, the safety of walking around the riverfront, street signage, and sidewalks. His duties included making sure the town was in compliance with Americans with Disabilities Act regulations, which he said was key to sound city planning.

As West Virginia natives, Kincaid and his wife plan to remain in the state, and he said it is crucial for people to be active participants in shaping their communities.

"It's important to be proud of where you're from. Investments in the economy and political situations change, but participation is what makes a vibrant community the bedrock and foundation of a successful city," he said.

There's an extension agent in each county, and WVU's Extension Service has played a large part, funding the initiative and gathering input on the communities from the local agents.

Doug Hylton, the Main Street program manager of Ronceverte, worked with a CDT team in 2001.

"The most important thing the team did for us was bring our community together," Hylton said. "They spent time

looking at our depressed economy and ways to improve it."

Following the team's recommendations, the city council hired a group to create a comprehensive master plan for Ronceverte. One of the primary pieces of that plan was surveying the town to start the historic landmark designation process. In May 2005, Ronceverte was declared a historic landmark.

In September 2005, it became a Main Street USA/West Virginia Program through the West Virginia Development Office. The Main Street Program offers support, training, and assistance for downtown development in 12 communities in West Virginia.

Jennifer Parsons, a second-year PhD student in human and community development in the Davis College of Agriculture, Natural Resources, and Design, said working with people in Rainelle—and not for them—was an important part of the process.

Andy Pendleton, Rainelle area planning commissioner, said the CDT focused primarily on the downtown area, and suggested painting some of the buildings, and adding more businesses to the empty building space. "They helped us improve our town with a positive attitude for a better tomorrow, if not for a better today," she said.

> *"They helped us improve our town with a positive attitude for a better tomorrow, if not for a better today." —Andy Pendleton*

WVU public administration student Andrea Bowman talks with local residents of Montgomery.

"We did not always know how to make things happen, but with this visit we feel like we are moving forward in a positive way."

David Millard, a member of the Glenville downtown board and co-chair of the town's "Street Gang," established to spark economic development, worked with a CDT team in fall 2009.

The town committed funds to the creation of a park in downtown Glenville. The sidewalks and main streets are going to be redone after work on the water and sewer lines is completed.

"They suggested we reface and paint the downtown buildings, create a courtyard park, and label and brand our town more efficiently," Millard said. "Probably the most important thing the CDT did for us was signage. We had to redo a lot of it to get it where it should be."

"I have really developed meaningful friendships and relationships from the CDT and this project," Millard said.

Diana Wilson, executive director of the Upper Kanawha Valley Economic Development Corporation, was thankful and excited that the CDT came to Montgomery to help improve and develop the downtown area.

The CDT was able to visit thanks to a grant from the West Virginia Bureau for Public Health's Division of Rural Development.

"We are a nice, small community on the river, sandwiched between the mountains," Wilson said.

"People in the community sometimes don't see the positives of our downtown. We are our own worst critics. Having the team come in with fresh, optimistic eyes gave us a more positive outlook."

"We have a critical access hospital, which enabled us to receive the grant that paid for the CDT to come," Wilson said. "Doctors who are looking at Montgomery need to not only like the hospital, they need to like the town and want to live here."

A few additional suggestions the CDT made for Montgomery included improving the housing market and transportation options. The team also suggested that Montgomery preserve their historic landmarks and improve public facilities for citizens.

Wilson said her favorite part about the visit was how it pulled the community together. Working on a mural to improve the appearance of downtown galvanized the town's participants. "It's a whimsical piece. It makes you smile when you look at it."

It's attention to the details that those involved said can make a real difference and result in a true pride of place.

*See a video of the CDT trip to Montgomery at* http://bit.ly/llHgnY. ■

# Eberly

COLLEGE OF ARTS & SCIENCES • **FALL 2012**

I S S U E

West Virginia University.

# Unifying Moundsville

By Jared Lathrop

A small town nestled in the northern panhandle of West Virginia, Moundsville derives its name from the area's many Adena Indian burial mounds constructed more than 1,000 years ago.

The city once known for its elegant pieces of handblown glass and for the West Virginia State Penitentiary was recently given with the job of devising a comprehensive plan to move forward into the twenty-first century. The plan, Unifying Moundsville: Unlocking our Future, will establish goals and objectives and analyze the social, economic, and environmental quality of life.

"We learned about the plan over a year ago," said David Wood, Moundsville city councilman and project liaison. "We felt it was important to obtain assistance from outside the county so we contacted WVU Extension Services, which put us in contact with a professor at WVU who had a background in city planning and community development."

That person is Margaret Stout, an assistant professor in the Department of Public Administration. Stout, with the assistance of the West Virginia Campus Compact and a group of graduate students in public administration, has taken on the two-year project to help address the community and economic development opportunities around Moundsville.

The project is divided into four separate courses, each of which focuses on one specific task of comprehensive planning. Initial research was completed last fall on the local and county governments, nonprofit sector resources, economic and natural resources in the region, and demographics, including factors like educational achievement, income, mobility, and age.

A civic index survey and set of community conversations were held in spring 2012 to learn about the community's social and governance capacity and to mobilize participation. The planning and implementation portions of the project began this fall.

The first group of students completed a series of visits to gather data for a first impressions report, which explained in detail what they thought could be improved upon within the community. This data was turned over to Moundsville officials to allow them to better understand an outsider's opinion of the city.

"The first impressions report was extremely helpful," continued Wood. "It allowed us to quickly understand what we should focus on as well as understand what tourists or other visitors think when they

## A Glimpse of Moundsville's Past

In July, Native American Studies faculty and students spent a week in West Virginia's northern panhandle volunteering at the Grave Creek Mound Archaeological Complex in Moundsville.

"The heart of our Native American Studies Program is providing students with opportunities for hands-on learning and personal interaction with Native people from diverse cultural and tribal backgrounds. Volunteering in Moundsville enables the volunteers to intellectually and physically connect to the culture of the ancient people of our region while 'giving back' to the state through volunteer service," said Bonnie M. Brown, coordinator of the Native American Studies Program.

Over 2,000 years old, Grave Creek Mound is the largest Adena-period conical mound believed to exist. In the shadow of this monumental mound, students were trained and supervised by museum staff as they worked in labs to help sort, clean, and label artifacts such as stone tools and pottery shards. The Complex is West Virginia's official repository for such items.

Students attended presentations from staff, engaged in discussions, viewed films, and learned about modern preservation and archival methods.

arrive on Main Street or enter a business."

During the organizing process, students met with key community stakeholders, including government, business, nonprofit, and school leaders. They also mobilized citizens through civic and volunteer groups. Each student was responsible for identifying a target demographic in the area ranging from tourism to government. They will act in an advisory capacity throughout the project.

"I really wanted to bond with the community," said Festus Manly-Spain, a master of public administration doctoral student in resource management and sustainable development. "I've been working with the community on tourism and helping them see the treasures within their community."

Engaging youth has been an important part of the campaign. Volunteers from John Marshall High School will participate in the next phase of the project, which includes strategic planning, land beautification, and further engaging citizens' volunteer efforts.

"I'm focusing on working with the youth of the town," said Abigail Wheeler, a master of public administration candidate. "I hope the work we do provides a foundation for them to grow and develop. The project really gives young people a sense of possibility and community pride."

> "It's not just a comprehensive plan anymore. It's an opportunity for everyone in the community to help rediscover our vision of Moundsville."—David Wood

Although the planning and implantation process will take place over the next year, town officials have high hopes.

"I'm excited to see the spirit return to the city," said Dave Knuth, executive director of the Marshall County Chamber of Commerce. "At times we've had trouble communicating between the different committees. I think this project will allow us to remove older buildings, like the old glass factory, and make way for new businesses."

The direct costs of the project are covered through a Campus/Community LINK Program grant from Campus Compact, a national coalition of almost 1,200 college and university presidents—representing some six million students—who are committed to fulfilling the civic purposes of higher education. Campus Compact promotes public and community service that develops students' citizenship skills, helps campuses forge effective community partnerships, and provides resources and training for faculty seeking to integrate civic and community-based learning into their curriculum.

"I've started to see this planning process in a different light," said Wood. "It's not just a comprehensive plan anymore. It's an opportunity for everyone in the community to help rediscover our vision of Moundsville." ■

**From:** Listserv to provide announcements to active WVU MPA students. on behalf of Maia Holmes
**To:** WVU-MPA-STUDENTS@listserv.wvu.edu
**Subject:** WVU MPA Monday Impact January 26 2015
**Date:** Monday, January 26, 2015 4:46:26 PM
**Attachments:** oledata.mso
image007.png

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January 26 2015 — West Virginia University Master of Public Administration

**Internship Impact**
WVU MPA students have an opportunity to develop diverse skills through the Public Service Internship

Upcoming Internship Opportunities with Federal Agencies

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Department of Public Administration
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## SERVICE LEARNING PROJECTS GARNER VALUABLE EXPERTISE FOR MPA STUDENTS & PUBLIC SERVICE ORGANIZATIONS

MPA students participate in a variety of service learning projects that provide direct experience for MPA students and support the aspirations of West Virginia communities, citizens, and public service organizations.

### Community Development in Ravenswood, WV

Ravenswood, WV has hosted WVU MPA students for three semesters in the Revitalizing Ravenswood initiative through courses offered in the Local Governance and Community Development area of emphasis. To date, MPA students have delivered the following products to the community:

- Local Governance brought the community a series of capacity building workshops on local government issues, a Community Profile of key demographic and economic factors, and a Civic Survey and analysis report describing opinions about a variety of leadership perspectives and accomplishments.
- Public Engagement provided additional workshops on engaging community members and organizational stakeholders in collaborative governance, a social capital map to guide relationship building activities, and a set of Community Conversations on quality of life that were analyzed and reported as the foundation for visioning and strategic planning.
- Public Planning activities included mapping various community assets and participatory planning for a draft Comprehensive Plan to guide all aspects of city operations. The draft is being handed off to the WVU Land Use and Sustainable Development Law Clinic, whose attorneys and planners will work with the City on codification and adoption.

In Spring 2015, students in Sustainable Community Development will develop implementation plans for prioritized projects. These students will work in tandem with students in the Public Budgeting and Capstone courses to ensure robust project budgets and management plans. They will also be supported by a VISTA volunteer in a Ravenswood Development Authority placement acquired with help from Assistant Professor Margaret Stout, the project lead. The projects will include short-term, mid-range, and long-range strategies so that Ravenswood is left in motion through community-based action teams.

### Fall 2014 Capstone Projects

Each semester MPA students enrolled in MPA Capstone Seminar have an opportunity to work directly with public and nonprofit organizations to address a relevant public policy or public management opportunity. These are the two projects completed in Fall 2014.

**West Virginia Northern Brownfields Assistance Center (NBAC).** MPA students conducted comparative analysis on the experience, organizational structure, funding and programming of other state brownfield assistance centers. The findings and recommendation were presented to NBAC staff and Advisory Board members identify potential opportunities to continue to build the mission of NBAC.

**West Virginia University Institutional Research.** Conducted a comparative analysis of 60 peer university institutions in implementing student health insurance policies, requirements and coverage. Completed a baseline data analysis of the initial implementation of the WVU student healthcare enrollment. The findings and recommendations were presented to WVU Division of Human Resources executive staff.

**SAPA Save the Dates**

SAPA Student-Faculty Burns Cup Challenge – Friday February 6th 6-8pm at Mountainlair Bowling Alley

SAPA Professional Development Workshop Saturday March 7 Time and Location TBA

*Dr. Maja Husar Holmes*
MPA Director
Associate Professor of Public Administration
West Virginia University
325 Willey Street
Morgantown, WV 26506
Tel: 304.293.7971

*Learn more about the Master of Public Administration (MPA) program at WVU*

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# Leaders Hoping 2-Year Comprehensive Study Will Unlock Community's Future

February 25, 2012

By J.W. JOHNSON JR. - Staff Writer , The Intelligencer / Wheeling News-Register

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Several community leaders from Moundsville and Marshall County on Friday met with West Virginia University students and the instructor who will build a new comprehensive plan for the city over the next two years.

The group discussed the expectations and timeline for the plan, which is to be titled Unifying Moundsville: Unlocking Our Future. The last such plan was completed by the city in 1971, and state requirements dictate a new plan be submitted by 2014.

Margaret Stout, assistant professor at WVU's Division of Public Administration, said she was approached in spring 2011 about doing the project. The project began in the fall, with students setting out to learn about Moundsville in an effort to create a community profile.

The profile takes into account social and economic backgrounds, as well as a general overview of what the city has to offer.

After completing that profile, the students began assembling a group of stakeholders, or members of the community who are "crucial" to the completion and implementation of the plan.

Those members were on hand Friday, and included representatives from Moundsville City Council, civic organizations, the school system and tourist attractions within the county, as well as community residents.

"A plan of this nature cannot be implemented by a city alone," Stout said. "There needs to be outside support."

The second phase of the process began earlier this year and involves community dialogue to find out what concerns and ideas city residents have. A survey has been circulated throughout the community and online, asking residents questions about the level of community involvement in decision making, the roles of non-profits in the community and the level of leadership, as well as several other topics.

The survey is to be completed by March 15, with results shared during a series of three community meetings in April.

At that time, the students will continue with the dialogue process by asking residents face-to-face what concerns they have and what they would like to see happen in Moundsville.

"Some people may not fill out the survey, so that community dialogue is very important," Stout said. "We want to hear their stories in an open-ended fashion."

The latter stages of the project will be completed in fall 2012 and spring 2013, during which time a planning process will be created and implemented using community involvement. Stout said several more public meetings will be held over the course of the process, as public input is crucial to creating an effective and accurate comprehensive plan.

The survey can be found at www.surveymonkey.com/s/unifying-moundsville or via the Moundsville city website.

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# City Seeks Ideas From the Public

April 16, 2012

By ART LIMANN - Staff Writer , The Intelligencer / Wheeling News-Register

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MOUNDSVILLE - Public meetings to gather ideas for the future of Moundsville are slated 7-9 p.m. Friday and 9-11 a.m. and 2-4 p.m. Saturday to help city officials - and a team from West Virginia University - update the city's Comprehensive Plan.

The meetings will be held in the training facility of the former state penitentiary, 818 Jefferson Ave. In addition, government officials, businesses, and nonprofit organizations have been invited to participate in an advisory capacity throughout the project so they can engage in collaborative responses to issues and opportunities identified.

The planning process will engage all interested residents and business owners and will continue during the coming year. Ideas gathered will help the city update its Comprehensive Plan prior to 2014 as required by state law. The Comprehensive Plan is a document which guides all city policies and programs that have to do with social, economic, and environmental quality of life.

City Manager Deanna Hess said, "These meetings are very important. It's important people get involved with this so they know what's going on."

A survey was taken in May that asked residents questions about the level of community involvement in decision making, the roles of non-profits in the community and the level of leadership, as well as several other topics. Hess said during the meetings the results of the survey will be discussed and how that data will be used.

Councilman David Wood is acting as the project liaison with Margaret Stout, assistant professor of public administration at WVU, and her team of students. Stout has an extensive background in local governance and community development.

During the course of four consecutive semesters, she and a group of graduate students in the Master of Public Administration program will be facilitating the planning process for the project. The project was started last fall when students created a general profile of the city taking into account social and economic backgrounds, as well as a general overview of what the city has to offer.

During that meeting, the group discussed the expectations and time line for the plan, which is to be titled "Unifying Moundsville: Unlocking Our Future." At that time, Stout also stressed the need for public support and an open community dialogue.

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# City of Moundsville Works On Community Vision

*Posted: Apr 20, 2012 6:31 PM EDT*
*Updated: Apr 23, 2012 6:31 PM EDT*

By Kurt Weinschenker, Digital Journalist - email

MOUNDSVILLE - Across West Virginia, cities with a comprehensive urban plan have to update them by 2014.

In Moundsville, the Marshall County seat has partnered with a team from WVU to comply with the state mandate. Long-time educator and city council member David Wood is serving as the project liaison. As part of the project, public administration students at WVU journey to Moundsville as part of their classwork.

So far, the W-V-U team leader, Margaret Stout, an Assistant Professor of Public Administration, has been impressed with the pride Moundsville residents take in their community, and says this project has an aspect which shouldn't be overlooked.

"It is the first time that the city of Moundsville has asked the public-at-large to come in, and work on visioning and planning activities. And so, we're sort of easing our way into this. We've worked very hard over the semester with a group of students in public engagement and collaboration," Stout said.

Stout has worked in Illinois, Massachusetts, and Arizona. According to Stout, those states have much more developed structures for urban planning. West Virginia lags those states in this regard.

One other aspect that Stout commented upon was the degree of involvement Moundsville residents have demonstrated. She had told her students only to expect perhaps five or six residents to show up. Instead, about 25 residents have actively participated in the comprehensive plan revision. Furthermore, students attending John Marshall High School's Saturday School will take part in the Saturday morning session to take place between 9:00 A.M. and 11:00 A.M. at the former West Virginia Penitentiary.

For Moundsville residents wanting to take part in the plan revision, there's not only the Saturday morning session, but a Saturday afternoon session taking place between 2:00 P.M. and 4:00 P.M. At the close of this round of planning sessions, the students will take the results, and generate material for the next stage of the comprehensive plan revision to take place in Autumn 2012.

Recommended for You

# Comprehensive Plan Work Continues

April 21, 2012

By ART LIMANN Staff Writer , The Intelligencer / Wheeling News-Register

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MOUNDSVILLE - Development of a new Comprehensive Plan for the city of Moundsville continues today with meetings from 9-11 a.m. and 2-4 p.m. in the training facility of the former West Virginia Penitentiary.

A new plan for the city is required by state law prior to 2014.

During a special meeting for stakeholders and a public meeting Friday, members of a team of graduate students from West Virginia University and their instructors gave results of a survey done in March in an effort to obtain residents' views.

"We have been working very hard to collect a lot of data," said Margaret Stout, assistant professor of public administration at WVU. "We had 111 responses to the survey. This speaks very highly to the passion of the people of this community. I think it's wonderful.

"The main object of these meetings is to create public involvement," she continued. "It's how to bring people together and have a dialogue about the community. We want to continue this data gathering process. More of the same - only a dialogue along the lines of the survey."

The survey results show the people of the city are its biggest asset, along with historic destinations of the area such as the Grave Creek Mound. It also pointed to uncertainty among residents and differences of opinion.

The survey focused on 13 categories. The findings were explained in the Friday meetings and will be again today. The need for an action plan was addressed, as well as the need of residents to feel they are being utilized.

"The comprehensive plan covers everything the city does," Stout said, "what it regulates, what services it offers and all activities. It has a huge impact on your life. This is a rare opportunity to have an impact on policies. It's a huge opportunity for people here to take part."

As part of the demographic profile of the city, it was pointed out 30 percent of Moundsville's population is over 60 years of age. This was said to be an asset because it means there are people with time on their hands who probably want to give back to the community and are invested in the city.

A first impression study, taken from the perspective of a first-time visitor, again showed friendliness of residents and the historic sites to be what impressed the most. Other high marks were given to the downtown business district. The lack of motel accommodations and restaurants were noted as needs to be filled.

Four separate groups of students will be involved with the comprehensive plan project. Each is given an area of concentration.

Grant White, a graduate student in public administration from Moundsville, said, "At first it was hard to engage with people, but now it is getting easier."

Abby Wheeler of Virginia said, "I have met some great people willing to volunteer with youth, which is my area of focus."

Tyler Richmond of Beckley said, "Once we got people taking us seriously, I think people realized we really wanted to help their city."

The next step in the process, according to Stout, will be a summer of activities such as a book reading exercise and planting trees. This will be followed by developing community design teams in the fall, as well as strategies. Next spring action teams will be put in place and priorities set for those actions.

City officials invite all residents, businesses and nonprofit organizations to come to the meetings today and get involved with the process.

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# Planning Future Of Moundsville

April 24, 2012

The Intelligencer / Wheeling News-Register

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Much of the comprehensive plan the city of Moundsville is required to submit to the state will be dry, technical material - but taken as a whole, it will be a blueprint of what the municipality wants to be like in the future. Because the plan will represent a sort of community wish list, it is vital Moundsville's residents be part of writing it.

Work on a comprehensive plan, which must be submitted to the state before 2014, already has begun. Fortunately, the city has enlisted a West Virginia University expert and some students to help prepare the document.

Margaret Stout, an assistant professor of public administration at WVU, and several students already have been soliciting public opinion on the plan. Last week, Stout said she was pleased 111 people have responded to a survey on the plan.

Moundsville has more than 9,300 residents, however, and more of them should be eager to make their voices heard.

State law carries complex requirements for comprehensive plans. Among specifics required are strategies for dealing with parking and traffic movement, the outlook for public utilities such as water systems, and how the community's health care needs are to be met. Those and dozens of other details will add up to a comprehensive plan that may appear at first glance to be nuts-and-bolts oriented.

It is the seemingly mundane details of city planning that add up to what some would call a vision for the community, however. For example, much of the state requirement includes plans for how housing will be handled. Will old homes be demolished or rehabilitated? What types of housing will be permited in various sections of the city? In what neighborhoods will there be limits on building?

Preliminary work on the plan seems to be off to a good start, thanks in large measure to Stout and the WVU students. They will be continuing their labors this summer and into the fall, when it is likely more input from Moundsville residents will be sought.

Again, more opinions and information are needed to ensure the comprehensive plan is a collective vision of Moundsville's future, not just limited ideas provided by city officials and a few residents. This is something in which the community needs to be involved.

# Students Present Ideas to City Leaders

## Project aims to make community better

November 10, 2012

By DANIEL DORSCH - Staff Writer , The Intelligencer / Wheeling News-Register

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MOUNDSVILLE - Community leaders gathered Friday to hear from John Marshall High School and West Virginia University students taking part in the Unifying Moundsville comprehensive plan project.

Councilman David Wood has been one of the driving force behind the Unifying Moundsville project. The purpose of the meeting, Wood said, was to develop a mission and goals that would align with the comprehensive plan project.

John Marshall students Hayden Blazer, Hailee McClelland and Alexa Richards had explored the Moundsville area, taking pictures of both positive and negative parts of the landscape and conducting surveys to find out what people thought about the status of the community.

**Article Photos**

Photo by Daniel Dorsch

"We think that we're doing really well, but we can do better," said Blazer.

Acknowledging the value of familiar landmarks such as the former West Virginia Penitentiary and Grave Creek Mound, the students said they would like to see vacant land developed. They also believe campers occupied by workers in the oil and gas industry present an issue that needs to be addressed.

"Campers have their place, but it's not right in your backyard," said Blazer.

He suggested the development of an area outside the downtown where campers could be set up as living quarters without the problem of crowding.

Meanwhile, the WVU students had their own methods of research, as well as their own theories for redevelopment. Led by their professor, Margaret Stout, the graduate students have been working with community leaders and the public to find ways to improve the infrastructure, economy and recreational opportunities of the area.

According to Katy Moran, one of Stout's students, this has been an ongoing, non-paid class experience for academic credit. During the past semester, the students went out into the field in the Moundsville area to do surveys and discover what the area needed. They then took the issues they found and put them into project form.

Once community leaders either approve or reject their ideas, the next semester will be spent researching how to implement their plans and writing grants to obtain the funding.

The students organized their projects according to separate issues. First, they encouraged government and public cooperation, a reformation of the transportation system, development of parks for recreation and cosmetic purposes, and the preservation of historic buildings while dilapidated ones are torn down.

"This is the point where we stop planning and start taking action," said Stout.

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# Moundsville Reborn As a Community

March 28, 2013

By DANIEL DORSCH - Staff Writer , The Intelligencer / Wheeling News-Register

Save

MOUNDSVILLE - Mayor Eugene Saunders and Councilmen David Wood and Phil Remke all agree that Moundsville's greatest strength lies in its people - people who are working to steer the city into the future.

"The people in this city welcome everyone," Saunders said. "No matter who you are, you're welcome in Moundsville."

"When you're walking down the street in Moundsville, everybody knows everybody," Remke said. "No one's afraid to say hello. That's what makes us so special. The people are committed to their town, too."

**Article Photos**

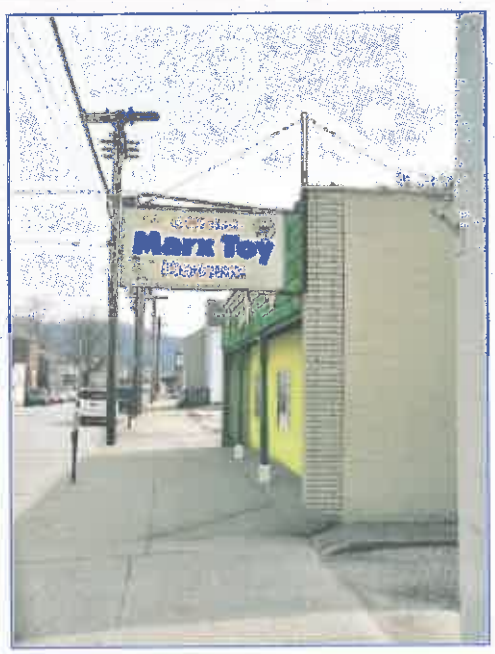


Photo by Daniel Dorsch

"I really believe we have good, strong hard-working group of citizens loyal to Moundsville," Wood said. "They want to see it grow, improve and be the best city it can be. There's potential and the opportunity to growth here."

As the Moundsville Comprehensive Plan project continues, community leaders are taking stock of the city's strengths and weaknesses and what can be improved.

"The housing and infrastructure need improvement," Remke said. "The comprehensive plan needs to be the rebirth of the community. This whole community is going to be changing, not by a generation but by a century."

"I would love to see something move into the Fostoria area," Wood said, referring to the former Fostoria Glass Co. property at the northern end of town. "If the right company came in, it would be fantastic for both the city and the company."

Wood also said he would like to see the riverfront area developed with some sort of recreational facilities that would take advantage of the natural beauty of the area and provide young people with something fun to do.

While discussing the comprehensive plan project, Remke also lauded the efforts of Stacie Dei with the Family Resource Network, Craig White of Grand Vue Park and Suzanne Park with the Moundsville Economic Development Council.

Both Wood and Remke are pleased to see younger people moving into the community and taking a role in the comprehensive plan project.

# City Considers Plan for Future

April 27, 2013

By DANIEL DORSCH - Staff Writer , The Intelligencer / Wheeling News-Register

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About two years have gone by since West Virginia University Professor Margaret Stout first brought her students to Moundsville to help the community work on its development plan and help get it moving with improvement projects.

On Friday, her last group of students gave one final presentation on their findings and project proposals.

"We are now wrapping up our formal partnership with the community," Stout said to community leaders Friday. "You guys have all the information you need to run with this."

WVU graduate student Alyssa Keely said she has worked on the Moundsville improvement project for a long time. She said each new semester for the past two years, a new group of students took Stout's class and came to Moundsville to help draft the city's comprehensive plan.

Keely worked on a project dedicated to creating a historic guided walking tour of the town with partners Matthew Pauley and Grant White. The tour would utilize mobile devices to give visitors information of different historic landmarks around town following a designated walking trail.

"I was actually really impressed with how the community responded," Keely said. "We had an incredible amount of involvement. This is what the community wanted, so it has the potential to be implemented."

Graduate students Margrit Blakely and Festus Manly-Spain presented a revitalization project of U.S. 250 going through Moundsville. The project would involve rezoning and redevelopment of property in the area.

"I do believe it's going to work," Manly-Spain said. "But it is going to take a lot of effort."

"The state needs to work on the transportation issue," Blakely added. "There are certainly resources to be tapped into."

Overall, Stout said the students and program managers have met with mixed to positive reactions to their efforts. She said some people even opposed the projects. Stout said she noticed an increase in community involvement and hopes that means attitudes are changing.

When the walking tour project called for over $600,000 in infrastructure repair and construction, students were met with silence in the question-and-answer portion of their presentation. Stout warned community leaders that she sees such projects as inevitable.

"In all West Virginia towns your size and larger, the infrastructure is crumbling," Stout said. "Lawsuits are beginning to be filed. Liability is coming back to the cities."

Also departing this summer is Tyler Poliquin, an Americorps Vista employee who worked with the city on his Main Street project, which calls for more efficient management of heavy truck traffic, improved pedestrian facilities and promotion of historical preservation. Moundsville Councilman Dave Wood said the city is considering searching for a replacement to finish after Poliquin is gone.

Community leaders said they thought the projects would be good for community but not easy by any means.

"The different city wards will have to take a lot of this on," Moundsville Chamber of Commerce Executive Director David Knuth said. "There will have to be a lot of volunteerism."

"I think the projects have a lot of merit and value," Wood said. He mentioned the deadline for the final Moundsville Comprehensive Plan is June 1, 2014. He said the comprehensive plan project is not only beneficial but required by state law.

"It will happen. It has to happen," Wood said.

Graduate student Katy Moran, whose team proposed turning a bridge replacement project on W.Va. 2 into a viaduct with access to the riverside rail trail with artwork displayed, said she believes in the community.

"Moundsville needs the confidence to understand that they are capable of achieving great things," Moran said.

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# Planning Future Of Moundsville

November 14, 2012

The Intelligencer / Wheeling News-Register

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Moundsville officials have been wise to enlist students from both West Virginia University and John Marshall High School in planning the future of their community.

As we have noted previously, the WVU graduate students, working with Professor Margaret Stout, are providing valuable expertise for which the city otherwise might pay a substantial sum.

But the JMHS students provide an important - critical, in fact - perspective to what is known as the Unifying Moundsville project.

Last week community leaders gathered to hear from both the WVU contingent and three JMHS students, Hayden Blazer, Hailee McClelland and Alexa Richards. The three documented both appealing facets of the community and those that, in their opinions, need improvement. In addition, they talked with community residents.

Temporary housing, such as the trailers set up in some areas of the city to accommodate workers in the gas drilling industry, was discussed by the students. Like many in Moundsville, they worry about the appearance of small colonies of trailers in some areas of Moundsville.

JMHS students involved in Unifying Moundsville are to be commended. Their views should be considered carefully, simply because they are the community's future.

**From:** Franchesca Nestor
**To:** Margaret Stout; dlw11d@yahoo.com
**Subject:** Congratulations!
**Date:** Friday, March 08, 2013 8:30:29 AM
**Attachments:** 2013 Conference Registration Form.docx

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Congratulations!

Your partnership has been named as a **finalist for the 2013 WV Campus Compact Campus-Community LINK Partnership Award.** Finalists will be honored, and winners announced, at the Awards Luncheon during the statewide conference on March 20, 2013, at Stonewall Resort. The conference is 9-3 PM on the 20th. Registration is $65 per person, and I have attached a registration form to this email. If you have not already registered, I encourage you to do so, and as many members of your team as you would like, so that you may be recognized in person!

Once again, congratulations!

Franchesca

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## WVU students collaborate with Ravenswood

*Posted: Sep 19, 2013 10:50 AM EDT*
*Updated: Sep 20, 2013 11:46 AM EDT*

RAVENSWOOD, WV - Government leaders around Ravenswood have had their share of squabbles, but certainly can agree on this. The Ohio River town should be striving to meet its potential and have a brighter future.

Mayor Michael Ihle says the best way to achieve those goals is to collaborate with those who can enter the discussion without preconceived ideas. Therefore, he's looking forward to, "Bring on the Mountaineers."

Starting this fall, Ravenswood will be the focal point of a two-year, four-semester project led by graduate students in West Virginia University's Department of Administration. The four-step process is comprised of Governance Capacity Building, Mobilizing and Dialog, Planning and Deliberation concluding in 2015 with Project Development and Implementation.

"I think by virtue of having a team come in from the outside with no agendas, Ravenswood government and all of us will be able to unite behind an idea," said Ihle, who has endured recent discussion of a "no confidence" vote by some members of Council.

Assistant Professor Margaret Stout directs the program.

"The thing that I think that all West Virginia small cities and towns struggle with is a lack of capacity in general," she said. "What we hope to do is help them build their capacity both in the sense on governing and administering. The second benefit is really engaging citizens in creating a shared vision and a sense of responsibility for helping to implement that vision."

As an end result, Stout hopes Ravenswood will become positioned to move forward with the documentation and plans to launch selected projects.

Stout's group had its introduction with the city of Moundsville.

"They gave us a lot of ideas for the city," said Deanna Hess, city manager, who noted the students took their project seriously. "They were very helpful. They gave us a clear vision of what would be good and what would be bad. Hopefully, our comprehensive plan will be ready by June of 2014."

The Marshall County city is presently delving into land use possibilities with WVU Law School students.

Ihle, 27, says he's excited to get the procedure started in Ravenswood.

"Each semester has a different theme," Ihle explained. "It's a mutually beneficial thing. This is as much for the students as it is for us. They are removed from the situation and can step back and look at the big picture."

Don't expect overnight results, according to Ihle. Although the early steps involve considerable questioning of city officials such as member of the Ravenswood Development Authority and stakeholders in the community, he says the focus will develop into "doing as opposed to talking."

Involvement will be essential to the project's success. And Ihle says that includes members of Council.

"We need people to be receptive to the team, take the surveys, keep their eyes and ears open, come to the meetings, bring their ideas, become involved in each step in the process, help us make this plan and do the projects," the mayor said. "I want the whole city to be behind this because it has to. That's how this has to work — period."

Fall semester work by the students will incorporate WVU's First Impressions program. That includes introductory training and discussion of the community's wants and needs. The second stage concentrates on exchanges to determine which projects Ravenswood should take on.

"We want to have open discussions and let people know that we care about their ideas," he continued. "We want to know what's going on and we want you to help us serve you."

Third semester goals are centered on providing technical assistance so that community leaders will be prepared to draft a comprehensive plan. That's followed by the final stage of project development and implementation.

"The idea is that by the time they're done, we'll have the capacity to function cohesively on projects," said Ihle, who noted the WVU students will be spending weekends in Ravenswood. "We want to empower people to improve the community."

Ihle concedes the process won't be a glamorous, but says it will be worth the effort in the decades to come.

"The outgrowth of this is that Ravenswood will be a city that is a better place to live and work, more attractive to businesses and young professionals. I would love to be able to steal the title from Lewisburg and say that we're the 'Coolest Small Town in America.'"

# Ravenswood officials, WVU plan revitalization project

**September 27, 2013**
Parkersburg News and Sentinel

Save |

RAVENSWOOD - The City of Ravenswood is joining with graduate students and staff from West Virginia University to set up a plan in "Revitalizing Ravenswood."

City officials and community stakeholders are going to work with the school's Department of Public Administration over the next two years (four semesters).

The four phases that will be looked at consist of Governance Capacity Building, Mobilizing & Dialog, Planning & Deliberation and Project Development & Implementation.

In keeping with West Virginia's comprehensive planning law, the two sides will develop guidelines, goals and objectives for all activities that affect growth and development in the city, said Ravenswood Mayor Michael Ihle. In doing so, they will engage the entire community in a participatory process, he added.

"We need people to be receptive to the team, take the surveys, keep their eyes and ears open, come to the meetings, bring their ideas, become involved in each step in the process, and help us develop this plan and implement the projects," the mayor said. "Citizens, and especially City Council, must engage in this project in order for it to succeed. That's how this has to work - period."

The WVU team and the city will begin their efforts this weekend by touring a local manufacturing facility, meeting with key stakeholders to understand economic and demographic conditions, and distributing the survey to gauge citizens' opinions on Ravenswood's capsity for collaborative governance.

"What we hope to do is help them build their capacity both in the sense on governing and administering," said program director and assistant professor Margaret Stout. "The second benefit is engaging citizens in creating a shared vision and a sense of responsibility for helping to implement that vision."

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April 03. 2014 9:40AM

# Revitalizing Ravenswood Project encourages community to join in

Mayor Michael Ihle

RAVENSWOOD - A team consisting of faculty and graduate students from West Virginia University's Department of Public Administration has been invited to work with Ravenswood on Friday, April 11, and Saturday, April 12, as part of the Revitalizing Ravenswood project. The purpose of this visit is for community members to share stories and perspectives in order to understand one another's values and generate a common vision for Ravenswood's future.

This is the first phase in a community-driven process designed to create and begin implementing a comprehensive plan for the community. The City of Ravenswood invites community members to join the team!

The community is invited to participate in Community Conversations at Ravenswood High School on Friday, April 11, from 6-8:30 p.m. or Saturday, April 12, from either 10-12:30 p.m. or 2-4:30 p.m. Community members are needed to help identify challenges and opportunities in Ravenswood.

Michael Ihle, Mayor of Ravenswood, emphasizes, "Community participation is vital to this project because our comprehensive plan should ultimately reflect the whole community's vision. I ask everyone to join in!"
"We are honored and grateful to be working with WVU on this project and to have their expertise on hand as we shape our community's vision and goals," said Ihle. "We hope that the community will join the team on this important project and help us create a vision that we can all pursue."

The WVU team is comprised of faculty, graduate students, and community-based professionals, including experts in Land Use Planning and Law, Community Design, Civil and Environmental Engineering, Recreation and Tourism, Public Administration, Historic Preservation, and a variety of other disciplines. These experts need to learn about the qualities that make Ravenswood special to provide technical assistance for making the most of our potential. That's why community participation is crucial.

For more information about the Revitalizing Ravenswood project, please contact Margaret Stout at (304) 293-7978.

http://www.jacksonnewspapers.com/article/20140403/NEWS/140409896

Print Page

# SANDY CREEK CURRENTS

## Paddler's Parade to Showcase Riverfront Concepts

Ravenswood's revitalization efforts will be focusing on the waterfront. A Paddler's Parade will showcase those plans beginning at 1 p.m. on Saturday, May 2 at several locations in the community.

The event marks the end of the planning phase and the start of the implementation process, according to Ravenswood Development Authority VISTA Volunteer **Alex Weiland.**

"We want to get the word out about the plans and get people revved up about it," said Weiland, a native of Wisconsin with degrees in land use planning and economics.

Family activities are being organized that center on the Ohio River and Sandy Creek. A "paddler's parade" will be comprised of canoers and kayakers making their way around the project sites.

The "parade" starting at the Walnut Street waterfront will be comprised of a Sandy Creek Marina (adjacent to the water treatment facility), the First Frontier Heritage Trail Visitor Center and wellness path and potluck picnic at Riverfront Park. It will culminate with a Council Bluff Park Campfire along the Sand Street waterfront.

Presentations explaining each of the projects will be offered by the West Virginia University assistance team at each of the four stops along the route. "Visitor Passports" will earn a special treat at the end of the evening. Entertainment at the picnic will feature the Ravenswood High School and Alumni choirs.

Mayor Michael Ihle says he's excited about the opportunities available.

"In order to achieve them, I need the community to come out, get involved with our efforts and enjoy the fun," he said. "This is an exciting time to be a part of Ravenswood."

> **"We want to get the word out about the plans and get people revved up about it."**
>
> — Alex Weiland, VISTA Volunteer

This project started in the spring of 2013 when the city signed an agreement to work with WVU faculty and graduate students to complete a two-year program. After several community conversations, a draft comprehensive plan was created and delivered to Ravenswood's Planning and Zoning Commission. They will continue to work on it over the coming months.

From this plan, four Ohio River and Sandy Creek waterfront improvement projects emerged that will help forward economic development, parks and recreation and conservation of open space objectives. Those will be developed by community "action teams" as funds become available.

For information about the Revitalizing Ravenswood project, contact Weiland at 414-712-6545.

*Mike Ruben/The Jackson View*

Wisconsin native Alex Weland is the liaison between Ravenswood and the team of WVU graduate assistants.

## Ravenswood Getting $1.3 Million EMS Facility

By MIKE RUBEN

Jackson County Emergency Medical Services will soon have a new facility in Ravenswood. Construction began in April for a $1.3 million headquarters on Division Street.

Director Steve McClure says "Station 401" has been in the planning stages for several years. The new 5-bay location near SDR Plastics is expected to open by early fall.

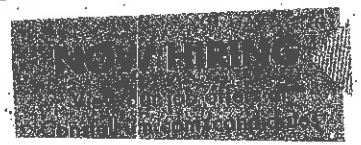
"It's been located in the Ravenswood fire station for years," said McClure, who was age 14 when he joined his father on the Cottageville Volunteer Fire Department. "We have outgrown that space. The new facility will meet our current needs and allow for future expansion."

Among other amenities, McClure, a former paramedic, says the "state-of-the-art" 60-by-80 foot structure will offer ample room for the 24/7 staff of three employees and vehicles. Equipped as a disaster relief center, it will be complete with the latest in safety construction, office, down-time area, generator and storage.

Jackson County has three EMS sites. The location in Ripley is being expanded and renovated following the recent construction of the new sheriff's department headquarters. McClure says improvement of the Southern Jackson location at Kenna are also planned.

"Our goal is to have the best EMS in the state," said McClure, who returned to Jackson County after serving 20-plus years with the Charleston Fire Department. "We could not do that without the support of the residents through the ambulance levy."

Proud of What We Do



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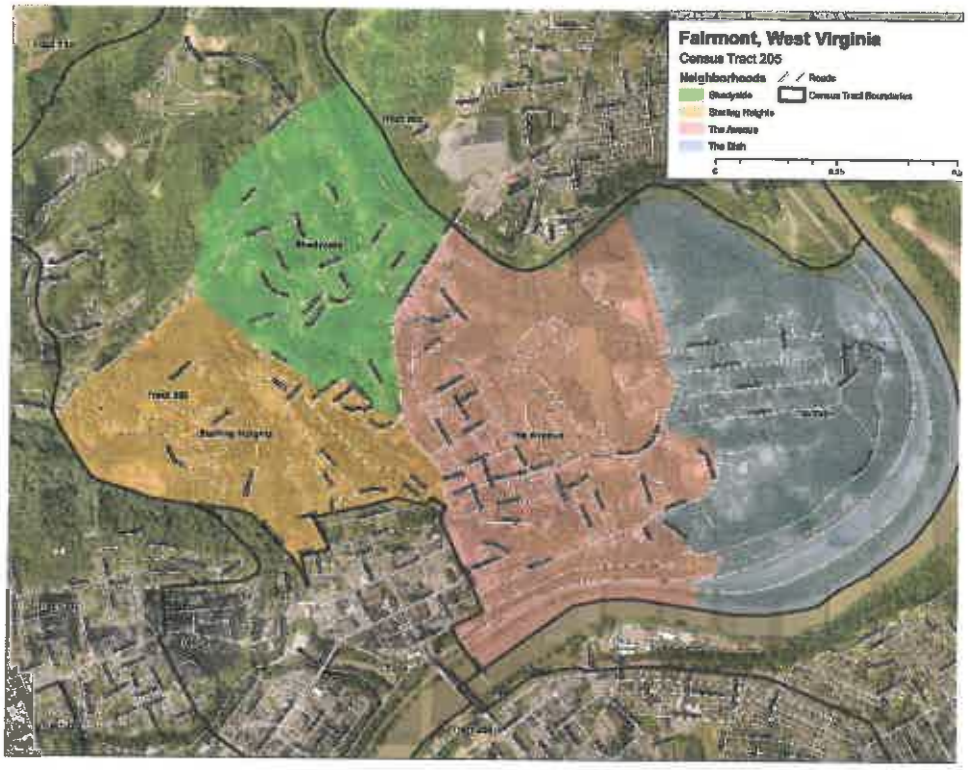
*The Jackson View* Facebook Page

Saturday, May 2, saw an official "streetbreaking", highlighting the bricks under the asphalt, to kick off potential plans for revitalization of the riverfront area located along Water Street in Ravenswood.

Members of the County Commission, Ravenswood City Council, the Ravenswood Development Authority and student and faculty from West Virginia University joined in the event, culminating in the Paddlers Parade. Several kayakers set out on the Ohio River and then on to Sandy Creek. This is the final event with the Revitalization of Ravenswood in association with the program coordinated by West Virginia University and the Division of Rural Health and Recruitment.

### 3.3.1 Example Community Index Survey Report

# COMMUNITY SURVEY RESULTS




12/5/2015

## Resident Opinions about Civic Infrastructure

**Drawn from the National Civic League's Civic Index tool, this survey gathered resident opinions on various aspects of civic health, with an emphasis on the Westside neighborhoods. The findings indicate room for improvement, as well as efforts already underway to begin development.**

# Community Survey Results

RESIDENT OPINIONS ABOUT CIVIC INFRASTRUCTURE

## SURVEY BACKGROUND

Margaret Stout

In May of 2015, representatives of the Westside Action Coalition in Fairmont, WV agreed to work with faculty and students from West Virginia University to mobilize and organize the community toward collaborative comprehensive planning and project implementation. These activities are being conducted through a combination of service learning and action research efforts led by Associate Professor Margaret Stout and the graduate students enrolled in Master of Public Administration courses and outreach programs offered by other academic units.

Every community has what can be called "civic infrastructure"—the institutions, opportunities, and practices for community members to engage in self-governance and collective action. The National Civic League defines civic infrastructure as "formal and informal processes and networks through which communities make decisions and attempt to solve problems" (League 1999, 13). Strong civic infrastructure contributes to a community's economic, social, environmental, and governance vitality.

Indicators of a vital community include: a shared community identity and vision for the future; interactive roles for residents, government, community organizations, and businesses; bridging group boundaries of all types; cooperating by sharing information, reaching agreement, and learning from experience; and educating community members and developing leadership from all walks of life. The National Civic League's Civic Index is a tool designed to help community groups explore these characteristics.

## LEARNING ABOUT FAIRMONT'S WESTSIDE

Margaret Stout

Because the Westside neighborhoods are preparing to enter into the collaborative process of community planning and development, a written Community Survey was used to begin assessing the human, social, organizational, and political capitals of Fairmont. Questions were drawn from the National Civic League's Civic Index. This Community Survey was distributed in September and October of 2015 through a variety of stakeholder groups and an online survey web link. Distribution was coordinated by the Fairmont Youth Community Development Center board members. The survey link was posted to its Facebook page and distributed on flyers to churches and other neighborhood leaders via email. Hard copies of the survey were hand distributed at a neighborhood youth football game, a community-wide Halloween event, and by one neighbor to her neighbors. A total of 105 surveys were returned, only three of which were submitted online. Respondents included 68 who identified themselves as Westside residents and 37 who were Fairmonters outside those neighborhoods. While this return rate is less than hoped for, it gives an idea of what active residents are thinking. The results and an interpretation of their meanings follow.

# NEIGHBORHOOD VISION

Lisa Lagana

1. My neighborhood clearly knows its unique identity and seeks to preserve it.

   **53% Agree**

   31% Disagree

   16% Don't Know

2. My neighborhood has a shared vision that guides what we do.

   41% Agree

   **43% Disagree**

   16% Don't Know

3. My neighborhood has a long-term plan that includes most people's ideas.

   28% Agree

   **45% Disagree**

   27% Don't Know

## Comments and Ideas

- I live on the outside of the neighborhood but I grew up in "the ave." and I'm been connected with the neighborhood
- some know some don't care some don't know
- I think as a community we need more collaboration. I don't think my neighborhood sees the value it has
- Fairmont does not want to do anything different or take care of what they already have
- I live on please help heavy drug use
- Fix our park (windmill) and gove it a legit football field
- My neighborhood need improvements in our park where my grandchild play and better housing

## Interpretation

Communities with a clear sense of their past and a shared sense of identity are able to plan inclusive activities around shared desires that reflect their standards and values. Communities with a strong neighborhood vision are able to face challenges with focused action steps that follow a timeline of completion. This encourages citizens to engage in proactive problem solving and take collective action, continuously building upon the community's foundation for its future.

The majority of all survey respondents agree that their neighborhood clearly knows its unique history and identity and seeks to preserve it, but the rest of the Fairmont community was significantly higher than the Westside respondents in this percentage. These numbers were supported by comments in the survey that identified Windmill Park as having a unique identity that Westsiders seek to preserve. However, the majority of respondents disagreed that their neighborhood has a shared vision that guides what they do. The comments reflected a lack of a clear sense of direction and the need for more community collaboration. These answers showed the same difference between Westside and other neighborhood residents. When it comes to a long-term plan, the majority of respondents disagreed that they had one that included most people's ideas. These responses were also higher in the Westside than in the other Fairmont neighborhoods. Comments reflected

these numbers, indicating that Fairmont does not want to do anything different or take care of what is already has.

## Recommendations

The comments included starting points for a neighborhood vision, including improvements to Windmill Park, better housing, and addressing drug abuse problems. The next steps for Fairmont neighborhoods should include visioning and long-term planning to create action steps that follow a realistic timeline for implementation. An inclusive plan would allow each neighborhood to face the challenges mentioned within the survey and plan activities that reflect those values. By showing pride in community values, citizens will have an incentive to come together to address issues formally and establish a proactive problem-solving foundation, instead of waiting for the City of Fairmont to address their concerns.

# NEW ROLES FOR RESIDENTS

## Courtni Helmick

1. Most people who live here participate in neighborhood or community organizations.

   41% Agree

   **43% Disagree**

   16% Don't Know

2. All people who live here have equal opportunities to participate in community decision-making.

   **51% Agree**

   37% Disagree

   12% Don't Know

3. People who live here work with government, business, and nonprofits to solve community problems.

   29% Agree

   **45% Disagree**

   26% Don't Know

4. People who live here believe it is honorable to serve in public office and respect those that do.

   **39% Agree**

   34% Disagree

   27% Don't Know

### Comments and Ideas

- Info isn't always made available to the commonly. So a lot of times people don't know. Need to involve them more.
- Some of the older people work with government. We need to invite younger people in the meetings.
- I work in a nonprofit agency here and we have minimal community help or interest.
- Seems same people have held same positions for years. See same faces running community organizations. These people are important but anything benefits from fresh and new ideas.
- The govern bodies aren't looking for the common people to have a voice by separating ideas and values to incorporate police power.
- A lot of improvement needed for community.
- We as a community need to do more.

### Interpretation

In order to have a strong civic infrastructure citizen participation is necessary. Citizens must realize they have to have a proactive role in creating a strong community. Participation in a community includes activities like voting in local elections, serving on boards, attending public hearing meetings, and being an active volunteer in community-based organizations.

Comparatively, the Westside respondents have different opinions than those from other areas. Over 45% of Westsiders disagreed that most people who live here participate in neighborhood or community organizations, while only 37% of others disagreed. While the majority overall agree that all community

members have equal opportunities to participate in decision-making, only 47% of Westsiders agreed as compared to 60% of others. In regard to residents working with government, business, and nonprofits to solve, 52% of the Westside respondents disagreed, while 37% of others agreed. Only 33% of Westside respondents agreed that it is honorable to serve in public office, while over 51% of those living in other areas agreed.

Survey comments pointed out that there is not a significant amount of citizen involvement in the community. The citizens who are involved are usually older and they participate in most community activities. Respondents feel the younger generations should be more involved.

## Recommendations

Overall, the data suggest that residents in Fairmont are not as involved as they could be, and Westside respondents have a less positive attitude than respondents living in other areas. The Civic Index suggests that the community will benefit from residents taking more responsibility for their community by being involved and proactive neighbors and citizens. One way to support active participation is through neighborhood associations.

# NEW ROLES FOR LOCAL GOVERNMENT

## Chris Agba

1. Our city government shares the neighborhood's vision for the future.

   24% Agree

   **58% Disagree**

   17% Don't Know

2. Our city government shares decision-making with residents.

   15% Agree

   **66% Disagree**

   19% Don't Know

3. Our city government is responsible and accountable to the residents.

   33% Agree

   **54% Disagree**

   13% Don't Know

4. City services are provided equally to all groups and neighborhoods.

   26% Agree

   **58% Disagree**

   15% Don't Know

5. Our city government works with businesses and community organizations on my neighborhood's challenges and opportunities.

   26% Agree

   **56% Disagree**

   20% Don't Know

### Comments and Ideas

- I've seen some of this somewhat. But it will be helpful if the city would get more involved and in commonly
- I called our city about the diaper of Windmill Park. The commit "we don't have the money, I would hate to shut it down" sounds like a threat if we come be requested them he do the work needed.
- But are they (city govt really to ques. 3)
- Probably not for quest. 4
- The make decisions and tell us after. We just have to deal. A lot of times seems they use their position as leverage to force their ideas
- We need to privately organize and have our private representations go to city council meetings
- The organizations have to come together and force the hand of government
- Bring business to Fairmont everyone is growing around us
- Our community doesn't share our neighborhood vision nor include us in the planning

## Interpretation

It is the responsibility of local government to encourage broad-based citizen participation. Such engagement creates a sense of ownership and interest among residents and fosters the will to contribute funding and volunteerism toward programs that develop, nurture, grow, and promote both economic and social development for the entire community.

The majority of respondents have negative perceptions of local government. The majority (nearly 53%) do not believe the City shares their neighborhood's vision for the future, with these sentiments being worse among Westside respondents than other areas; over 58% as compared to over 43%. Nearly 64% of respondents feel left out of the decision making process; nearly 66% of Westsiders and 60% of those from other areas. Nearly 56% also felt the city government is not responsible and accountable to its residents and over 57% do not feel that city services are provided equally across all areas. Finally, 50% of all respondents do not believe the City works well with businesses and other community organizations to meet neighborhood needs. The difference between the Westside respondents and others is striking here; nearly 55% as compared to 42%. The overarching perception of respondents from the Westside neighborhoods is worse, reflecting a sense of disenfranchisement from the City, which may be misinterpreted as apathy.

## Recommendations

From the perspective of collaborative governance, new roles for local government include building and unifying all sectors in the community by helping them work together in harmony. This kind of approach does not only create a sense of belonging, but it also empowers and stimulates collaborative partnership among residents. The City of Fairmont can use these survey results as a motivation for a renewed commitment to public engagement, collaboration, and responsiveness.

# NEW ROLES FOR COMMUNITY ORGANIZATIONS

## Bre Kreutzer

1. Community organizations include the people they serve in setting priorities and planning programs and projects.

   **40% Agree**

   37% Disagree

   23% Don't Know

2. Community organizations collaborate to get needed resources rather than compete for them.

   38% Agree

   **39% Disagree**

   24% Don't Know

3. Community organizations work to resolve "turf issues" in our community.

   **42% Agree**

   29% Disagree

   29% Don't Know

4. Community organizations work with the city and county governments and businesses to reach shared goals.

   30% Agree

   **39% Disagree**

   32% Don't Know

## Comments and Ideas

- questions 2 - 4 was answered with somewhat
- I think these are somewhat could be better
- probably not (for quest. 2 to 4)
- Have seen several campaigns/projects to involve different groups. DAC is very wonderful with getting needed things for participants and reaching large number of people
- The resources to reach the community aren't used through television, radio, and newspaper.
- We also have internet activities to inform the communities and reach a better spectrum.

## Interpretation

Community-based organizations are the key to creating change in neighborhoods by identifying needs unique to the area and providing services to meet those needs. In recent years, cutbacks in federal funding for community organizations have made resources scarce. Many community organizations have begun to lose sight of the broader goal and have started to compete for these resources in order to keep their particular organization afloat. This competition can be detrimental to communities and should be replaced with collaboration among organizations.

The statistics from the civic index survey in Fairmont indicate the majority of community members have mixed emotions of whether or not community organizations are actively fulfilling their obligations to the public. Each question of the survey yields majority results that are very close to the alternate opinion, including a large

percentage of "Don't Know" answers. This indicates that community-based organizations are not doing a good job with public relations and outreach.

Overall, respondents from the Westside have a more negative view of community organizations. For example, only 25% of Westside respondents feel that community organizations work to resolve turf issues within their neighborhood compared to 53% of respondents from other Fairmont neighborhoods. Only 35% the Westside respondents feel as though community organizations include the people they serve in setting priorities in planning and projects whereas 49% of others agree. In regard to collaborating rather than competing for resources, 42% of Westside respondents disagreed as compared to 33% of other Fairmonters. Finally, almost half of Westside community members (49%) feel as though community organizations do not work with the city and county governments and businesses to reach shared goals, while only 19% of respondents from other areas have this view. The more positive comments made in the survey may not necessarily reflect the experiences of the Westside respondents.

## Recommendations

These survey results reveal a need to improve the public image and responsiveness of community organizations, particularly those serving the Westside neighborhoods. Participatory planning is an effective way to achieve both objectives simultaneously. Community-based organizations also need to become more collaborative in providing services—with one another and with government agencies. By focusing on each organization's strengths, decreasing overlaps in services, and filling gaps in service provision, community-based organizations could become a leading force in community and economic development in the Westside neighborhoods.

# NEW ROLES FOR BUSINESS

## Daniel Eades

1. Our Chamber of Commerce is active and highly visible in the community.

   19% Agree

   **54% Disagree**

   27% Don't Know

2. Our downtown Main Street program is active and highly visible in the community.

   **45% Agree**

   40% Disagree

   15% Don't Know

3. Businesses participate in broad community improvement efforts.

   26% Agree

   **49% Disagree**

   25% Don't Know

4. Businesses play a charitable role in our community, such as making donations to charities and community organizations.

   35% Agree

   **40% Disagree**

   24% Don't Know

5. Businesses encourage employees to volunteer in community activities.

   30% Agree

   **49% Disagree**

   21% Don't Know

### Comments and Ideas

- No outreach from the Chamber of Commerce or local businesses
- Without social media they would not be informed

### Interpretation

Businesses provide financial and human capital resources for sustaining communities' civic infrastructure and undertaking community development efforts. Unfortunately, community responses to the civic survey suggest that local businesses are generally not viewed as active contributors to the overall health of the Fairmont community; this was especially true for Westside respondents.

The Chamber of Commerce was not regarded as active or visible in community development activities (54% of responses) but Main Street Fairmont was regarded more positively. However, there were noticeable differences between the views of Westside residents and the larger Fairmont community. Nearly half (47%)

of Westside respondents did not feel that the organization was active in the community. Conversely, 56% of respondents from outside the neighborhood felt the organization was active and visible.

Responses indicate that businesses do not participate in community improvement efforts (49% of respondents). The majority of respondents (49%) indicated that businesses did not encourage their employees to volunteer in community activities. Views on charitable giving were mixed: 40% of respondents disagreed with the statement "Businesses play a charitable role in our community;" however Westside residents were more inclined to disagree (49%) than other community residents (24%). This suggests that Westside residents' primary employers may be less involved in charitable giving than the broader Fairmont business community.

## Recommendations

The National Civic League notes that businesses are key contributors to overall community health. Their involvement has traditionally been limited to charitable giving; however, for communities to fully benefit, businesses must think beyond their walls and bottom-line, integrating employees and leaders into the activities of local governments, schools, and non-profits. The results of the civic survey suggest that development organizations should play a more visible role in the community and use communication tools like social media to highlight their role in community development efforts. Additionally they should move beyond hubs for business-to-business connections and work to link their members with community organizations, especially those in traditionally underserved neighborhoods like the Westside. Once these links are established, employees and corporate leaders are encouraged to share both monetary resources and talents in ways that strengthen the capacity and effectiveness of local governments and organizations; serving in leadership positions, contributing monetary resources, and actively planning for the economic future of the community.

# CROSSING GOVERNMENT BOUNDARY LINES

## Dakota Morris

1. The right type and amount of community services are provided by city, county, and state government agencies.

   26% Agree

   **53% Disagree**

   21% Don't Know

2. Our city government works well with neighboring communities.

   28% Agree

   **46% Disagree**

   26% Don't Know

3. Our city, county, school district, and other local authorities work well together on regional issues.

   28% Agree

   **46% Disagree**

   26% Don't Know

4. State agencies help our city meet challenges and opportunities.

   26% Agree

   **52% Disagree**

   22% Don't Know

### Comments and Ideas

- The city, county, etc. need to get more involved by making self known.
- I think city government works better in other communities.
- Give to all who do nothing, take away from those who work here.
- Probably not (comment in reference to questions two and three).
- They have no money.

### Interpretation

Ideally, government may be more responsive when the various levels of government work together to respond to complex issues. These issues cannot be resolved solely on a municipal basis. State, county, municipal, and other local governments should work in conjunction with one another to address the complex issues which arise. As this occurs, leaders may develop an attitude of cooperation leading to a more inclusive regional government structure, ongoing forms of dialogue monitoring accountability and implementation of regional plans, and healthier communities throughout the region.

Respondents were asked about attitudes toward county government, municipal government, the local school district, and state agencies. The questions were designed to identify whether or not the governments serving the community were working well with the community and one another. The survey responses overwhelmingly demonstrate strong disagreement with the assertion that government is effectively providing services and working successfully with the community across all levels of government. "Disagree" was the highest response

for each question at 53%, 46%, 46%, and 52% for the four questions, respectively. It is interesting to note however, that the Westside respondents tended to have a more negative view toward government than those outside of the Westside communities. In particular, there is a significant difference between Westside and other respondents in regard to city government. Only 19% of respondents from the Westside neighborhoods agree that their city government works well with neighboring communities, while respondents from other neighborhoods report 46% agreement.

## Recommendations

The ultimate goal would be to see respondents to a future survey reflect agreement that their governments at each of the various levels are working well together to address issues and provide services needed by the community. This would most likely be a reflection of a shift away from a municipal-only approach toward a more regional approach to solving complex issues. Government would then be more effective across government boundary lines.

# BRIDGING DIVERSITY

## Amy Loomis

1. Our community works together across racial, ethnic, economic, and other group lines.

   38% Agree

   **50% Disagree**

   12% Don't Know

2. All racial, ethnic, economic, and other groups are involved in important community decisions.

   32% Agree

   **50% Disagree**

   18% Don't Know

3. The leadership of the community reflects the diversity of the community.

   41% Agree

   **45% Disagree**

   14% Don't Know

4. Our community responds quickly and strongly to discrimination, racism, and racist acts.

   29% Agree

   **53% Disagree**

   18% Don't Know

### Comments and Ideas

- In 45 yrs. I have attend one video at fmt clinic when I was employed
- I have witnessed two bullying at Rivesville middle and the staff turned their backs. I was shocked! I am glad that children are being educated in the class rooms in efforts of discrimination
- Racism is real and evident and not just due to attention on today media

### Interpretation

Healthy inter-group relations result in greater cohesiveness, understanding, unity, and empathy among citizens. These attitudes foster the ability to work together to build a stronger community. Because the Westside neighborhoods are racially diverse, it is particularly important that community efforts be inclusive of all perspectives in order to identify and work towards common goals.

Respondents are divided over whether or not their community works together across racial, ethnic, economic, and other group lines: 53% of Westside residents and 44% of respondents living outside of the Westside do not agree that racial, economic, and other groups are involved when it comes to important community decisions. This suggests that more work needs to be done to include all groups into community planning and action opportunities and prevent disenfranchisement.

53% of residents outside the Westside agree that the leadership reflects their diversity. In contrast, 53% of Westside residents do *not* feel that the leadership of the community reflects their diversity. This suggests that the community's leaders may not fully represent or understand the needs of the Westside. 53% of respondents overall and 58% of Westside respondents feel that the community does not respond quickly and

strongly to discrimination, racism, and racist acts. Many respondents (18%) don't know how the community responds to racist acts. This suggests that the community can do more to increase awareness of and responsiveness to racial injustice.

## Recommendations

The data suggest that Fairmont is underperforming in bridging diversity among its residents. Efforts to support diversity must be part of comprehensive community building efforts. Inter-group relationships must transcend personal and interest group agendas and create forums for civic participation, provide avenues for communication, and seek input from a broad spectrum of the community. Cross-cultural initiatives leverage power when groups and individuals mobilize around such issues as justice, education, socio-economic development, health, and job development. Proactive approaches to building and strengthening inter-group relations are the best way to foster cross-cultural understanding.

There are a number of activities for promoting diversity and unity that have proven successful in other places. For example, the community can organize an Awareness Week to promote diversity, peace, brotherhood, anti-bullying and/or multicultural sharing. This event can involve the City Council, local businesses, and several community organizations coming together to offer free public events focusing on respect, racism, anger management, the earth, and cultural diversity. A fair can include activities such as puppet shows, storytelling, cultural talent, movies, and games.

Schools can raise awareness of bullying and discrimination through workshops for teachers and administrators on how to adequately discuss and handle situations of bullying and discrimination. Programs for youth and teens can foster community dialogues, promote civil discourse, and promote teen leadership. The City can offer programs or create boards or commissions that promote citizen's legal rights and responsibilities as residents of the city, with a focus on human rights. The City can commit to an initiative recruiting women and minorities into high-level leadership and law-enforcement positions. Mentorship or workshop programs can be offered to increase candidate eligibility.

# SHARING INFORMATION

## Michelle Sloane

1. **Residents have the information they need to make good decisions and choices.**

   32% Agree

   **53% Disagree**

   15% Don't Know

2. **The news media provides our community with helpful information about our most important challenges, opportunities, and priorities.**

   35% Agree

   **52% Disagree**

   13% Don't Know

3. **All residents have access to information technology like the internets.**

   41% Agree

   **45% Disagree**

   14% Don't Know

4. **Community leaders regularly share information and ideas with residents.**

   24% Agree

   **59% Disagree**

   17% Don't Know

### Comments and Ideas

- I think the information is available
- Probably no (for quest 1 and 4)
- I have seen nothing in the news with the exception of election time
- Our city officials aren't doing enough to help the low-income people
- The info is out there but not always known. Not everyone can afford technology or have transportation too areas that do

### Interpretation

According to the Civic Index guide, sharing information and fostering dialogue leads to improved cooperation and consensus. Residents can access information through a variety of means including public records, news media, the internets, and informal community channels. The media shares responsibility for disseminating information and reporting fairly and objectively. Informed residents offer a greater diversity of perspectives and opinions that will in turn lead to greater quality in life of Fairmont for all residents.

Over half of all survey respondents (53%) disagreed with the statement that residents have the information they need to make good decisions and choices, however 7% more of Westside residents than other Fairmont residents disagreed with this statement. Similarly, most respondents (52%) disagree that the news media provides adequate information, while significantly more Westside residents disagreed with this (59%) than other Fairmont residents (41%). Overall, respondents were somewhat mixed on whether all residents have

access to information technology (45% disagree while 41% agree), but the majority of Westside residents (51%) disagreed that there is sufficient access, while most of who live outside of the neighborhood (46%) believed that access is sufficient. Most strikingly, 59% of all respondents disagree that community leaders regularly share information and ideas with residents. While write-in comments were few, the statements support the overall sentiment in the survey responses.

## Recommendations

These findings indicate that local leaders should increase efforts to communicate with residents on the Westside so that they are informed of Fairmont's priorities and of opportunities for residents to participate. One notable issue is access; most respondents did not believe they have access to information technology, so local leaders should use a variety of ways to engage residents. Responses also indicate that residents feel informed only during election time, indicating that the media also has an opportunity to expand their reach, such as reporting on day-to-day issues that relate to all residents in Fairmont, inclusive of the Westside. Improving communication will result in more informed residents who will be motivated to participate in efforts that directly influence their community and Fairmont at large.

# REACHING AGREEMENT

## Ashley Morgan

1. Our community stays on top of challenges and opportunities, rather than waiting until it's an emergency situation.

   34% Agree

   **52% Disagree**

   14% Uncertain

2. Our community leaders bring residents together to share opinions openly.

   30% Agree

   **53% Disagree**

   17% Uncertain

3. All stakeholders in our community—residents, government, businesses, and community organizations—are included in decision making.

   22% Agree

   **48% Disagree**

   30% Uncertain

### Comments and Ideas

- I agree you need to get involved but if meetings are held where only a few show there is a need to find more input.

### Interpretation

According to the Civic Index, healthy communities understand that disagreement is to be expected and actually provides opportunities for creative problem-solving. These communities work through disagreements by exploring and integrating the differences in opinions. It is important for community leaders to facilitate discussions with residents in order to reach consensus, develop programs, and build communities.

The majority of respondents (52%) disagree that the community is proactive in problem solving, including 58% of respondents from the Westside as opposed to 43% of respondents from other areas. The majority of all respondents (52%) disagree that the city brings all residents together to hear their concerns and opinions, including 63% of Westside respondents as compared to 43%, of others. Nearly a majority of all respondents (48%) disagreed that all stakeholders are included in decision making, including 54% of Westsiders as compared to 38% of other residents. These responses are supported by comments that indicated that community leaders need to find more ways for people from across Fairmont to be involved in order to reach consensus.

### Recommendations

Fairmont appears to be a community that is not working through disagreements among stakeholders in the most effective manner. Community members do not feel that their voices are being heard. In response, community leaders in Fairmont could come together and hold open forums across the city to provide an opportunity for residents to voice their concerns. This requires an understanding that disagreement is going to

happen and an ability to embrace it as an opportunity for creativity and innovation. Conflict resolution and conflict transformation can be facilitated in order to identify common goals and begin the challenging but fulfilling process of working together. This approach can be more effective when starting at the neighborhood scale and working out into larger groups in an incremental fashion.

# ONGOING LEARNING

## Gaillynn Bowman

1. Our community has a sense of tradition and draws from that history in making decisions.

   38% Agree

   **42% Disagree**

   20% Don't Know

2. Our community uses lessons learned from past experiences to make better decisions for the future.

   **41% Agree**

   40% Disagree

   19% Don't Know

3. People see their work in our community as ongoing and long-term, despite ups and downs.

   **44% Agree**

   34% Disagree

   22% Don't Know

### Comments and Ideas

- I feel that newcomers to Fairmont and truly want to contribute to improvement are soon finding out that the ones in power here all say in any decision. "politics as usually". Also I forward that it is not "what you know, it is who you know" its very sad.
- We need more forward thinkers.

### Interpretation

Strong communities possess the ability to solve problems by using knowledge gained from past experiences, positive and negative, and then incorporating those critical lessons into future plans and endeavors. A community's history provides a wealth of knowledge derived from facing obstacles and overcoming difficulties in order to ensure success.

The results indicate that the largest percentage of respondents disagree that the community draws from its sense of tradition and history when making decisions. However, while 50% of Westside community respondents disagree, only 28% of respondents living in other areas disagree that the community uses its wealth of knowledge. The greatest number of responses overall agree that the community learns from past experiences and see community work as ongoing. However, 52% of Westside respondents disagree that the community learns from past experiences as compared to 19% of others. Continuing the trend, 44% of Westside respondents disagree that people see their community work as ongoing, despite ups and downs, while only 17% of respondents in other areas disagree. These results may indicate a desire for change to make progress, which is supported by the comments made. But these results may also indicate that Westsiders wish to see their unique history taken into greater consideration in community planning.

## Recommendations

These different perceptions of the community's ability to draw positively on tradition while learning lessons from previous experience are significant. It may be beneficial to document the specifics of Fairmont's history in order to help the community as a whole benefit from its past—both in terms of celebrating unique and shared histories and learning from previous mistakes.

# EDUCATING RESIDENTS TO MEET COMMUNITY CHALLENGES

## Leah Cunningham

1. All students receive effective education in school about how government works.

   22% Agree

   **60% Disagree**

   18 % Don't Know

2. Training is available to people in my neighborhood about how government works.

   16% Agree

   **56% Disagree**

   28% Don't Know

3. People in my neighborhood are offered enough opportunities to volunteer in community and government activities.

   30% Agree

   **48% Disagree**

   22% Don't Know

### Comments and Ideas

- Some fall through the cracks. Some teachers only do minimal for children in school system so have inside view.

### Interpretation

Residents are the human capital of a community, offering knowledge, skills, and attitudes. Empowering citizens to become involved in the decision-making process is crucial to the health of a community's civic infrastructure. Both private and public institutions must strive to ensure citizens are empowered and have an active role at the decision-making table. There must be lifelong opportunities to learn about good citizenship and ways to participate in community governance. These opportunities may include civics courses, internships, volunteer opportunities, focus groups, leadership development, and service on citizen advisory boards.

According to survey respondents, there is little happening in Fairmont to help develop and engage these human resources. With the vast majority of respondents either disagreeing with or not knowing about these statements, there appears to be a lack of engagement in civics education by government and the public schools. In summary, one in five residents feel that students receive effective education in school about how government works. About one in seven feel that training is available to neighborhood residents about how government works, and a little less than a third feel there are enough opportunities to volunteer in community/government activities. These negative opinions are even stronger in the Westside neighborhoods. For example, only 12% of the respondents in the Westside felt that there was adequate training available to those in the neighborhood about how government works, as compared to 22% of respondents living in other neighborhoods.

## Recommendations

Research shows that when given the opportunity, residents tend to engage in community-building activities. Therefore, it is essential to develop residents' capacity to actively participate in the governance process. In order to generate positive community outcomes, citizen education must become a top priority. Indicators of this commitment can include: (1) a specific number of school credits dedicated toward citizen education; (2) a high rate of diverse participation in adult citizen education programs; and (3) a high proportion of citizen education alumni participating in public decision making bodies. Promoting the Fairmont 101 program, and possibly expanding the initiative to include leadership and youth development programming could help accomplish these objectives. Community-based organizations can also contribute through board and volunteer training.

# BUILDING LEADERSHIP IN THE COMMUNITY

Bob Riddle and Marissa Angellatta

1. Our community has programs to develop and encourage new leaders.

   27% Agree

   **51% Disagree**

   22% Don't Know

2. Leadership program participants reflect the racial, ethnic, economic, and other groups in our community.

   31% Agree

   **43% Disagree**

   26% Don't Know

3. Our city has a program to help neighborhoods organize for action.

   25% Agree

   **44% Disagree**

   31% Don't Know

4. Members of city boards and commissions receive training to serve in their roles.

   24% Agree

   **38% Disagree**

   **38% Don't Know**

## Comments and Ideas

- When do our "other" like low income people- are able to run for offices and are elected to make a difference in the community
- If I am not aware of programs, then maybe not

## Interpretation

Many cities work with civic clubs and chambers of commerce to deliver leadership development programs that become the training ground for civic leaders. Fairmont could gain valuable information on building leadership from the National Civic League. The Civic Index calls for inclusive leadership that reflects the diversity of the community. It suggests that rather than being in charge, leaders should encourage participation from community members and facilitate discussions about meeting community needs. Through this approach leaders will be able to collaborate more effectively within the community, thus mitigating hostility and community disagreements.

With very low levels of agreement to the statements in this section of the survey, the data reveal there is a lack of encouragement and development of inclusive leadership in Fairmont. With the vast majority either disagreeing about availability or not knowing about leadership training, leaders may not be receiving proper development for success. Nearly 48% of respondents from the Westside neighborhoods do not believe leaders represent the diversity of the community, as compared to about 35% of respondents from other areas. Similarly 50% of Westsiders disagree that the City has programs to help build neighborhood leadership, as compared to just over 35% of respondents from other areas. This trend continues in responses

to preparation for service on boards and commissions, with over 45% of Westsiders disagreeing as compared to 27% of other respondents.

## Recommendations

Based on promising practices in the Civic Index, three recommendations can be made to the City of Fairmont. First, all different groups in the community should be actively encouraged to engage in leadership, which can begin with neighborhood organizing. Second, the community needs to provide leadership development programming, which can be done through partnerships among the City, business groups, and local colleges and universities. Third, training and development should continue in formal leadership positions with City boards and commissions. Leadership training should develop facilitative skills. Ultimately good leaders will listen, look for common ground, and remain open in creating plans, providing leadership opportunities for everyone in the community.

# SUMMARY

## Margaret Stout

As noted in the introduction, indicators of a vital community include: a shared community identity and vision for the future; interactive roles for residents, government, community organizations, and businesses; bridging group boundaries of all types; cooperating by sharing information, reaching agreement, and learning from experience; and educating community members and developing leadership from all walks of life. In each aspect of civic infrastructure in Fairmont, there is room for improvement.

Through Fairmont's competition for the America's Best Communities award, community leaders have already established four strategic areas of development that will contribute greatly to civic infrastructure. In particular, the Great Neighborhoods goals and strategies will lay the groundwork for many aspects of the recommendations made herein. The pilot program in the Westside neighborhoods will model an approach to establishing a shared neighborhood identity and vision for the future, continuing into strategic planning that will consider interactive roles for residents, government, community organizations, and businesses in implementation. The methods used will establish participatory, collaborative practices for sharing information and reaching agreement that will build experiential knowledge and skills. Program and project plans developed through a logic model approach will lend themselves well to evaluation for ongoing improvement. Through a combination of community workshops, experiential learning, and responsibilities for outreach and organizing, community members will better understand the process and practices of self-governance, building leadership skills along the way. While not the only effort that can and should be made, this Fostering Fairmont project promises to make a great start toward building strong civic infrastructure.

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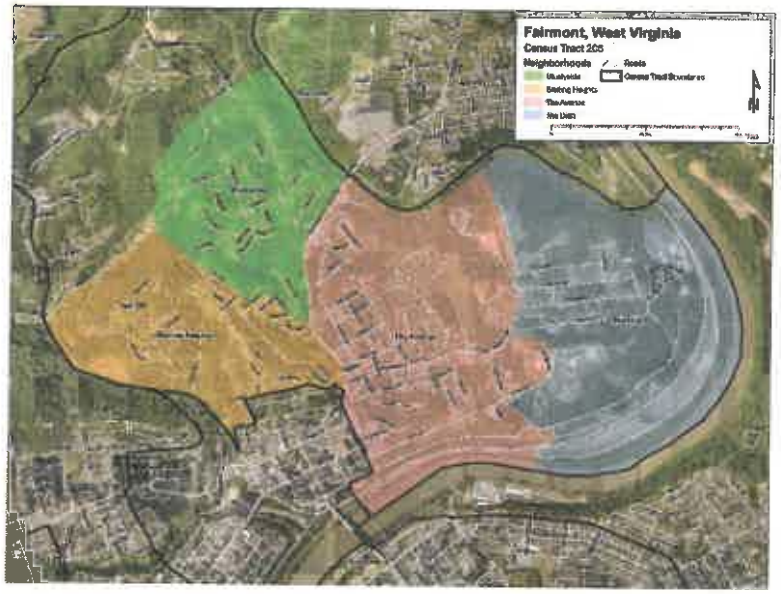
### 3.3.2 Example Community Profile

# COMMUNITY PROFILE




12/5/2015

## Fairmont's Westside Neighborhoods

**This report provides a snapshot of the various *community capitals* available to these neighborhoods, including: natural environment; cultural; human; social; political; organizational; financial; and built environment capitals. This profile provides baseline data for community visioning and planning efforts.**

# Community Profile

FAIRMONT'S WESTSIDE NEIGHBORHOODS

## PROFILE BACKGROUND

Margaret Stout

In May of 2015, representatives of the Westside Action Coalition in Fairmont, WV agreed to work with faculty and students from West Virginia University to mobilize and organize the community toward collaborative strategic planning and project implementation. These outreach activities are being conducted through a combination of service learning and action research activities led by Associate Professor Margaret Stout and the graduate students enrolled in Master of Public Administration courses and outreach programs offered by other academic units.

One of the most important foundations of successful strategic planning and implementation is community capacity. The term *community capacity* refers to a geographic area's collective ability to foster and sustain positive change. The "collective" includes individuals and both informal and formal groups, organizations, networks (Chaskin, Brown, Venkatesh, & Vidal, 2001). In sum, these people are the community's human and institutional *assets* (Kretzmann & McKnight, 1993).

Capacity as a potential means the abilities, commitment, and resources needed to take any type of community action. It is described by concepts like *conditioning influences* (Chaskin et al., 2001), *orientation* (Denhardt & Glaser, 1999) or *preparedness* (Perry & Lindell, 2003). In fact, the *readiness* aspect of capacity has been explored in community development and resiliency research (Chazdon & Lott, 2010; Foster-Fishman, Cantillon, Pierce, & Van Egeren, 2007; Miller, 1990). In short, these studies show that if a community lacks sufficient capacity to take advantage of outside assistance, the project will likely fall short of desired outcomes.

The factors that contribute to community capacity are often described as *community capitals*, including: natural environment; cultural; human; social; political; organizational; financial; and built environment types (Flora & Flora, 2007). All of these capitals are interrelated and boundaries are not always clear, but when they are mutually supportive, all elements of community sustainability—environmental, economic, and social vitality—are fostered (Fey, Bregendahl, & Flora, 2006). For this reason, community capacity is often understood as *resilience* (Perrings, 1998).

Community capacity can be measured at the start of an outreach project through needs and assets assessments that determine the readiness and potential for positive change. These evaluations can consider any or all of the community capitals, as shown in this Community Profile. The following sections describe preliminary information about Fairmont's Westside neighborhoods, drawing primarily from secondary data sources, as opposed to field inventories, observations, or interviews. These and other capitals will be explored further during forthcoming visioning and strategic planning processes. However, this initial snapshot will help guide outreach and participatory planning activities.

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# ENVIRONMENTAL CAPITAL

Bob Riddle and Lisa Lagana

Fairmont, West Virginia is located in north-central West Virginia in the eastern portion of Marion County, between the metropolitan cities of Morgantown (~20 miles) and Clarksburg (~23 miles) along the I-79 corridor.

The Westside neighborhoods are bounded on the east and a portion of the south by the Monongahela River, to the north by Buffalo Creek, and to the west by Route 250. As identified by residents, the neighborhoods are generally known as Shadyside, Sterling Heights, the (Maple) Avenue, and the Dish (Jackson Addition). As shown in Figure 1, these comprise the majority of U.S. Census Tract 205.

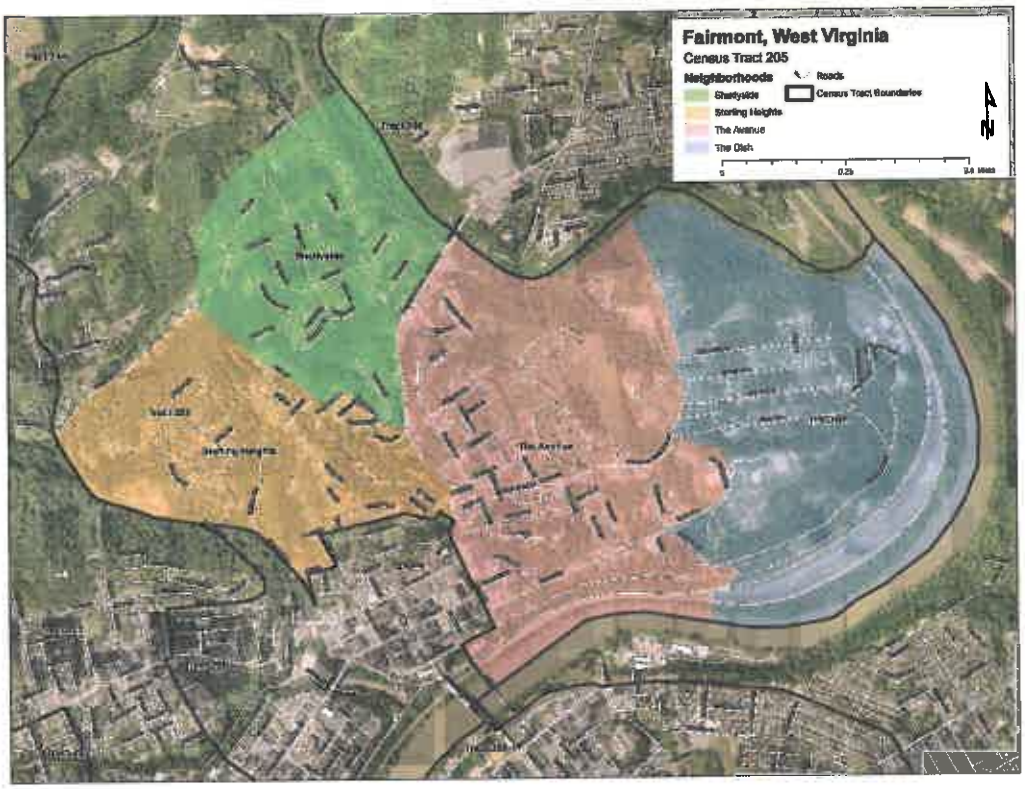


**FIGURE 1: RESIDENT-IDENTIFIED NEIGHBORHOODS. *SOURCE:* STRAGER (2015).**

## Topography

Topography shows relief features and surface configurations such as bodies of water and the slope of the land. This information is vital to determine a variety of uses for land such as walking and biking or gardening, identifying potential construction sites, and determining where flooding might be likely. The topography of this area has gentle to strong slopes, making some areas more difficult for development. The individual neighborhoods can be broken down into the following topographical grades:

- Shadyside - 15 - 35% slope
- Sterling Heights - 15 - 35% slope

- The Ave - 15-25% slope
- The Dish - 3-8% slope

A steep grade, such as that found in the Shadyside and Sterling Heights, can create challenges for construction. As can be seen in the existing neighborhood, homes have to be built on a smaller scale, narrow, or terraced to follow the contour of the hills. With a lesser incline, the Avenue and the Dish areas have a greater potential for larger homes, multifamily buildings, and businesses.

## Soil

These neighborhoods are associated with Monongahela-Zoar Allegheny soils, which can be described as moderately to well-drained acidic soils (USDA NRCS Soil Conservation Service, 1977). The soil in the area is very shallow with bedrock close to the surface. The soils in the neighborhoods can be generally categorized:

- Shadyside - Westmoreland Silt Loam
- Sterling Heights - Culleoka & Westmoreland Silt Loam
- The Avenue - Urban Land Culleoka
- The Dish - Allegheny Silt Loam

Shallow soil can be prone to erosion, but the silt loam soil type is well drained and favored in gardening and urban farming. This soil is considered ideal in retaining nutrients and with the more acidic pH of the area, these neighborhoods are perfect for woodland, pasture, and shrubs with shallow root systems. For example, if there is interest in home or community gardens, blueberry bushes would allow neighbors to consume more fruits that are higher in antioxidants, popularly called "superfruits". This produce could create an economic benefit with berries being sold as a seasonal product at the local farmers' market or independent green grocer.

## Climate

A region's climate can determine building types such as stucco versus brick, landscaping choices such as foliage types, and overall community design. The Westside neighborhood has an average yearly temperature low of 42 degrees and a high of 62 degrees, typical for West Virginia. The average precipitation for the year is 39 inches of rainfall and 31 inches on average of snowfall. The humidity averages 76% and wind speeds average 19 mph (26555, 2015). The growing season, as counted above 32 degrees, is an average of 144 days as recorded over a 10 year period (USDA, 1977). These statistics are common for West Virginia's moderate growing season, as most plants require at least 90 days to produce fruit. This area is not suitable for longer growing seasons without a greenhouse, but traditional crops such as carrots, squash, and salad greens would do well.

The area has relatively larger seasonal temperature differences, with humid hot summers and cold winters, which can lead to higher chances of plant fungus and household molds or allergens. Furthermore, this means builders must take moisture maintenance, drainage, and ventilation into account when determining building styles and materials. For example, the potential for severe weather in the winter with moderate snowfall leads to homes with a gable roof that can withstand the weight of accumulation or strong winds.

## Open Space

There are many integrated open spaces in the Westside community. It could be possible to retain some vacant lots left after demolition of abandoned and dilapidated buildings as open space. Those locations could be used as community gardens or pocket parks to serve immediate neighbors (Fairmont Vacant Properties Map, 2015). Windmill Park gives the neighborhoods roughly 20 acres of open space for the use and enjoyment, including baseball, football, and soccer fields, a basketball court, playground, and covered picnic area. The football field even has a concession stand for use during games.

There are plans in place to connect Windmill Park to the rail trail that will connect to the system that runs throughout the region. The Mon River Trail South travels from Morgantown to Prickett's Fort State Park, about five miles from Fairmont. The trail is a resource for hiking, walking, or biking and acts as a gateway to other rail trails in North Central West Virginia, Southwestern Pennsylvania, Maryland, and Washington, D.C. The proposed plans create the Marion County Connector Trail, which will provide access to this and other trails in Marion County.

Bodies of water and their banks provide additional open space opportunities. The Monongahela River and its tributary Buffalo Creek bound the Westside neighborhoods of Fairmont. The United States Geological Survey recorded statistics for the Monongahela River over the last five years. The river has an average depth of 9.49 feet and a temperature of 61 degrees Fahrenheit. The "Mon" offers a diverse ecosystem for fishing, boating, kayaking, and swimming. According to the Monongahela River Biological Monitoring Study, its waterways are home to many species of fish including: Crappie, Bluegill, Catfish, Carp, Drum, Largemouth Bass, Gar, Sauger, Smallmouth Bass, Muskellunge, and Perch. The River Towns program works to promote kayaking, canoeing, motor boating, and fishing activities within communities along the Monongahela River and could potentially be a resource for Fairmont and its Westside neighborhoods.

## Natural Resource Extraction

The state of West Virginia has long been characterized by its extraction of coal and other natural resources from the land. There is evidence of mining within the Westside neighborhoods where Windmill Park, Maple Avenue, and Jackson Addition meet. According to residents, strip mining had previously occurred at the location. Upon completion of mining the area, the land was filled with leftover material from the mining. Subsidence (an area of land that sinks or caves in) occurred on the parcel and has been left unmaintained and no land reclamation or remediation has occurred on the site.

The Fairmont Coke Works was located across the Monongahela River from the neighborhoods, operating from 1918 to 1979. Coke is a high carbon fuel product made from bituminous coal. After the factory shut down, two landfills have sat dormant for two decades, likely containing environmental waste. In 1993 the federal Environmental Protection Agency in coordination with the West Virginia Department of Environmental Protection began a comprehensive cleanup of the site. The cleanup is nearly complete and the City is now in the final stages of approving future development plans for the property; possibly an indoor water park and resort called Volcano Island.

## Environmental Quality

Environmental factors that directly affect human health are regulated in the United States with agency standards as they affect the quality of life, happiness, and wellness. In regard to air quality for the overall Fairmont area, particulate matter of 10.3 µg/m^3 (micrograms) meets the National Ambient Air Quality Standards of 12 µg/m^3 over a three year period as declared by the EPA for highest weighted annual

mean concentration (National Ambient Air Quality Standards (NAAQS, n.d.). However, this measurement should be closely watched as high micrograms of particulate matter lead to a higher percentage of asthma, which is a chronic lung condition that has affected 13% of adult West Virginians as of 2012 (DHHR Fact Sheet, 2013).

Soil and water quality is also of particular concern in West Virginia due to resource extraction activities. The primary concerns of water quality on the Monongahela River and its tributaries are Acid Mine Drainage, Eutrophication (nutrient accumulation from agricultural runoff), and invasive species. The EPA has compiled a list of many chemicals that have contaminated both soil and water sources in the Monongahela River watershed including: phenol, ammonium sulfate, benzene, coal tar, toluene, xylene, and coke oven gas. The United States Wildlife and Fisheries does advise that consumption of fish exposed to carcinogens like these be limited. However, the water quality of the Monongahela River varies by section and the exact statistics are not currently available for the section flowing through Fairmont and the Westside neighborhoods.

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# CULTURAL CAPITAL

Amy Loomis and Chris Agba

Fairmont is an old city with a Historic Downtown District preserving hundreds of structures that provided an economic and social center to neighboring communities. It was established as Middletown by the Virginia legislature on the farm of Irish immigrant Boaz Fleming on January 19th, 1820. Fleming parceled off his 254-acre farm and sold the lots to form a new town. The city became the Marion County seat in 1842 and its name was changed to Fairmont in 1843.

The city was named for its beautiful overlook—or "fair mount"—of where the West Fork River, Tygart River, and Monongahela River come together. Fairmont's rivers are tied to the city's identity and serve to define many of its neighborhoods. From the 1800s through the Industrial Age, navigable waterways, early railroad development, and resource extraction contributed to a bustling economy. High-quality bituminous coal was its leading industry. Other industries included timber, glass, natural gas, railroad, and river transport.

## Influx of Culturally Diverse Workers

Regional industries provided jobs to European immigrants and African Americans migrating from the south. Irish immigrants came in response to the Potato Famine of 1845. Many Italian, German, Russian, and Hungarian immigrants came in response to extreme poverty across Europe and World War 1. After the Civil War in the late 1800s, many African Americans came to West Virginia to support the coal industry. Coal remained the source of employment for many African Americans and European immigrants, but the industry suffered from many economic problems following World War 1 and later, the Great Depression. Many workers came to support the industries, including railroads and local factories.

The Monongah Mining Disaster of 1907 is remembered as the worst industrial disaster in American History. At least 361 miners perished in the accident at Manongah Mine No. 8, leaving 252 widows and 1,000 fatherless children in need of assistance (McAteer, 178). To remember fathers everywhere, and to honor her own late father, Grace Golden Clayton and the Central United Methodist Church held a special service as the Father's Day. Many of the victims were Italian immigrants (Marion County Historical Society, 2011). No known African Americans perished in this inciden. Subsequent disasters have provided the Westside community with a cultural attachment to Father's Day. In 1927, an explosion at Federal #3 mine in nearby Everettville killed at least 91 men, including several African American men. In 1968, the Consol #9 mine explosion in Farmington trapped and killed 78 men including James Jones, a Jackson Addition resident (Ezelle, 2015). James Jones was grandfather to Colyn Jones, a board member of the Fairmont Community Youth Development Center (James, 2015).

Following World War II, African Americans flocked to Fairmont's outlying coal mining towns to seek economic opportunities during a post-war coal "boom." However, during the late 1970s, the coal industry suffered a severe recession and unemployment reached all-time highs. Many West Virginians left the state in large numbers at that time.

Each immigrant group brought a legacy of their own cultural heritage to the community. For example, Italian immigrant and coal miner Giuseppe "Joseph" Argiro invented the pepperoni roll—a regional favorite to this day (Mozier, 79). According to local lore, from 1908 to approximately 1921, the Italian organized crime units known as the Black Hand Italian Mafia and Famalie Vagabonda were headquartered in East Fairmont. The Black Hand operated brothels, dealt narcotics, and was involved in extortion and murder. According to

community reports (James, 2015), the large department stores in Downtown Fairmont were once mafia-affiliated. When the mafia members died out, no family heirs were able carry on the dangerous nature of the business. This may have contributed the withering of downtown's commerce. The narcotics trade history may also have contributed to the rise in drug use and the subsequent decline of Westside neighborhood in the late 70s through 80s. Today, descendants of the Black Hand and other mafia group families have gone into legitimate business within the community of Fairmont. Family names like Spadafore, Alloi, Iquinta, and others are still commonly related to the mafia (Brooks, 2015).

In regard to black immigrants from the southern states, as shown in Figure 2 the current racial demographic in Fairmont overall is about 8% Black, as compared to around 3% for the state overall. However, in the Westside neighborhoods (as represented by Census Tract 205), Black residents represent over 40% of the population. As shown in Figure 3, this is complimented by over 56% White and a small percentage of other and mixed races.

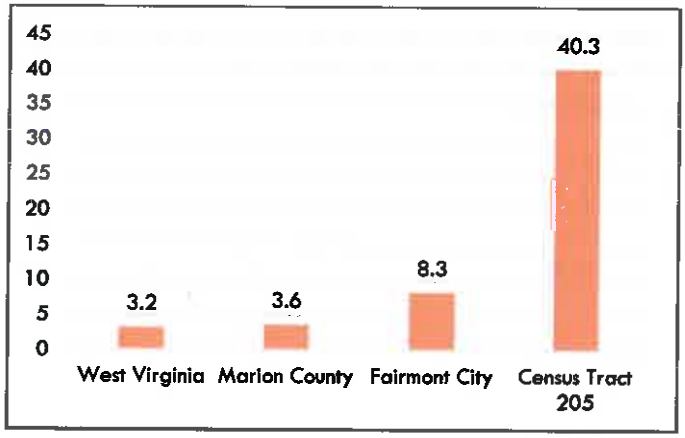


**FIGURE 2: RACE IN COMPARISON AREAS. SOURCE: U.S. CENSUS (2013).**

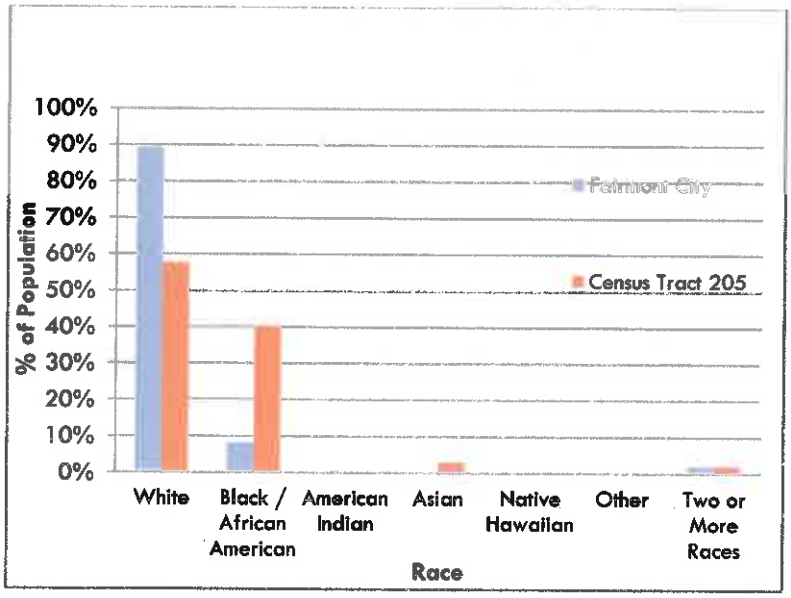


**FIGURE 3: RACE CENSUS TRACT 205. SOURCE: U.S. CENSUS (2013).**

The Westside includes a number of neighborhoods with a substantial African American population: Shadyside, Sterling Heights, the Maple Avenue area, and Jackson Addition (see Figure 1). According to Ezelle (2015), the Maple Avenue area was historically a predominantly white settlement for industry elites. The exact reason for the barons' occupation of Maple Avenue can only be speculative, but this may have been motivated by its strategic location next to downtown or hillside views. Jackson Addition was established as African American families settled on the outskirts of the Maple Avenue area (Ezelle, 2015). Jackson Addition was also home to many first generation Italians. In the early 1960s, the first African American family moved to 128 Maple Avenue. Today, Maple Avenue is predominantly African American. Shadyside has always been an African-American neighborhood, while Sterling Heights was once predominantly white. Today, Sterling Heights is home to a mix of races.

Just to the north of these neighborhoods is Bellview, which was once home to upper class white residents. Older African Americans gave Bellview the nickname of "Ku Klux Town" although no known Klan or other malicious activities are known to have occurred. It is speculated that this nickname is due to the concentration of upper class white residents and the neighborhood's inaccessibility to African American community members. However, as white residents died or moved away, homes fell into disrepair and black renters moved in. Today there are several African American homeowners in Bellview.

Residents report that although races were informally divided by neighborhood and formally divided by school segregation, interactions between races remained civil. According to Ezelle (2015), prior to the Civil Rights Act, members of the group Clover 13 went downtown to Murphy's lunch counter to place an order. The order was not accepted and the group left. Clover 13 returned a second time and was denied service. On the third attempt, the group was offered seats without fuss.

Similarly, on September 30th, 1954, the all-black Dunbar High School and all-white Fairmont Senior High School teams met on the football field for the first time in local history (Hensley, 2014). The match at East-West Stadium was framed by racial tension, months after the Supreme Court Decision to end segregation. Local law enforcement was placed on to high alert. The game went without incident, with a final score of 7 to 6 by Fairmont Senior High School. Players were familiar with each other, having played in the park together after school. This friendly competition and familiarity between players eased racial tensions.

First Meeting Of Negro, White Team Set For Tonight

**FIGURE 4: DUNBAR V. FAIRMONT WEST LINE-UP. *SOURCE*: WV PUBLIC BROADCASTING (2014).**

**FIGURE 5: PROGRAM FLYER. *SOURCE*: WV PUBLIC BROADCASTING (2015).**

## Economic Activities

Historically, the Westside has been a predominantly African American community, giving the neighborhood a unique cultural character. According to Nembhard (2015), the resourceful attitude of African Americans to improve their socio-economic condition in the face of slavery and discrimination led to a culture of self-sufficiency through individual and group efforts. As she notes:

> While the powerful are gaining more and more power over the centuries, they're also leaving holes and gaps so that the people who are exploited are figuring out at least small ways to do alternatives. Even if we take enslaved African-Americans as an example: people who didn't own their own bodies, didn't own their labor, weren't paid—were totally exploited. Yet, on the one day they had off, on Sunday, they would farm small gardens together. Some actually hired themselves out if they had skills. They found alternative ways to make sure they could feed their families and have some dignity. (Nembhard, 2015)

African American communities have long been built upon a tradition of helping, caring, and sharing community of mutual aid systems and a charitable spirit (Martin, 1985, p. 91). Traditional African American culture emphasized communal solidarity such as mutual aid, respect, and support. This parallels the roles that Westside churches, civic and social organizations, and Dunbar School have played over time. These institutions are examples of how the helping tradition has knit the Westside neighborhoods together.

The history of small business ownership further contributes to the idea that community members serve their community through mutual interest and a strong work ethic. The African American community learned to cater and provide for its own through collaborative efforts, such as sacrificing time and money together to build schools to educate their children; and at most times through singular act of providence by residents who had some additional capacity (Meade, 2015).

In the past, Westside residents supplemented their household income with low-paying part-time job. Some residents worked as seamstresses, maids, cleaners, and other low wage jobbers. Some worked as neighborhood handymen who performed maintenance and chores for a fee (Davis, 2015). The Fairmont Country Club, a membership club offering golf and social activities, was also a source of employment (Brooks, 2015).

Today, the Westside is home to cottage industry businesses. Home-based entrepreneurs offer services such as lawn care, accountancy, hair and beauty care, and children's day care (Brown, 2015). Ms. Charlotte, "the candy lady", lives across the street from Morning Star Baptist Church and sells candy, snacks, and sodas. Neighbors speak nostalgically about Ms. Ann's snow-cone business, which operated up until the last year out of a small building in front of her Norval Street home.

A few African Americans operated longstanding businesses along Pennsylvania Avenue near Maple Avenue during the 1940s through 1960s. Businesses included the Parker Beauty School; Whit's Restaurant, owned by Yancy Whitman; a filling station near Billingslea, owned by Clyde Williams; a blacksmith by the name of Bragg; and various petty stores and juke joints (bars). From the late 50s into the 70s, African American businesses such as a gym, Mr. Fat's Restaurant, a record shop, several groceries, barbers, and beauty shops operated within the Westside (James, 2015). The Saw Robeson convenience store was known for fresh fish and offered a truck service that delivered around town. In the late 1960s, African American professionals such as doctors, lawyers, and dentists lived on the Westside and had offices downtown (Ezelle, 2015). By the

70s, neighborhood business owners retired, the businesses were not replaced and the buildings went into disrepair.

According to current residents, other family businesses operated along Maple Avenue toward Jackson Street from the 30s to the 50s, most of which were owned by Italian families (Brooks, 2015 and Ezelle, 2015). These businesses included a corner store which offered concessions and school supplies, a clothing cleaner and press shop, a shoe repair shop, and the now-shuttered Norwood Street Groceries, which is referred to colloquially as "the store" or Jack's Grocery Store. Debatos Store was a private home business in which the living room was stocked with lunchmeat, produce, and convenience items. Pacifico's Italian had a reputation for offering the best meat in the county, drawing customers from afar. Marty's was a popular Greek-owned business that offered sandwiches, candy, and draft beer. Pharmacist Leonard Mylan operated a drugstore and a beer garden. After Mylan died in 1958, the businesses along Maple Avenue slowly disappeared and the buildings went into disrepair.

## Social Activities

Historically, churches have played an intricate cultural and social role in African American communities. Despite denominational differences, their common goal is to knit together religion, home, and community (African, n.d.). According to Robert Hill (1999), "many studies have revealed that a strong religious orientation and spirituality are major contributors to enhancing the resilience of African American individuals and families" (150). Indeed, involvement in the church has been described by residents as the basis of Westside living (Ezelle, 2015). Churches like Morning Star Baptist church, Mount Zion Baptist Church, Temple of Christ, Church of God Militant, Trinity United Methodist Church, Christian Love Ministry, African and Methodist Episcopal Church provide training, food, shelter, clothing, counseling, education, information, spiritual needs, peacemaking, and other services to the neighborhood (Brooks, 2015).

Trinity United Methodist Church on 407 Cleveland Avenue was founded in 1869. Its charter members included the Meade family (Hensley, 2014). At 146 years old, it is one of the oldest churches in the city of Fairmont and was once one of the leading churches in the community with congregations, reaching a size of 200 faithful. However, today's congregation is only between 25 and 40 people. Morning Star Baptist Church on 100 McKinney Street now has the largest congregation of all Westside churches. According to one resident, church attendance has declined with the passing of older worshippers and younger people pursuing opportunities further afield (Ezelle, 2015).

Churches have the capacity to engage in cooperative activities and serve as incubators for community economic development projects (Wallace, 2003). However, according to W. James (2015), Westside churches have not been at the center of community action since the 60s. In the past, multiple church congregations convened annually for a church picnic at Morse Park on the Eastside, drawing people from as far as Charleston. These events no longer occur, suggesting that churches are playing a less active role in building community beyond their own congregations.

Centers of the community were not limited to church organizations. A settlement house located between Maple Avenue businesses provided community services. Other centers of community included civic and social organizations such as Elks Lodge #148 and its affiliate Daughter Elks, an African American fraternity, as well as the Black American Legion. The Elks offered a small downstairs restaurant with alcohol, an all-ages dancehall where live music was offered every weekend, and a boarding house (James, 2015). Patrons did not need an Elks membership to participate. Organizations such as the Elks and the Black American Legion offered robust social activities and benevolent programs throughout 80s and 90s, including scholarships, social

dances, and holiday events (Ezelle, 2015). The Elks building, located at Everest Drive downtown, fell into disrepair and no longer stands today (Byrd, 2008).

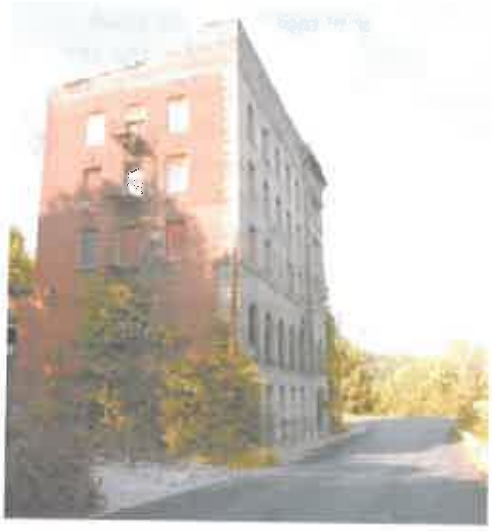

FIGURE 6: ELKS BUILDING. SOURCE: TIMES WEST VIRGINIAN (2015).

Fairmont was also home to businesses that were vibrant meeting spots for African American residents. During the 1930s and 1940s, the African American-owned Rose Tea Room operated alongside other "red light" businesses on Water Street, offering companionship, prostitution, and bootlegging activity. This area is now Palatine Park on the east side of the river (Ezelle, 2015). Through the 70s, Westside meeting places included Club Modi's, Ann Ford, and Mary Phillip's Chatterbox. These hot dog and candy stands served the community as popular after school meeting places.

For entertainment, locals attended Fairmont Theater, Lee Theater, and Virginia Theater to see live acts and moving picture shows. Throughout 40s and 60s, the Fairmont Theater along with the WV Armory hosted famous acts such as Count Basie, Cab Calloway, the Ink Spots, Jerry Lee Lewis, and others (McMillan, 1996). None of the theater buildings stand today: to the dismay of many residents, the dilapidated Fairmont Theater building was razed in 2012 to build a West Virginia State Building in its place.

Windmill Park, located at 900 Ogden Avenue in the Jackson Addition neighborhood, has been and still is the Westside community's primary venue for outdoor social and recreational activities. Historically, the park was managed by neighborhood residents. Formerly called the Testa Fairgrounds, the park hosted events year-round including baseball games, the circus, and the County Fair (Brooks, 2015 and Ezelle, 2015). These festivals were later moved to Palatine Park and further afield. The fairgrounds were acquired by the City of Fairmont in the 1960s and renamed Windmill Park (James, 2015). The park features a children's playground, covered picnic and barbecue areas, a baseball field, a basketball court, and a football field with bleachers and concession stand.

It is rumored that hangings or other executions may have occurred at the park in the distant past, although no one has been able to confirm this. Over time, the park has seen documented foul play. In 1974, a triple homicide case was left unsolved for 38 years (Smith, 2013). In 2014, a police officer was struck head-on by an ATV. The driver was later charged with one felony count of maliciously wounding a police officer (Shriver, 2014). Subsequently, the basketball court was moved to the more secluded location of the previous tennis court. Drug dealers began trafficking drugs after the new court was installed and neighbors report that youth

loiter at the park to drink and get high (Brooks, 2015). Despite these incidents, neighbors contend that the park has been a safe place prior to and following these incidents (Ezelle, 2015).

Youth sports have figured prominently in Westside social life. In the 60s, a national movement for youth football fueled by "Pop" Warner gave rise to three high-school aged football teams in Fairmont. The Hills (Department Store) Bulldogs, based in the Westside, the Moosejets, overseen by the Fraternal Order of Police (F.O.P.), and the Idamay Black Diamonds of Monongah, formed in 1962 (James, 2015). Youth sports in continue their legacy today at Windmill Park (Brooks, 2015). In the late 80s, Minister Herschel Walker founded 612 MAC (Madison Avenue Center), a community-based youth development organization, and revived the Bulldogs as a youth football team for low-income children (Ezelle, 2015). Through mismanagement over time, the football program was dropped (Brooks, 2015). In 2014, Brian Curry came on as executive director and the organization's name was changed to the Fairmont Community Youth Development Center (FCYDC). Today, FCYDC regularly hosts the Bulldogs youth league football games with their cheerleading squad. On October 11, 2015, with support from FCYDC board members, the City of Fairmont dedicated the football field to Frank Hines, an advocate for youth activities and early education on the Westside.

## Historic Places

Marion County has 22 properties listed in the National Register of Historic Places, 16 of which are located in Fairmont. Three of these sites are located in the Westside neighborhoods: Dunbar School, Thomas C. Miller Public School, and Woodlawn Cemetery (National Register of Historic Places, 2015). Interestingly, the Marion County Historic Society does not list any of these under "places of significance," however the National Register offers some background and information on each.

### Dunbar School

Dunbar School is the most recent addition of the three to the National Register of Historic Places, listed on April 28, 2015. Located at the foot of the Sterling Heights neighborhood at 103 High Street, the architectural style is described as Colonial Revival; building materials include brick, sandstone, wood, and an asphalt roof.

**FIGURE 7: DUNBAR SCHOOL. *SOURCE:* NATIONAL REGISTER OF HISTORIC PLACES (2015).**

Constructed in 1928, it is a historically significant landmark in Fairmont's African American history, as it was the first African American school in Fairmont, and one of the first African American schools in all of West Virginia. It served students from elementary through grade 12 until it closed in 1956 due to desegregation. According to local historian, Charlotte Meade (2015), in the 1860s, Black population began to increase in the area then called Middletown. That population came with differing skills, seeking work, housing, equality, a place to worship, a place to educate their children, and the opportunity to be in fellowship and community. In 1867, the Board of Education purchased a lot between Jefferson and Madison Street in Meredith Alley, later referred to as Dunbar Alley. The black community contributed time and labor in the construction of a four-room school building and later added a small wood-frame addition to accommodate the increasing enrollment. This building was referred to as "The Colored School" for 42 of its 61 years.

In 1909, as a result of a student contest, the school was named Dunbar in honor of the eminent Black poet and writer, Paul Laurence Dunbar of Dayton, Ohio. In 1912, William O. Armstrong, a Boston native and a recent graduate of West Virginia Colored Institute in Institute, WV, (now West Virginia State University) was hired to teach and serve as acting principal of Dunbar. Although the name had changed, this was still the school for the "colored" and as the population continued to increase, the enrollment soon exceeded the capacity of the building.

On January 9, 1928, the Marion County Board of Education awarded a contract for the construction of a new building at the corner of Weatherwax and High Streets; the cornerstone was laid on April 15; the building was dedicated in December of 1928. The new building provided education for African Americans from 1st through 12th grade. The new school, with 18 classrooms and a gym, had a capacity of 600 students but enrollment reached 700+ by 1940. Dunbar High School was rightly known as a school of excellence, a member of the North Central Association for Secondary Schools and Colleges and the Dunbar Elementary School achieved the rating of "Model School."

Dunbar's last segregated class graduated in 1955 (Ezelle, 2015). After integration, the school was temporarily closed. High school students were dispersed to Fairmont Senior High School. Junior high school students were dispersed to Miller. Elementary school students were dispersed to J. N. and Watson Elementary Schools. Dunbar's teachers did not all receive new placements by the Board of Education, a matter that is still a point of contention to the African American community.

In 1963, Dunbar School was reopened as the Fairmont Junior High School Annex, offering classes up to sixth grade. In the 1970s, a group of concerned citizens petitioned the Board of Education with a request to restore the name Dunbar School to the building. As a result, Dunbar was reopened in 1971 as an elementary school. The school was permanently closed in 2007. Since 2008, the Dunbar School building has been owned by the Dunbar School Foundation, which seeks to restore the building to serve as a community center (Dunbar School, 2015).

### Thomas C. Miller Public School

The Thomas C. Miller Public School was added to the National Register on May 8, 2013. Located at 2 Pennsylvania Avenue, it features the Colonial Revival architectural style with Jacobethan detailing; materials include brick, stone, concrete, and a synthetic/rubber roof. It was listed due to its embodiment of the period's style and distinguishing characteristics.

**FIGURE 8: THOMAS C. MILLER SCHOOL. *SOURCE*: NATIONAL REGISTER OF HISTORIC PLACES (2013).**

The school was constructed in 1914 and an annex was added in 1928. Distinguishing features include three water fountains with green tile backsplashes with different motifs: cattails, fish, and underwater plants. The school's construction is a reflection of Fairmont's population growth in the early 20th century; the population nearly doubled between 1900 and 1910 (Thomas C. Miller Public School, 2013). Recently, the Fairmont-Morgantown Housing Authority announced that it would be converting the school into affordable housing for seniors in a partnership with Augusta Development Corporation and Miller School Associates, funding the project in part through historic tax credits and low income housing credits from the West Virginia Housing Development Fund (Fairmont-Morgantown Housing Authority, 2015).

### Evergreen Cemetery

Evergreen Cemetery was established by John Williams adjacent to what is now Windmill Park (Ezelle, 2015). Williams, a railroad worker transferred by B&O Railroad from Richmond, Virginia, formed an agreement with his supervisor to purchase land parcel by parcel. The land sat vacant until Evergreen Cemetery was established in 1935. Williams saw a need for an African American Cemetery in Fairmont and named it after an African American cemetery in Richmond. Prior to Evergreen, African American burials were limited to the crowded City Cemetery or in neighboring Harrison County at Shinnston or Enterprise.

### Woodlawn Cemetery

Woodlawn Cemetery opened in 1875 as a private burial ground, designed to incorporate the natural beauty of the surrounding landscape in a park-like setting (Woodlawn Cemetery, 2007). The site has been listed in the National Register of Historic Places since April 14, 2004 (National Register of Historic Places, 2015) and in 2009 it joined the Civil War Trails program as a marked site (Historic Woodlawn Cemetery, 2012). Architectural styles assigned to the cemetery include the Rural Cemetery Movement, Egyptian Revival, Neo-Classical Revival, Art Deco, and Four-Square. Materials used in the cemetery include concrete, brick, sandstone, marble, granite, and asphalt.

**FIGURE 9: WOODLAWN CEMETERY. *SOURCE:* WEST VIRGINIA DIVISION OF CULTURE AND HISTORY (2007).**

Located at 335 Maple Avenue, the cemetery spans 425 acres, encompassing two buildings that contribute to the historic distinction (the abbey and the chapel) and five structures (four family mausoleums and the entrance gate). The cemetery holds over 15,000 graves, including Francis Harrison Pierpont, two governors, national and state legislators, and veterans dating back to the Revolutionary War (Wagaman, 20). Cemetery policy prevented African American burials until integration (Ezelle, 2015). New graves may be added today, however they must comply with the original design intent. The Friends of Historic Woodlawn actively pursue financial support to upkeep the "perpetual care" required by an early 20th century endowment (Historic Woodlawn, 2012).

## Historic People

### Fairmont Black History Museum

Fairmont has a rich African American History. This museum is under development by Charlotte Meade, with plans for installation in the historic Dunbar School (James, 2015). Her family has been prominent in Fairmont, establishing one of the oldest churches in Fairmont; Trinity United Methodist Church (Ezelle, 2015). Notable African American Fairmonters include John Darcus and Fred Stubbs, the only two African American union organizers of the United Mine Worker's Union. W. O. Armstrong was a public school teacher and principal employed by the Board of Education in Fairmont, and other educators came from the Chamberlain family.

### Dewey W. Fox

While actually a Jefferson County native, Dewey Fox helped organize the Fairmont branch of the NAACP (Jefferson, 2009) and as an educator in Marion County, he was active in working toward desegregation and the continued employment of African American teachers in integrated schools (Bracey and Meier, 1995).

### Gregory T. Hinton

Gregory Hinton is a lawyer and professor at Fairmont State University who teaches a popular course on Race, Class, and Gender. "A lifelong resident of Marion County, Hinton has distinguished himself in service to his community in a wide variety of roles. He was elected to the Fairmont City Council in 1977 and served on

the council for nine years. During his tenure, he became the first African-American to be elected mayor of a major city in West Virginia. After his term, Hinton served as City of Fairmont Building Commissioner for one year" (Wilson, 2009). In 2003, the West Virginia Martin Luther King Jr. Holiday Commission gave Hinton the "Living the Dream" Award for scholarship and his dedication to education and he was honored with the 2009 Governor's Civil Rights Day Award. That year he helped form the Dunbar School Foundation and he remains active in community building efforts.

### George S. "Spanky" Roberts

According to Lonely Eagle (n.d.), Spanky Roberts was born in London, West Virginia, September 24, 1918 and went to elementary and high school in Fairmont, WV, graduating in 1934 at age 15. He went on to graduate from WV State College at age 18 with a BS Degree in Mechanic Arts in 1938. He began CPT training in 1939 at WV State and entered military service as the first Negro Aviation Cadet in July, 1941. He graduated in the first class of five Cadets, March 7, 1942 and was commissioned as a 2nd Lt. and pilot at the Tuskegee Air Field, Alabama. As one of the Tuskegee Airmen, he led a decorated military career, including serving as a Flight Instructor in the Advanced Flight Training School, a fighter pilot, and senior Air Corps ROTC instructor at the Tuskegee Institute, and Dean of the School of Military Science. In 1950, he reported to Langley Air Force Base as the first Black to command a racially mixed unit in the Air Force. In 1952 he earned a Masters' Degree from the U.S. Army Command and General Staff College. Ending his military career as a Colonel, he returned to civilian life as an active citizen engaged in a variety of community service.

**FIGURE 10: CADET GEORGE S. "SPANKY ROBERTS". *SOURCE*: LONELY EAGLE (N.D.).**

### Johnnie Johnson

Johnnie Johnson was born July 8, 1924 in Fairmont. As a teenager he joined the United States Marine Corps. He was one of the first 1,500 African Americans in the Marines. During World War II, he served in the Marshall Islands in a company band called "The Barracudas." After the war, Johnson worked and performed with Chuck Berry, Eric Clapton, Keith Richards, Albert King, John Lee Hooker, Bonnie Raitt, Bob Weir and Ratdog, the Kentucky Head Hunters, and many others. In 2007, he was inducted into the Rock and Roll Hall of Fame (n.d.). The Johnnie Johnson Jazz and Blues Festival is an annual music festival held at Palatine Park in July (Society, 2015).

FIGURE 11: JOHNNIE JOHNSON. *SOURCE:* ROCK AND ROLL HALL OF FAME (2015).

### "Toothpick" or "Sad" Sam Jones

While Sam Jones he lived in The Bottom in Grant Town, he played football and basketball at Fairmont High School. After Army service, he played for the Cleveland Buckeyes of the Negro American League. In 1948 he went to the Kansas City Royals, a touring Negro League squad handpicked by Satchel Paige and later that year played for the Spur Cola Colonites in Panama. In 1949, the Negro National League had disbanded and the Negro American League was waning, so Jones signed with the Rochester Royals, a semi-pro league. By the end of the year he was playing for the Cleveland Indians. On February 26, 1950 he married his high school sweetheart, Mary Beans. In 1954 he was traded to the Chicago Cubs, and the next year Jones was the first African American major leaguer to throw a no-hitter; against the Pittsburgh Pirates. This earned him a spot on the National League All-Star team—and a gold toothpick from Cubs' TV announcer Harry Creighton. In 1956 Jones was traded to the St. Louis Cardinals. He was later traded to the San Francisco Giants and played a second All-Star Game in 1959. After that, Jones played in American, Puerto Rican, and Dominican leagues, ending his career in 1967 with the Columbus Jets. He returned home to Monongah, WV to establish a carwash business. Battling cancer in 1971, Jones died November 5th while undergoing treatment at West Virginia University Hospital in Morgantown and was buried in Woodlawn Cemetery.

FIGURE 12: "TOOTHPICK" OR "SAD" SAM JONES. *SOURCE:* SABR (N.D.).

### Ted Echols

Ted Echols was a two-sport standout for Fairmont State University (Cochran, 2014). He was a three-year letter-winner for the Falcons basketball team and helped lead FSU to an impressive 81-13 record (.861) during those three seasons, one WVIAC title, and an NAIA National Tournament appearance. During the spring, Echols played first base for the Falcons in baseball and twice earned first-team All-WVIAC honors. He was drafted by the Chicago Cubs in the 25th round of the 1972 Major League Baseball Draft. He was inducted into the Fairmont State Athletic Association Hall of Fame in 2013.

### Professional Footballers

According to Database Football (n.d.) a number of African American Fairmonters played in the National Football League. Calvin Eugene Turner played for West Virginia University and was drafted by the Tampa Bay Buccaneers for the 1987 season. Rashod Kent played for Rutgers State University of New Jersey and was drafted by the Houston Texans for the 2003 season. Kerry Marbury, an All-American player for West Virginia University went on to the Toronto Argonauts in the Canadian Football League in 1973-1974, then was drafted by the New England Patriots and traded to the Cleveland Browns, but was cut before playing again.

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# HUMAN CAPITAL

Leah Cunningham and Marissa Angellatta

**While the Westside of Fairmont could be considered all neighborhoods west of the Monongahela River and north of downtown, the focal point of the community hosts are the neighborhoods around Windmill Park, Dunbar School, and the Fairmont Community Youth Development Center. The bulk of these areas comprise U.S. Census Tract 205, which is shown in Figure 13. According to these community representatives, these neighborhoods are considered the traditionally African American neighborhoods in Fairmont. Judging by the population statistics, this is most true for Census Tract 205, as compared to adjacent Tracts 206, 214, and 202 (201 is a commercial district). Therefore, population statistics available at the Census Tract level will consider 205 only.**

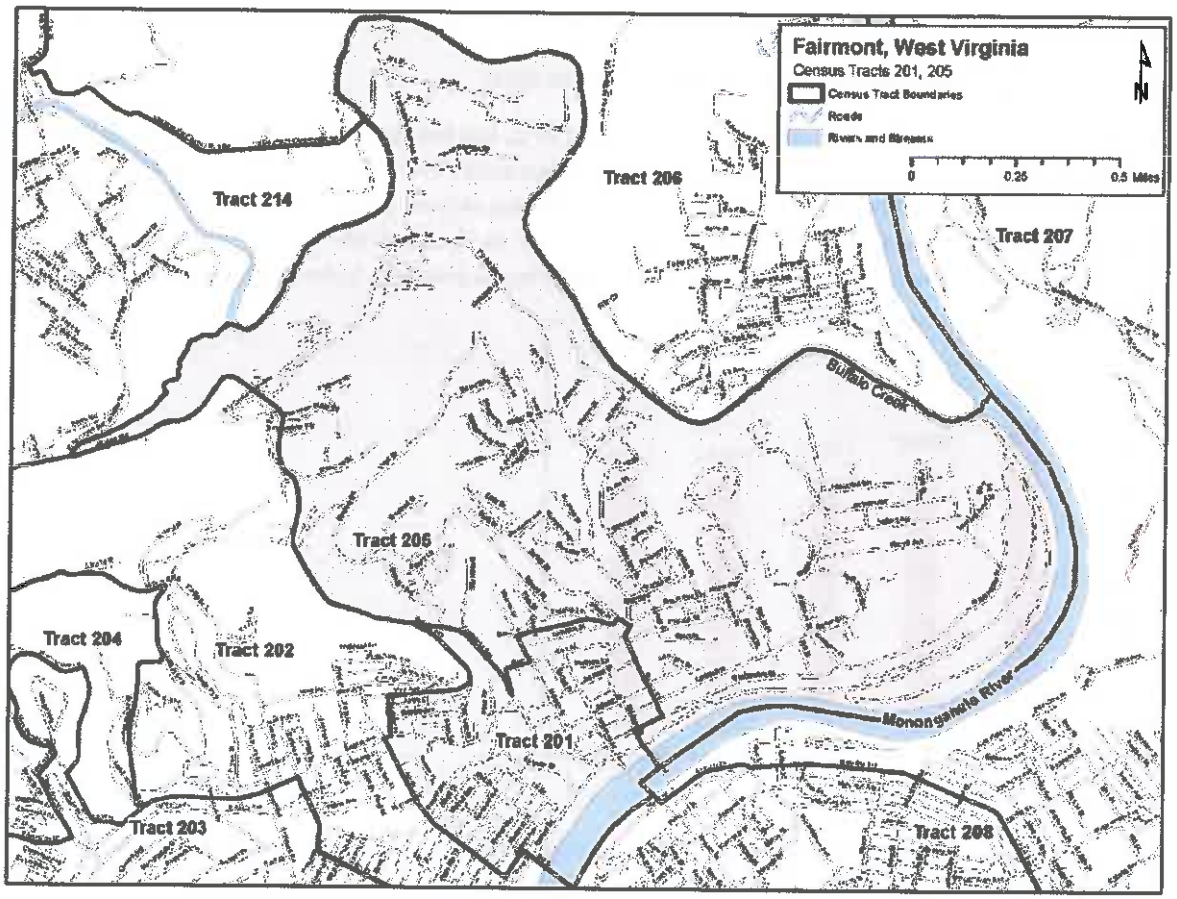


**FIGURE 13. PROFILE AREA CENSUS TRACTS. *SOURCE:* U.S. CENSUS (2013).**

## Population Statistics

**At 40.3 percent, the percentage of African Americans in the neighborhoods is significantly larger in comparison to the city, county, and state; higher than Fairmont overall by over 30%. This verifies the neighborhoods' identity as a historically African American community.**

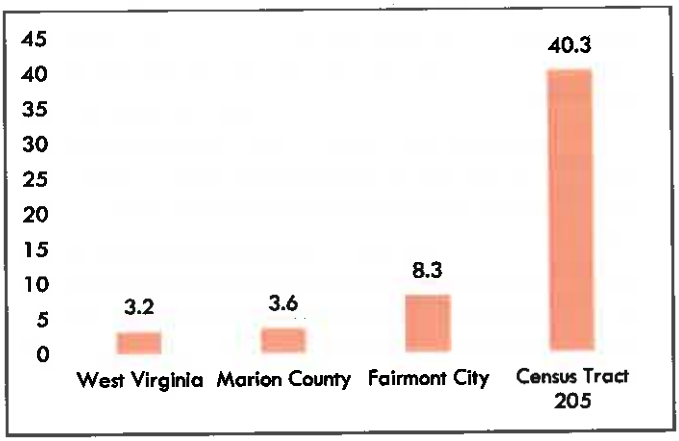


**FIGURE 14. AFRICAN AMERICAN POPULATION PERCENTAGE. *SOURCE:* U.S. CENSUS (2013).**

The population of the City of Fairmont has decreased since 1970, but has been fairly stable since 2000. The high poverty level and low wages may be connected to this decrease. We might conclude that many people moved as a result of economic downturn in the area and those who stayed either do not wish to leave or are unable to leave. The exodus phenomenon is commonly described as "brain drain"; when the highest skilled workers leave for better opportunities, leaving the least educated individuals behind (Fiore et al. 2015).

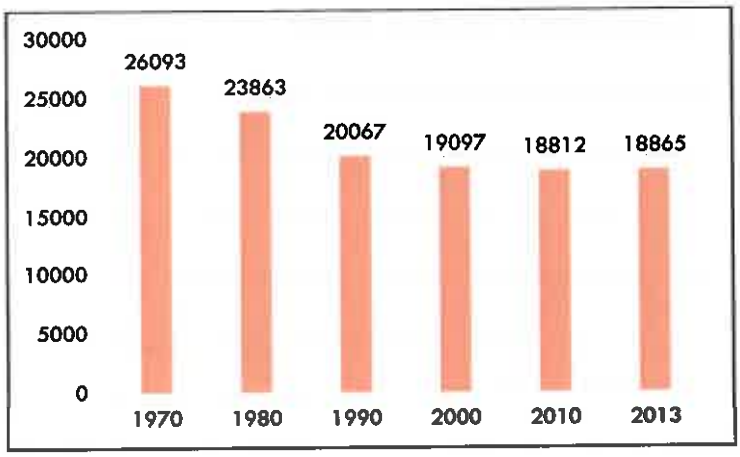


**FIGURE 15. POPULATION. *SOURCE:* U.S. CENSUS (1970-2013).**

The median age of 33.7 in the neighborhood is slightly younger than that of West Virginia and Marion County but not significantly different from the median age in Fairmont. We can infer from this data that age is not a significant factor for the issues identified by the neighborhood.

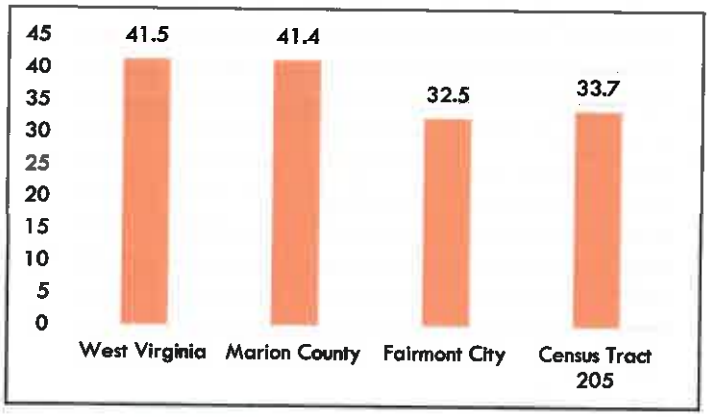


**FIGURE 16. MEDIAN AGE. *SOURCE*: U.S. CENSUS (2013).**

The employment rate of 55.3 percent is much higher than West Virginia as a whole, but slightly lower than Fairmont as a whole.

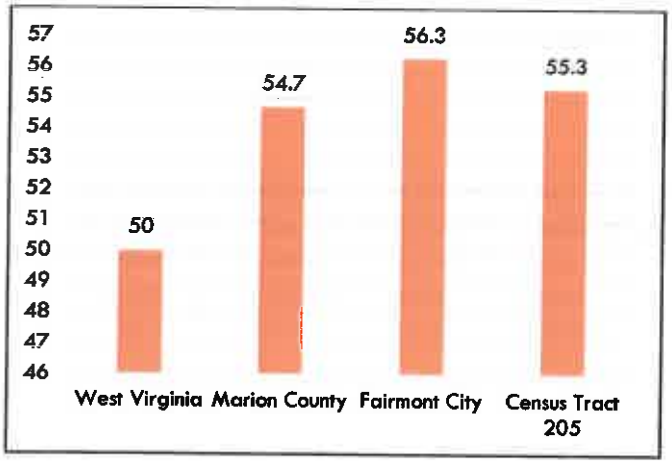


**FIGURE 17. EMPLOYMENT RATE. *SOURCE*: U.S. CENSUS (2013).**

At 33.6 percent, the poverty rate in the neighborhoods is higher than in the state, county, and city as a whole. This may be due to low wages and educational attainment factors that will be addressed below.

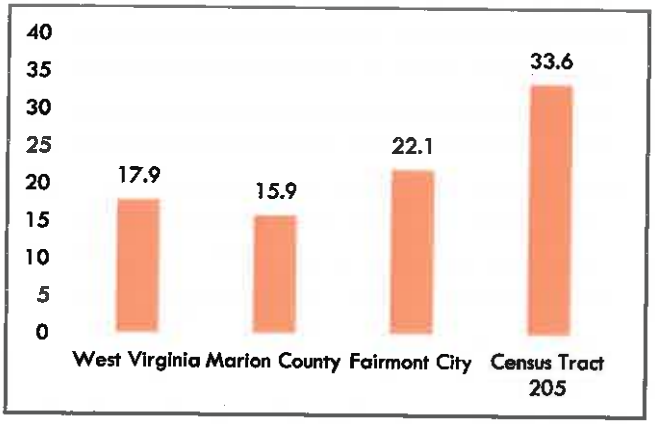

**FIGURE 18. POVERTY RATE. *SOURCE*: U.S. CENSUS (2013).**

Just over 47% of the population under 18 is below the poverty level. Youth living in poverty are consistently shown to have more quality of life challenges, especially those associated with educational attainment.

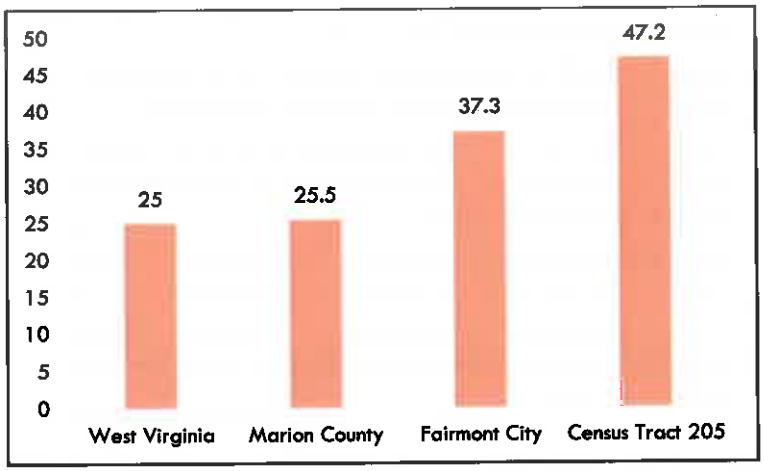


**FIGURE 19. POVERTY RATE. *SOURCE*: U.S. CENSUS (2013).**

## Educational Attainment

Educational attainment is a key indicator of human capital in that higher levels of completion and success are associated with greater social and economic capacity. High school dropouts are on a direct pathway to poverty. Workers with a high school diploma or less bore the brunt of the recent recession's job losses. Job gains in the recovery are confined to those with education beyond high school. In the US, 5% of children with parents who have not graduated from high school will graduate from college (Lumina Foundation, 2015).

The high school graduation rate for students in Census Tract 205 is slightly higher than both the West Virginia, and national average.

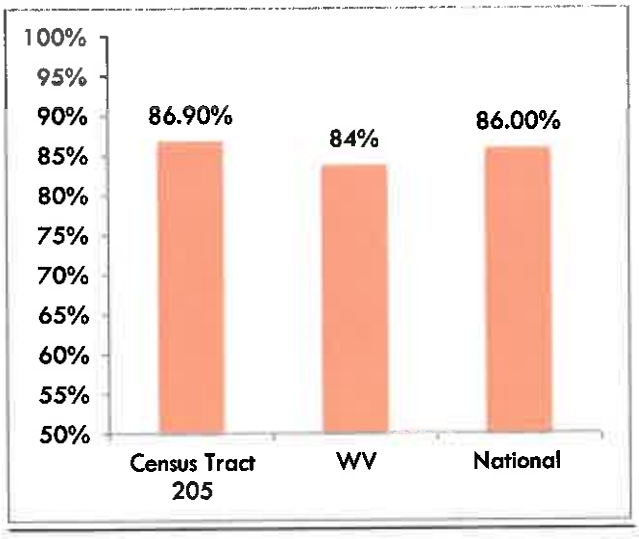

**FIGURE 20. HIGH SCHOOL GRADUATION RATES. SOURCE: U.S. CENSUS BUREAU (2009-2013).**

The percent of residents pursuing and completing a degree in higher education is significantly less than the national average in both Census Tract 205 and West Virginia. We might attribute the slightly higher percentage in these neighborhoods to the accessibility of Fairmont State University and Pierpont Community College.

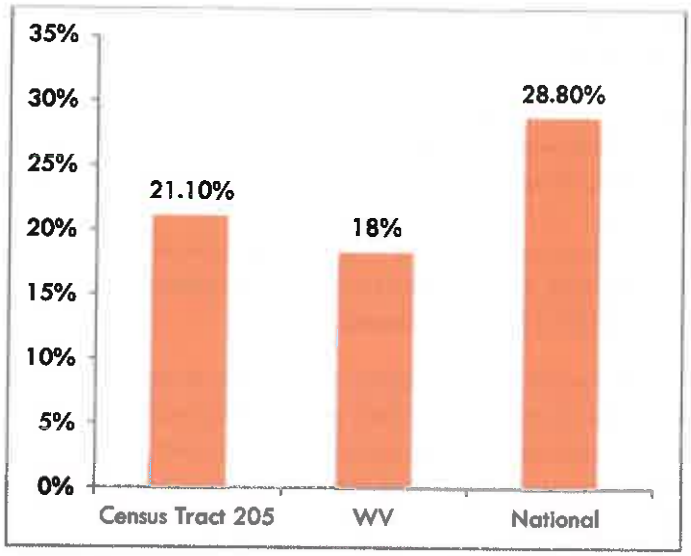


**FIGURE 21. PURSUIT OF HIGHER EDUCATION. *SOURCE*: U.S. CENSUS BUREAU (2009-2013).**

## School District Characteristics

The youth in Census Tract 205 attend Watson Elementary, West Fairmont Middle School, and Fairmont Senior High School, all of which are operated by the Marion County Board of Education. Contact information is provided in Appendix A.

School performance is assessed by the West Virginia Board of Education through standardized testing. Over the last ten years, WV has shifted from the WESTEST to WESTEST 2 with APTA, and now uses the West Virginia Summative Assessment. The West Virginia Next Generation Standards are a set of higher expectations in mathematics and ELA that were developed by state leaders to ensure every student graduates from high school prepared for the future. These new standards replace West Virginia's former set of expectations for students.

The West Virginia Accountability Index (WVAI) assigns points to schools for multiple measures of student performance (Annual Measurable Objectives or AMOs) on the statewide general assessment and other summative assessments of reading/language arts and mathematics, graduation rates for high schools, and attendance rates for elementary and middle schools.

Based on these scores, schools receive a School Designation, including:

- Success - The school has met its target score, and the majority of its student subgroups are making academic progress.
- Transition - The school has met its target score or has demonstrated that a majority of its subgroups are making academic progress.
- Support - The school has not meet its target score and has not demonstrated that a majority of its subgroups are making sufficient academic progress.

The majority of services for schools identified as a *Transition* school will be led by the local school district, with capacity building support from the Regional Education Service Agency (RESA) and limited WVDE support. A Transition school has some flexibility in determining necessary interventions based on the leadership provided by the local school district. Local schools systems may partner with RESAs and other external providers to provide professional development, technical assistance and interventions, and to implement school improvement strategies (WV Dept. of Education, 2015). Specific expectations for Transition schools include completing a targeted Strategic Plan and participating in limited ESEA monitoring.

It is recommended that *Support* school implement the USDE Turnaround Principles, which align to the WV Standards for High Quality Schools (WVBE Policy 2322). The local school system and the Regional Education Service Agency (RESA) will partner to provide professional development, technical assistance and interventions. Specific supports/resources to implement the Support school improvement plans will be developed through collaborative efforts of all partners (WV Dept. of Education, 2015). Specific expectations include: completing an extended Strategic Plan; receiving annual progress reviews by their local school district and board of education; and receiving ESEA monitoring during the regular monitoring cycle to review progress.

In addition to state standards and programs for instructional support, federally-designated Title I schools are those with at least 40 percent of students from low-income families. These schools may use Title I funds, along with other federal, state, and local funds, to operate a schoolwide program to upgrade instructional quality for the whole school, thus helping close the gap between low-income and other students. The purpose of this program is to ensure that all children have a fair, equal, and significant opportunity to obtain a high-quality education and reach, at a minimum, proficiency on assessments based on state academic achievement standards. The schools serving youth from Census Tract 205 vary in terms of their Title I status and academic performance.

**Watson Elementary School** serves grades Pre-K through fourth grade, and receives Title I funding due to the majority of students with Low SES. A little over half of the white students attending Watson Elementary have Low SES. With African Americans, that number jumps to over three-fourths, and for multi-racial students it reaches 81%.

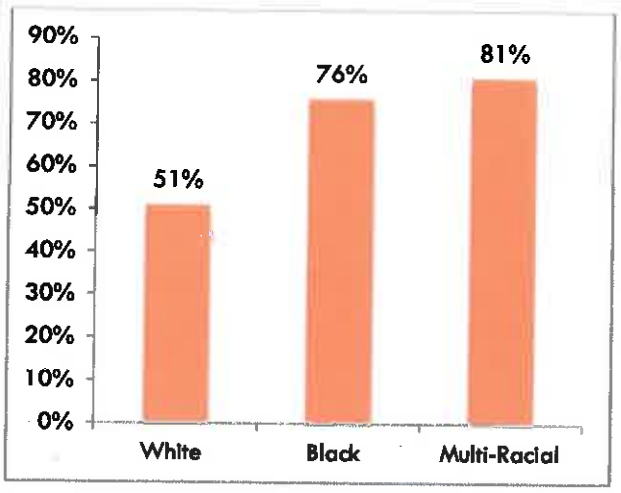


**FIGURE 22. LOW SES STUDENTS BY RACE. *SOURCE:* WV DEPT. OF EDUCATION (2013-2014).**

Overall, the enrollment composition at Watson Elementary is predominantly white, however, there is a significant number of both African American and Multi-Racial students.

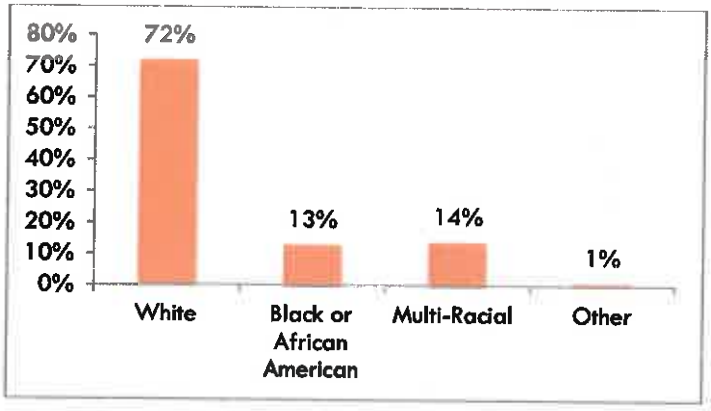


**FIGURE 23. ENROLLMENT BY RACE. *SOURCE:* WV DEPT. OF EDUCATION (2013-2014).**

Watson Elementary is designated is designated a Success school by the West Virginia Accountability Index, meaning the school has met its target score and the majority of its student subgroups are making academic progress. The school ranks far above the West Virginia state average for the percentage of students meeting grade level expectations. It is important to note, however, that nearly half of the students are not meeting grade level targets in math and reading, leaving much room for improvement.

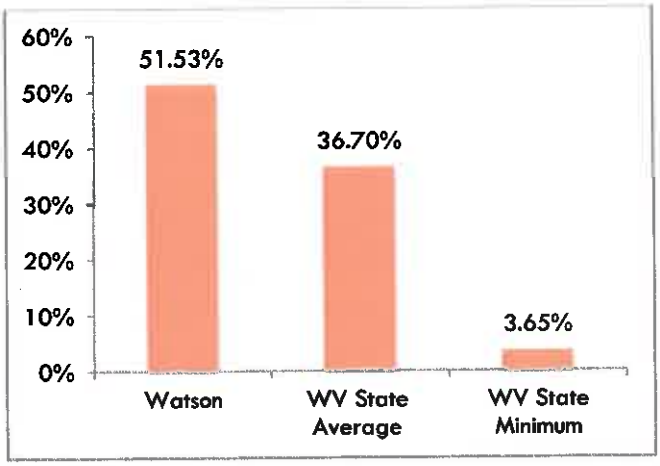


**FIGURE 24. STUDENTS MEETING GRADE LEVEL EXPECTATIONS. *SOURCE*: WV DEPT. OF EDUCATION (2013-2014).**

**West Fairmont Middle School** serves fifth through eighth grade students. While the percentage of students with Low Socioeconomic Status (Low SES) is around 47% at West Fairmont Middle School, the school does *not* receive Title I funds. The percentage of students with Low SES is significantly higher for Black and Multi-racial students, which make up a smaller proportion of the population than at Watson Elementary.

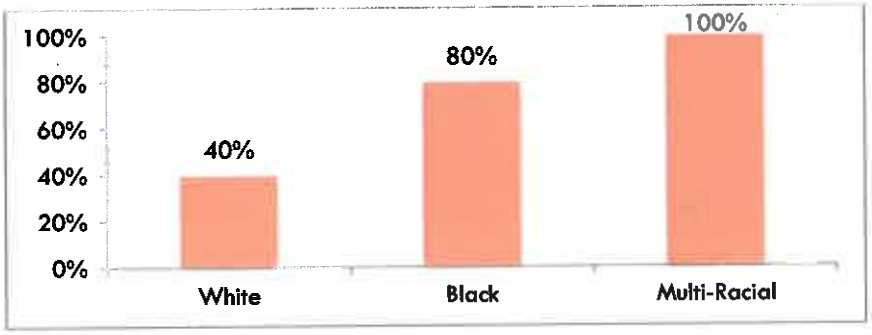


**FIGURE 25. LOW SOCIOECONOMIC STATUS BY RACE. *SOURCE*: WV DEPT. OF EDUCATION (2013-2014).**

Overall, the enrollment composition at West Fairmont Middle School is predominantly white, however, there is a significant population of African American students. The proportion decreases as several other elementary schools consolidate into the middle school.

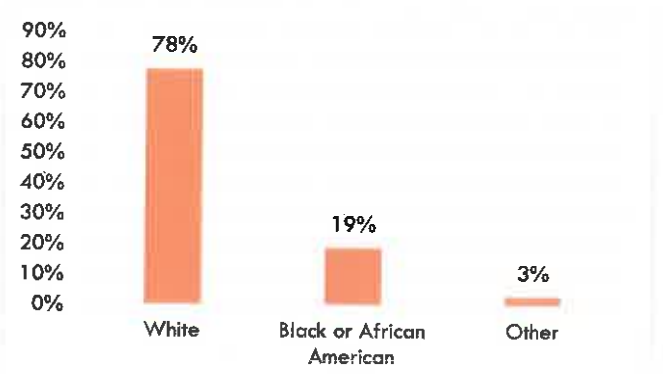


**FIGURE 26. ENROLLMENT BY RACE. *SOURCE*: WV DEPT. OF EDUCATION (2013-2014).**

West Fairmont Middle School is designated a Transition school by the West Virginia Accountability Index, meaning the school has not met its target score or has not demonstrated that a majority of its subgroups are making academic progress. Around half of the students are hitting the target scores for mathematics and reading. When broken down by race, it is clear that African American students are scoring much lower than their White peers.

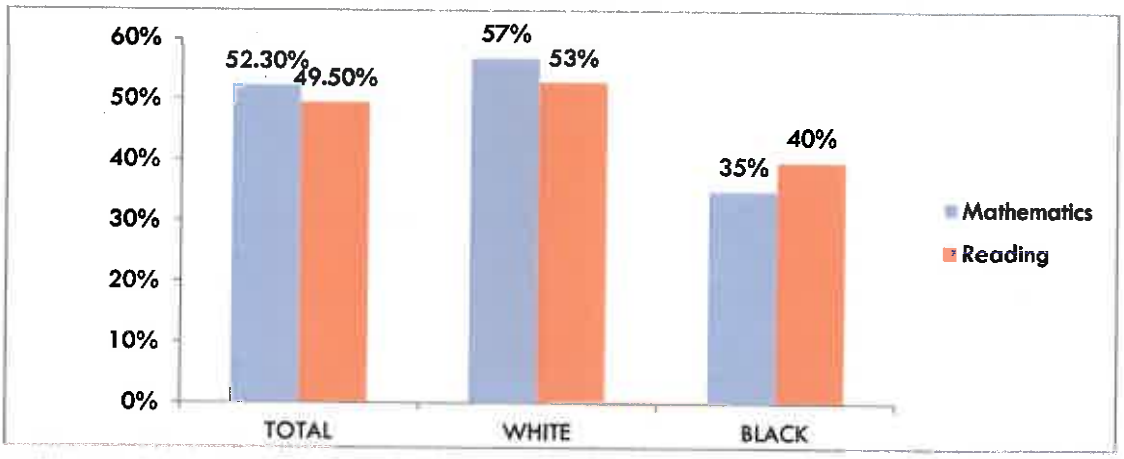


**FIGURE 27. PROFICIENCY RATE BY RACE. *SOURCE*: WV DEPT. OF EDUCATION (2013-2014).**

Similarly, students with Low Socioeconomic Status (Low SES) perform far worse than students who are not classified as Low SES in both mathematics and reading. Only about a third of the students with Low SES are reaching target scores, while the average for regular students is more than half.

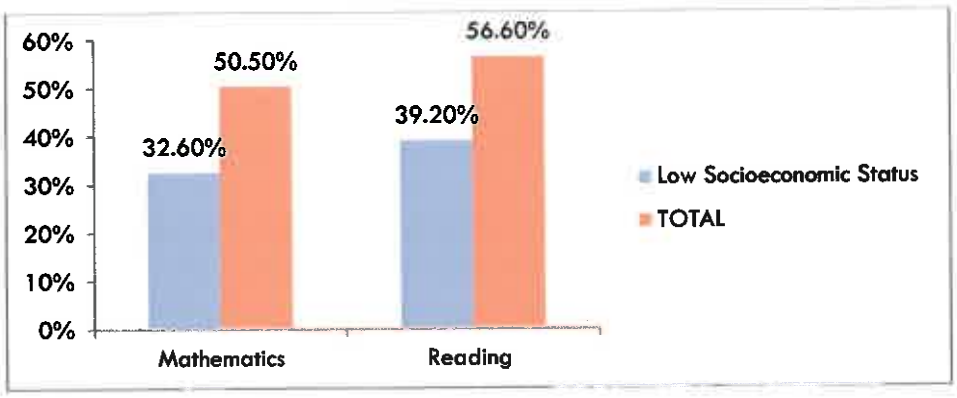


**FIGURE 28. PROFICIENCY RATE BY STATUS. *SOURCE:* WV DEPT. OF EDUCATION (2013-2014).**

**Fairmont Senior High School** serves ninth through twelfth grade students. While the percentage of students with Low Socioeconomic Status (Low SES) is 40%, the school does not receive Title I funds. The percentage of students with Low SES is significantly higher for Black students, which make up a smaller proportion of the student body than at West Fairmont Middle School.

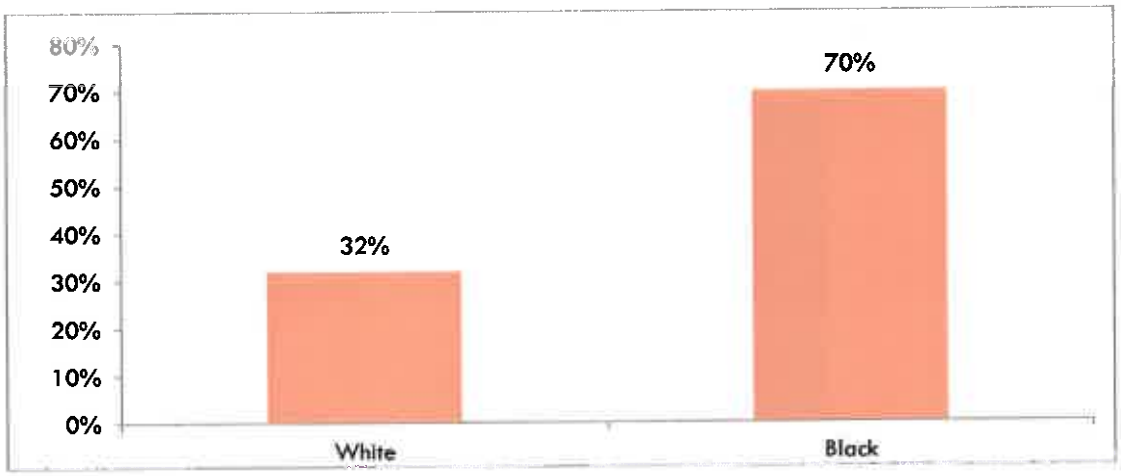


**FIGURE 29. LOW SOCIOECONOMIC STATUS BY RACE. *SOURCE:* WV DEPT. OF EDUCATION (2013-2014).**

The enrollment composition at Fairmont Senior High School is predominantly white, however, there is a significant number of African American students. The proportion decreases as several other middle schools consolidate into the high school.

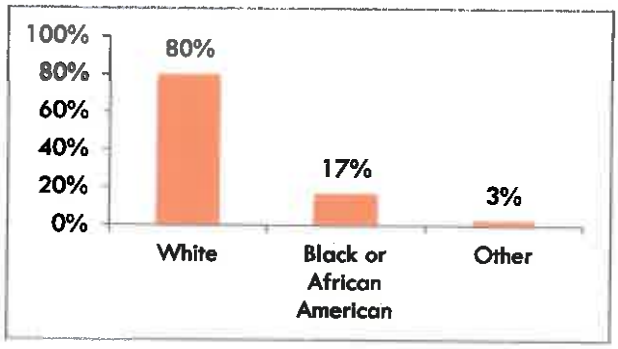


**FIGURE 30. ENROLLMENT BY RACE. *SOURCE*: WV DEPT. OF EDUCATION (2013-2014).**

Fairmont High School is designated a Support school by the West Virginia Accountability Index, meaning the school has not met its target score and has not demonstrated that a majority of its subgroups are making sufficient academic progress. Around half of the students are hitting the target scores for mathematics and reading. When broken down by race, it is clear that Black students are scoring much lower than their White peers.

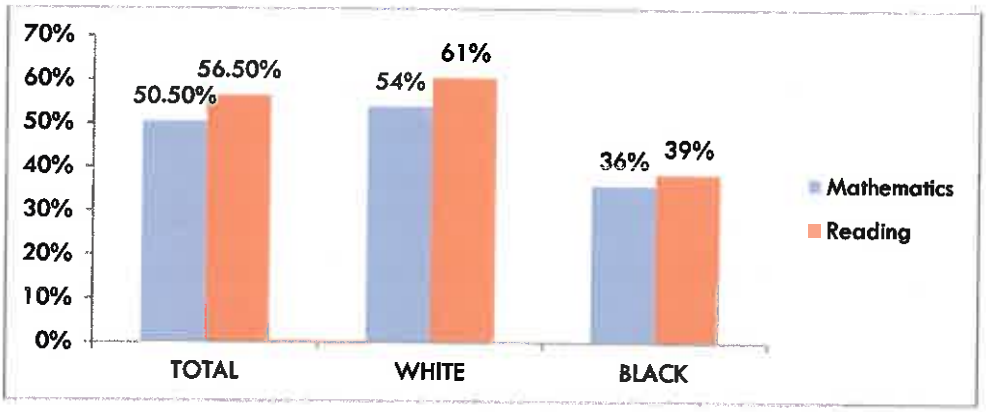


**FIGURE 31. PROFICIENCY RATE BY RACE. *SOURCE*: WV DEPT. OF EDUCATION (2013-2014).**

Students with Low Socioeconomic Status (Low SES) perform far worse than students who are not classified as Low SES in both mathematics and reading. Only about a third of the students with Low SES are reaching target scores, while the average for regular students is more than half.

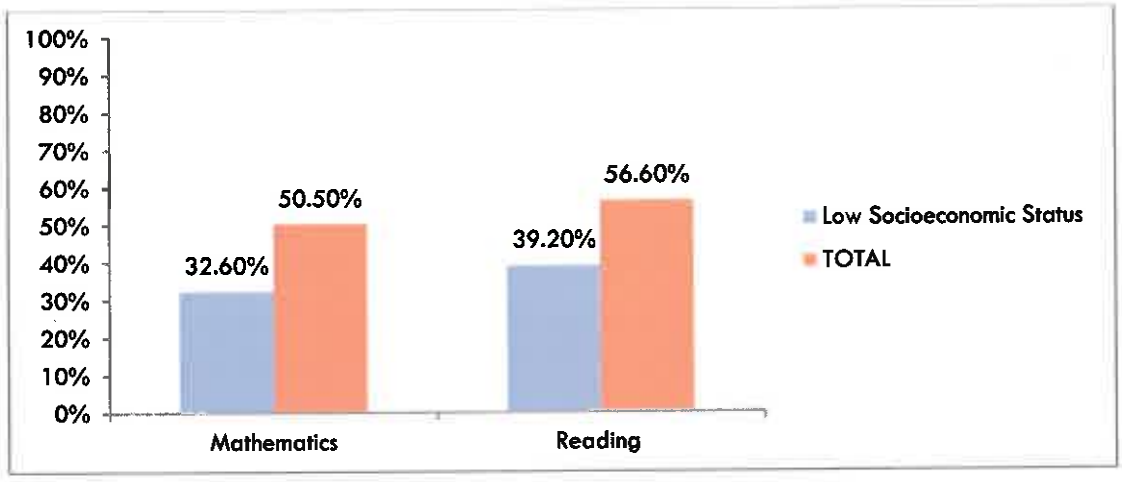


**FIGURE 32. PROFICIENCY RATE BY SES. *SOURCE*: WV DEPT. OF EDUCATION (2013-2014).**

The High School graduation rate for students at Fairmont Senior High School is slightly higher than both the West Virginia and national average.

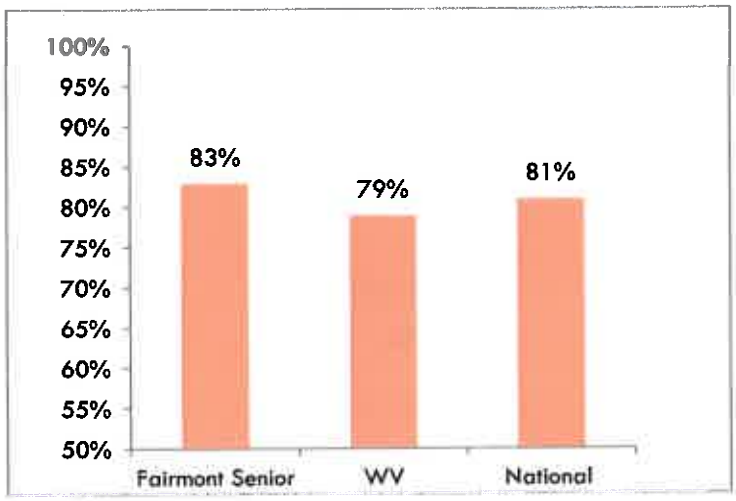


**FIGURE 33. HIGH SCHOOL GRADUATION RATE. *SOURCE*: NATIONAL CENTER FOR EDUCATION STATISTICS (2012)**

## Conclusions

Westside residents describe their neighborhoods as the traditionally African American part of Fairmont. This identity is borne out by the relatively high proportion of African American families concentrated in Census Tract 205. As noted in the discussion of Cultural Capital, this offers a unique character that greatly influences the Human Capital of this community.

Comparing to other areas, employment is relatively higher in these neighborhoods; but the poverty rate is even more so, suggesting these residents earn substantially lower wages than those in other areas of the community (see Financial Capital for further discussion). The rate of youth in poverty is substantially higher for the families in these neighborhoods. These economic challenges may be linked to educational progress and attainment.

Indeed, the data suggest an interesting trend in student progress among those from Census Track 205. Watson Elementary is a Title I school and has the *Success* performance designation from WVPI. Both West Fairmont Middle School and Fairmont Senior High School do *not* receive Title I funding and school performance goes from moderate to poor, especially for minority students and those with low socioeconomic status. The data suggest that Title I support may be linked to academic performance for these students. As these supports end after fourth grade, alternatives may be required to boost educational achievement and attainment for students from Low SES families.

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# SOCIAL CAPITAL

**Social Capital will be assessed in forthcoming phases of this project.**

# POLITICAL CAPITAL

Dakota Morris

This section will discuss federal and state, county, and municipal governments and government officials which make decisions that impact the neighborhoods that this profile will serve. The goal is that readers come away with a better understanding of how these institutions and officials impact their lives at the various levels of government. Readers may refer to Appendix B for the contact information for organizations and officials within the federal, state, and local governments serving them.

## Federal and State Representation

Marion County and the City of Fairmont are represented by United States Senators Joseph Manchin III (Who has a Fairmont Office at 230 Adams St.) and Shelley Moore Capito. In the United States House of Representatives, Marion County and the City of Fairmont are represented by Congressman David McKinley of the first Congressional District of West Virginia.

The western half of Marion County is represented in the second senatorial district of the West Virginia Legislature by Senators Jeffery Kessler and Kent Leonhardt. The second senatorial district encompasses not only the western portion of Marion County, but also a larger portion of northern and central West Virginia. The eastern portion Marion County, to which the city of Fairmont belongs, is represented in the thirteenth senatorial district in which Senators Roman Prezioso and Robert Beach reside. This senatorial district also encompasses the City of Morgantown and portions of Monongalia County.

In the House of Delegates of the West Virginia Legislature, Fairmont and most of Marion County is represented in the fiftieth House District by Delegates Linda Longstreth, Tim Manchin, and Mike Caputo. One other delegate, Delegate Amy Summers, represents a small portion of eastern Marion County as part of the forty-ninth House District.

## County Government Characteristics

Marion County is governed by a commission style of government. The commission consists of three members which each serve six year rotating terms. Each commissioner must reside in a different Magisterial District. These include Palatine, Middletown, and West Augusta. The Commission currently meets in the county seat of Fairmont in the J. Harper Meredith Building every Wednesday at 10:00 AM, and the meetings are open to the public.

Marion County is also governed by an assessor, a sheriff, and a county clerk. The Assessor determines the value of all real and personal property each fiscal year within the boundaries of Marion County. The Sheriff serves as the chief law enforcement officer of the county, as well tax collector and treasurer. The County Clerk issues marriage licenses, hunting and fishing licenses, certified copies of vital records such as birth, death, and marriage certificates and also handles voter registration and election results, bookkeeping, accounts payable, and fees.

The Marion County Health Department handles public health issues and provides various health services and programs within the county. These include: women's health and family planning services, community health services, immunizations, HIV/AIDS and STD services and various other issues of concern to public health. The Marion County Department of Homeland Security and Emergency Management, located in Fairmont, helps organizations within the country to prepare and cope with disasters and other emergencies as they occur.

## Marion County School District

The Marion County School District is managed by the Marion County Board of Education. This board is an administrative arm of the State Board of Education, although county boards do have decision making power as well. The Marion County Board of Education consists of five elected members which meets in Fairmont on the first and third Mondays of each month at 6:00 PM. Current membership includes: President Richard Pellegrin, Dr. Babette Sims, Janette Crespenzi, Thomas Dragch, and Mary Joe Thomas. The Superintendent of Schools is Gary Price.

## Municipal Government Characteristics

The City of Fairmont employs a Council/Manager system of government. The City Council, headed by a Mayor chosen by the Council from among its members, governs the city. The City Manager executes and administers municipal ordinances and manages the city's administrative departments. As shown in Figure 34, there are nine voting districts within Fairmont. The members of the Council are nominated by the people who reside in their individual district, but they are elected by the voters at large. The Westside area neighborhoods are included in District 4, represented by Bill Burdick, and District 5, represented by Fran Warner.

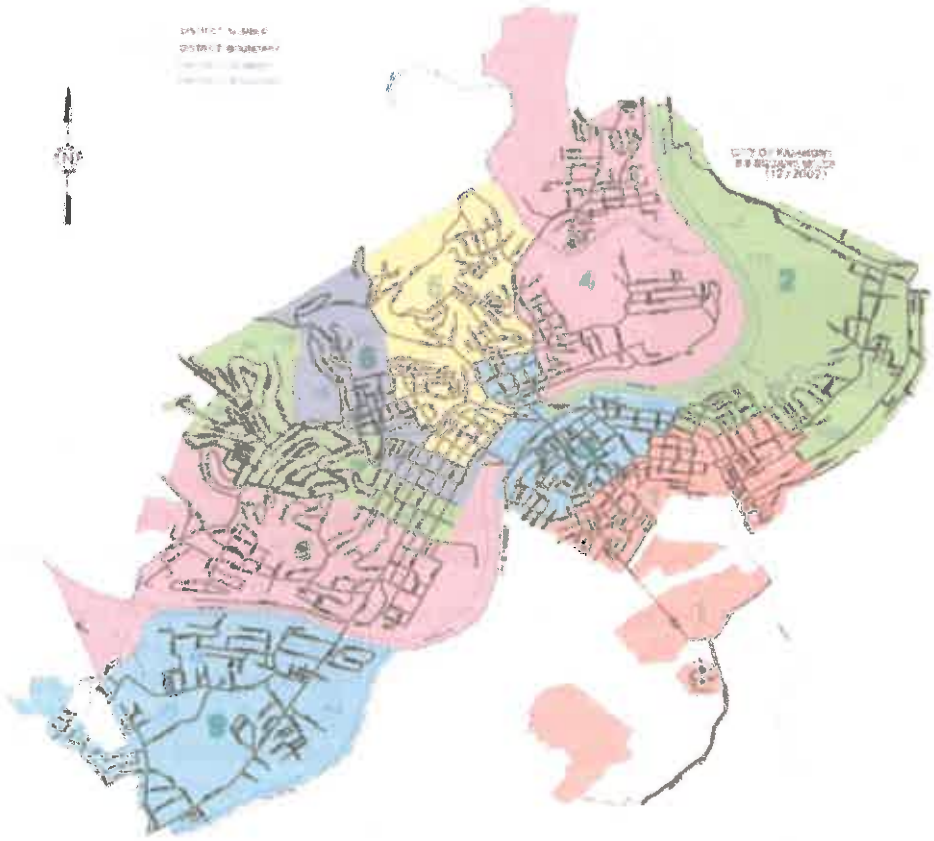

**FIGURE 34: MAP OF COUNCIL DISTRICTS. *SOURCE:* CITY OF FAIRMONT (N.D.).**

At the beginning of each new Council term, the Council elects from among its membership, someone to serve as Mayor and someone to serve as Deputy Mayor. The Mayor presides over the Council meetings and serves

as the head of government for ceremonial purposes. The Deputy Mayor fulfills the Mayor's duties when the Mayor is unable to do so. Ron Straight is the current Mayor.

As shown in Figure 35, the Council appoints a City Manager to execute the ordinances and manage the administration of the city government. The current City Manager is Robin Gomez. The Council cannot interfere directly with city staff, whom fall under the City Manager's control, though they may discuss matters of administration freely with the City Manager. The City Manager appoints all city employees and keeps the Council informed on the administration of the City, including its financial health. The City Manager also prepares proposed agendas for Council meetings and participates in deliberations with no voting power.

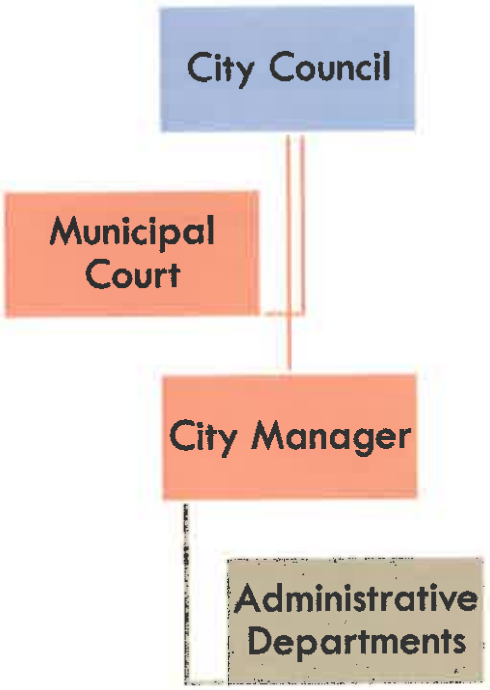


**FIGURE 35: FAIRMONT ORGANIZATION CHART**

Administrative departments and offices of the city include: the Department of Building Inspection and Rental Registration, the City Attorney, the City Clerk, Marketing and Communications, Customer Service, Finance, Fire and Police Departments, Human Resources, Planning and Development, Public Works, Purchasing, and Utilities.

The Department of Building Inspection and Rental Registration administers enforcement of building codes and rental ordinances as adopted by the Council, issues building permits, and provides necessary forms and applications. The City Attorney, currently Kevin Sansalone, provides legal opinion for the city, prepares and reviews contracts and agreements, serves as legal counsel, and researches and prepares city ordinances. The City Clerk, currently Janet Keller, provides staff support to the Council, takes minutes of meetings, files and stores important information such as ordinances and minutes, publishes notices, provides clerical service to Police and Fire Civil Service Commissions, and also serves as the Chief Election Official of Municipal Elections. Marketing and Communications, currently led by Hanna Weaver, keeps updates on upcoming events of the city as well as up to date information on news related to the city. The Finance Department, headed by Director Eileen Layman, handles business licensing, taxation, and city service fees. The Police and Fire Departments provide essential police and fire services. The current Police Chief is Steve Shine and the current

Fire Chief is James Emerick. The Human Resource Department manages city employment. The Planning and Development Department, led by City Planner Mark Miller, works with the Council, the Planning Commission, and Urban Renewal Authority on zoning and land use regulations, comprehensive city planning, and also prepares and manages grants and other funding opportunities for the city. Public Works, directed by Ron Miller, manages and maintains city streets, conducting repairs, construction, and signage. Purchasing, led by Paula Friend, manages bids, and Wastewater manages sewer systems and wastewater filtration. The Wastewater department is managed by Superintendent Billie Johnson.

## Municipal Court

The Fairmont City Charter provides for the establishment of a Municipal Court to be overseen by a Municipal judge appointed by the City Council. The Judge must be an attorney in good standing of the Marion County Bar Association.

The Judge serves a four-year term and maintains criminal jurisdiction over City ordinances. The Judge also holds the criminal jurisdiction of a West Virginia magistrate within the City and Fairmont Police Department jurisdictions.

## City Boards and Commissions

The Fairmont's City Charter notes that the "Council may by ordinance create, combine, change or abolish offices, boards, commissions, departments or agencies, other than those established by this Charter" (City of Fairmont, 1976). The City has expanded the number of boards and commissions since its original charter to include a range of issues from arts and humanities to public safety. Fairmont City Council and the City Manager make board and commission appointments. Fairmont currently has 22 boards, commissions and authorities, of which 14 are defined within the Code of Ordinances (Drane Conway Greene, 2015). A summary of Fairmont's Boards, Commissions and Authorities are listed here.

### Planning Commission

Fairmont created the Planning Commission in 1968, to ensure the present and future well-being of the city. The Planning Commission oversees the Board of Zoning Appeals and the Urban Renewal Authority. Meeting monthly on the third Wednesday, the Commission works to improve the welfare of the residents and develops long-term plans for health, education, recreation, utilities, and transportation systems that promote economic growth and efficient use of public funds. The Commission consists of nine Fairmont residents, who possess knowledge and experience in city development and represent area businesses, industries, and labor. Three-fifths of the members are required to have at least ten years' residency. One member of the Commission must also serve on the City Council, and another member must serve in the City's administrative department.

### Sanitary Board

In 2005, Fairmont created the Sanitary Board to supervise and control the sewer system, including maintenance, acquisition, improvements, and collection of revenues. The Sanitary Board consists of the City Manager, serving as the Board chairman, and two other individuals, of whom one is a registered professional engineer, serving for a three-year term.

### Building Commission

As a result of West Virginia Code in 1985, Fairmont created the Building Commission, with the authority to accept conveyance of City property. The Board consists of five residents appointed by City Council. Initially, appointments ranged from a one-year term to a five-year term. As each term expired, subsequent appointees served five-year terms which overlapped, causing a yearly renewal of at least one membership.

### Urban Renewal Authority

Fairmont created the Urban Renewal Authority in 2004 to address the issue of urban blight, as defined by West Virginia Code. The Authority works to promote redevelopment of distressed areas to ensure improved health and wellbeing of city residents.

### Fairmont Parks Commission

The Fairmont Parks Commission, established in 2007, consists of seven residents serving for a term of six years, and appointed by the City Council. Notably, no more than three City Council members can serve as Parks Commissioners.

### Fairmont Water Board

The Water Board controls all aspects of Fairmont's water system. Established in 2010, the Water Board consists of three board members serving three-year terms, one of whom is the City Manager, and the two remaining City Council appointees are residents.

### Records Commission

Preservation of vital local government records is the goal of the Records Commission. Established in 1975, the City Manager serves as the City Records Administrator. Composed of the following members: The Clerk, Finance Director, the City Attorney, Municipal Judge, and the City Manager, the Records Management and Preservation Advisory Committee provide the Administrator advice regarding records conservancy.

### Arts and Humanities Commission

The Arts and Humanities Commission, founded in 1993, consists of eleven resident members appointed by the City Manager and confirmed by Council. The members serve three-year terms, and advise the City Manager and Council on measures to foster arts in Fairmont. The Commission conducts research regarding expansion of the performing and creative arts in the city. Additionally, the Commission works to encourage artistic freedom of expression and the use of local resources and cultural institutions, both public and private, for the development of the arts.

### Board of Zoning Appeals

The Board of Zoning Appeals (BZA) is comprised of five members with the position of president and vice president holding the highest authority. Each one of the members on the board is a resident of Fairmont. BZA meets the first Thursday of each month to look at individual zoning inquires pertaining to nonconforming uses, conditional uses, and variances, that have, for instance, either been denied a permit for construction or have some unusual aspect afflicting the project. BZA exists so that a person who has been denied a permit or license to build a structure on his or her property due to city zoning code restrictions can come before the board to present his or her case. The board has the power to approve or deny the appeal.

### Fairmont Parking Authority

The Fairmont Parking Authority is comprised of five members appointed by the City Manager and confirmed by Council. Each member serves a three-year term. The City Manager holds administrative authority and acts as the chief executive officer. The Parking Authority has plenary power to approve expenditures, issue bonds, approve contract bids, grant power to erect or construct new facilities, lease and sell facilities and the air space they inhibit all by means of approval of the Council.

### The Fairmont-Marion Transit Authority

The Fairmont-Marion Transit Authority is comprised of five members nominated by the City Manager and appointed by the Council. Both the City and the County jointly appoint one member and two members are appointed by the County Commission. Each member serves a three-year term. The Fairmont-Marion Transit Authority is considered a public corporation and acts accordingly to the authorization of West Virginia Code Article 8-27.

### Human Rights Commission

The Human Rights Commission is composed of nine members appointed by the City Manager and approved by the Council. Each member is to be a resident of the City of Fairmont. Eight of the members are to represent differing racial, religious, and ethnic groups within the city. The final member completing the commission is to be a duly licensed attorney who is a practicing member of the Marion County Bar Association. The Commission seeks to encourage mutual respect and understanding within all racial, religious, and ethnic groups within the City. It also seeks to eliminate discrimination in employment and places of public accommodations as well as eliminate discrimination in the sale, purchase, lease, rental or financing of a home or other property.

### Historic Landmarks Commission

The Historic Landmarks Commission consists of five members appointed by the City Council by the recommendation of the City Manager. Each member is to be a resident of the City of Fairmont and is expected to serve a three-year term. Vacancies within the commission are filled for any member who does not fulfill his or her full term. All commissioners serve without pay but are reimbursed for any reasonable expenses incurred in the fulfillment of his or her role. At the first meeting of each year, a Chairman and Vice Chairman are selected by and from the members of the Commission. The Commission is to hold at least one meeting per year and any additional meetings will be at the discretion of the Chairman. The Commission has plenary power and authority within the jurisdictional boundaries of the City to create surveys of and designate historic structures, prepare a register of these structures, mark these structures, acquire structures, lease or sell property, and adopt rules and regulations deemed necessary for the functioning of the commission.

### Historic Preservation Review Commission

The Historic Preservation Review Commission is made of up five members appointed by the City Council upon the recommendation of the City Manager. Each member is to be a resident of the City of Fairmont who owns a business in a designated historic district and who has demonstrated special interest, education or experience in history, architecture, real estate, law, or planning. All commissioners are to serve a three-year term. Commissioners are served without pay but are compensated for any reasonable expense incurred in the fulfillment of his or her role. At the first meeting of each year a Chairman and a Vice Chairman are elected. The Commission is required to hold at least one meeting per year and any following meetings throughout the year are called at the discretion of the Chairman. The Historic Preservation Review Commission has plenary power within the jurisdictional boundaries of the city of Fairmont. The Commission also holds power to review

applications for certificates in accordance with the procedures set in place by the Commission, establish rules and standards for the preservation of historic landmarks as well as rules and regulations concerning the operation of the Commission. Finally, the Commission holds power to employ assistants, technical personnel and consultants as necessary.

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# ORGANIZATIONAL CAPITAL

Gaillynn Bowman and Bre Kreutzer

Nonprofit organizations and civic clubs work to improve quality of life for particular groups and the community at large. Community-based organizations play a fundamental role in the revitalization of Fairmont, including the Westside neighborhoods. Many of these organizations are already engaging in the Westside Action Coalition, formed to address the needs of Fairmont's historically African American neighborhoods. A list with contact information is provided in Appendix C.

## Faith Community

Churches in the Westside neighborhoods serve the community, through activities such as youth programming and outreach to seniors. The denominations include Morning Star Baptist Church with the Women of Purpose Ministry, Mt. Zion Baptist, Temple of Christ, and Church of God MPGT. Nearby churches that also hold a significant cultural connection to the African American community include Christian Love Ministry and Trinity United Methodist.

## Civic Organizations/Chapters

The Westside neighborhoods once hosted an African American lodge of the Freemasons civic organization. The African American Order of the Eastern Star is still active in the community, meeting twice a month during the summer. Founded nationally in 1874, the Order "is the oldest sorority-based Black women's organization in America" ("Welcome To 'Voices," 2000).

The local Marion County branch of the NAACP (National Association for the Advancement of Colored People) is active in the community, holding its annual Freedom Fund Banquet in October. The chapter is planning a Martin Luther King Day Celebration, January 17, 2016, to be held at the Morning Star Baptist Church.

## Community-Based Organizations

Several community-based organizations specifically serve the interests of these neighborhoods, including the Dunbar School Foundation, which is working to preserve the heritage of the community school built in 1928 and permanently closed in 2007. In 2008, the community members formed the Foundation under the leadership of Houston Richardson and purchased the building in 2009. The Foundation currently seeks to renovate and preserve the historic building to house inclusive community activities: education, mentoring, community seminars, community dialog, leadership training, visual arts, performing arts, sports, recreation, concerts and plays. The Foundation is also developing a repository to establish a Marion County African American History Museum to be housed in the Dunbar School building (Richardson, n.d.).

Dunbar School's ancillary building currently provides space for non-profit, community based organizations such robotics programming. Created in 2009, West Side Robotics (WSR) offers support to robotics clubs and teams from the Westside neighborhoods that participate in competitions. By providing training, support, and equipment WSR aids Fairmont's youth in science, technology, engineering, and math (STEM) education.

The Fairmont Community Youth Development Center (FCYDC), previously known as the 612 MAC (Madison Avenue Center), offers youth programming. This community center operates out of a house donated by a local doctor in the Jackson Addition neighborhood. During 612 MAC's early years as the vibrant heart of the community, Minister Herschel Walker started the Bulldogs, a youth football team. With the help of Frank

Hines, Lawrence Horton, and Anna McWright, the organization offered after-school tutoring and reading. Executive Director Anna McWright also piloted an award-winning music program after securing a $5,000 grant for instruments. This grant was overseen by United Methodist Church (Ezelle, 2014). Through mismanagement over time, these programs were dropped and 612 MAC ceased operations in 2011.

In 2014, Brian Curry came on as executive director and the center was reopened and the organization was rebranded in 2014 as the Fairmont Community Youth Development Center (FCYDC). The youth football program was restored and the building began extensive renovations (Brooks, 2015). The mission of the Center is to provide children with a safe place to spend time with other youth during leisure time. The Center offers tutoring and studying sessions and also has a small convenience store for children to buy snacks and drinks.

FCYDC partners with other organizations to fulfill its mission. For example, Fairmont State University's Black Student Union supports the Westside Coalition neighborhood through free tutoring and donated school supplies. The Miles Chapel Church provides food scarcity backpacks through the Rising Star program. The Fraternal Order of Police (FOP) provides funding for clothing/supplies to the area youth and the Fire Department/Ambulance/Dare Officer provide educational activities at Windmill Park, with approximately 90 children attending the most recent event. Reflective of its origins, the Center continues to support their local youth football team, the 612 MAC Bulldogs.

West Side Robotics is an after-school club established in 2009 by Willie James, a previous resident of Fairmont. Robotics activities enhance STEM (science, technology, engineering, and math) education. The club provides training, support, and equipment to youth who wish to participate in robotic competitions such as the LEGO League tournaments. Youth mentors are recruited from Fairmont Senior High School to work with youth from Jayenne Elementary and West Fairmont Middle School. The program operates out of Dunbar School ancillary building.

### Nonprofit Development Agencies

The Fairmont Community Development Partnership (FCDP) formed in 1992 to address the need for quality, affordable housing in the Westside neighborhoods. The first meeting of the occurred at the Westside home of Asa Davidson, and the organization embodies the neighborhood's vision for revitalization. FCDP is a NeighborWorks America strategic partner, seeking to stabilize and improve Fairmont's neighborhoods through support from the Federal Home Loan Bank, US Housing and Urban Development, USDA, and the WV Development Office. FCDP builds both owner-occupied and rental housing, and provides services "from homeownership counseling and new home construction, to the purchase & rehabilitation of homes and the revitalization of commercial properties" ("Fairmont Community," 2013).

The Fairmont-Morgantown Housing Authority, FMHA, is a regional housing authority serving Fairmont and Morgantown, as well as Monongalia, Marion, Preston, and Taylor counties. The FMHA, a quasi-governmental agency, "brings government assisted programs, private partners, and community service programs together" to provide rental assistance, residential property management, community development supports, housing counseling, housing rehabilitation services, new housing construction supports, and commercial real estate services ("Fairmont-Morgantown Housing," 2015).

A recent FMHA project includes a collaboration between Augusta Development Corporation and Fairmont's Miller School Associates "to adapt and reuse the Fairmont Miller Junior High School Building at 2 Pennsylvania Avenue into affordable housing for seniors" ("Development," 2015). The 6.2 million dollar project will pair historic tax credits with Low Income Housing Tax Credits from the West Virginia Housing Development Fund.

Marion County Habitat for Humanity, headquartered in Fairmont, is an affiliate of Habitat for Humanity of West Virginia. Its mission is to put God's love into action by bringing people together to build homes, communities, and hope. Habitat builds and remodels affordable housing and is active in the Westside neighborhoods.

Fairmont's volunteer, community-based BAD (blighted, abandoned, dilapidated) Buildings Team has mapped dilapidated and vacant properties in an effort to create an inventory of structures that need to be demolished or renovated. The volunteers have formed GO Teams, which include leaders, owner outreach representatives, and sub-committee leaders, which work to beautify the community and provide homeowners assistance in collaboration with neighborhood associations such as Neighbors in Action. Fairmont's BAD Buildings Team has worked to move the Community Investment and Transformation Initiative (CITI) from a concept to a successful strategy ("BAD," 2015).

## Colleges and Universities

Institutions of higher learning often provide faculty outreach and student service learning to communities. Five colleges and universities are within forty-five minutes of Fairmont, including West Virginia University, Salem International University, Alderson Broaddus College, Fairmont State University, and Fairmont State Community and Technical College (Pierpont). ("Colleges," 2015).

Pierpont Community and Technical College has a campus in downtown Fairmont. It offers affordable tuition and two-year degree programs geared toward good paying jobs as well as successful transfer to four-year institutions. Its academic programs include: Business, Aviation & Technology; Health Careers; Human Services; and Workforce Education.

Fairmont State University is located in south Fairmont and offers a wide variety of Bachelor's degree programs. It also offers several Master's degrees: Education and Teaching, Criminal Justice, Business Administration, and Architecture. Various departments conduct community outreach and service learning. For example, the faculty and students in the Architecture degree program conduct design studios for community planning and the Black Student Union contributes tutoring and donated school supplies to Fairmont Youth Community Development Center.

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# FINANCIAL CAPITAL

Daniel Eades and Courtni Helmick

**Financial Capital is the community's monetary resources and access to funding. It includes income, savings, credit, grants, tax revenue, and other monetary resources available for investment in capacity building, underwriting business development, supporting civic and social entrepreneurship, and investing for wealth accumulation to support future development initiatives (Emery, Fey, and Flora, 2006).**

## Household Income and Sources

**The primary source of financial capital in the community is residents' income. Approximately 80% of households in Census Tract 205 reported some earnings (see Table 1). Although this rate exceeded other geographic areas, earnings were significantly lower. As a result, median household incomes were lower, averaging $23,667 in Census Tract 205 as compared to nearly $37,000 in Fairmont and over $40,000 in the county and state. Furthermore, Census Tract 205 reported the largest share of households receiving cash public assistance (4.2%) and SNAP benefits (23.3%).**

**TABLE 1: HOUSEHOLD INCOME AND SOURCES IN SELECTED GEOGRAPHIES, 2009-2013. *SOURCE*: U.S. CENSUS BUREAU (2015).**

| | Census Tract 205 | Fairmont | Marion County | West Virginia |
|---|---|---|---|---|
| With earnings | 75.9% | 71.2% | 68.6% | 70.2% |
| Income from Source | $38,940 | $51,698 | $59,554 | $59,300 |
| | | | | |
| With Social Security | 29.9% | 34.7% | 38.4% | 37.9% |
| Income from Source | $12,772 | $16,243 | $16,490 | $16,714 |
| | | | | |
| With retirement income | 15.8% | 21.9% | 23.6% | 25.4% |
| Income from Source | $9,602 | $14,540 | $14,128 | $17,154 |
| | | | | |
| With Supplemental Security Income | 4.0% | 6.0% | 7.7% | 5.8% |
| Income from Source | $6,083 | $7,782 | $8,679 | $8,601 |
| | | | | |
| With cash public assistance income | 4.2% | 2.0% | 2.3% | 1.1% |
| Income from Source | $4,403 | $1,993 | $2,445 | $2,848 |
| | | | | |
| With Food Stamp/SNAP benefits | 23.3% | 14.9% | 15.3% | 12.7% |
| | | | | |
| Median Household Income | $23,667 | $36,917 | $42,152 | $41,043 |
| Poverty Rate | 33.6% | 22.1% | 15.9% | 17.9% |

**More than half (52%) of the households in Census Tract 205 reported household incomes below $25,000. For perspective, the U.S. Census Bureau's poverty thresholds and U.S. Department of Health and Human Service's Federal Policy Guidelines use a household income of $24,250 for a family of four as the threshold for eligibility in government programs targeted to low income families. Poverty rates in Census Tract 205 were estimated at 33.6%, nearly double the state average of 18%. The neighborhood's low household incomes and high poverty rate present opportunities for participation in federal and state programs that serve low income populations, as listed in Appendix D. Furthermore, charitable agencies and in some cases private**

companies, such as utilities and pharmaceutical companies, use federal poverty guidelines to allocate resources and services.

## Employment

The labor force participation rate in Census Tract 205 averaged 57% between 2009 and 2013. This rate was comparable to the city and county, which reported labor force participation rates of 60% and 58%, respectively. Unemployment was significantly lower, averaging 2.7% versus 6.5% and 5.3% in the city and county.

Low unemployment rates suggest that residents are taking full advantage of local employment opportunities. Unfortunately, these jobs are in low-paying service sectors with limited opportunities for advancement or income potential (see Table 2). The largest sectors include educational, health care, and social services (28%); professional, scientific, and management, and administrative and waste management services (16%), arts, entertainment, and recreation, and accommodation and food services (14%); and retail trade (12%). In line with secondary data, conversations with local stakeholders identified in-home health providers (Fairmont General Hospital Home and REM West Virginia), nursing homes, and business management companies (Teleperformance and Jak Telemarketing) as key employers for local residents.

Growth in information and other "high-tech" jobs along the I-79 Technology Corridor could provide an opportunity for increased incomes for neighborhood residents. The 4Fairmont initiative identified both activating neighborhoods and the local educational pipeline as key challenges for the community. Local community development organizations in Census Tract 205 and the surrounding Westside neighborhoods are encouraged to form relationships with representatives from local development organizations such as the High Technology Foundation and local education institutions (Pierpont Community and Technical College, Fairmont State University) in order to prepare the local workforce to take advantage of future employment opportunities.

**TABLE 2. INDUSTRY EMPLOYMENT IN SELECTED GEOGRAPHIES, 2009-2013. *SOURCE*: U.S. CENSUS BUREAU (2015).**

| | Census Tract 205 | Fairmont | Marion County | West Virginia |
|---|---|---|---|---|
| Agriculture, forestry, fishing and hunting, and mining | 1.6% | 2.6% | 5.2% | 6.6% |
| Construction | 5.4% | 4.7% | 6.5% | 5.6% |
| Manufacturing | 7.8% | 6.9% | 8.4% | 7.3% |
| Wholesale trade | 0.0% | 1.8% | 2.1% | 1.6% |
| Retail trade | 11.6% | 12.1% | 12.5% | 11.6% |
| Transportation and warehousing, and utilities | 6.3% | 3.6% | 5.3% | 5.0% |
| Information | 0.0% | 2.8% | 1.8% | 2.2% |
| Finance and insurance, and real estate and rental and leasing | 1.0% | 4.2% | 4.4% | 4.1% |
| Professional, scientific, and management, and administrative and waste management services | 16.0% | 11.8% | 7.7% | 8.7% |
| Educational services, and health care and social assistance | 27.7% | 27.8% | 26.3% | 26.9% |
| Arts, entertainment, and recreation, and accommodation and food services | 14.4% | 11.1% | 8.9% | 9.4% |
| Other services, except public administration | 1.6% | 3.9% | 4.4% | 4.8% |
| Public administration | 6.7% | 6.8% | 6.5% | 6.2% |

## Local Businesses

Local businesses also serve as financial resources through donations and volunteerism. The Westside neighborhoods are primarily residential. As a result, opportunities to engage businesses in community development initiatives are limited. The Reference USA database contained records for only 15 businesses and service agencies located in the neighborhoods. (See Appendix E for name, address, contact information, and business description).

## Lending Institutions

In 2010, the U.S. Census Bureau identified 19 commercial bank and saving institution offices/branches in Marion County. Deposits at these lending organizations totaled $705 million. Reference USA database identified eight institutions active in Marion County (see Appendix F for name and contact information).

In 1977, Congress passed the Community Reinvestment Act to encourage banks and savings institutions to meet the needs of low and moderate income borrowers. Table 3 details loan originations by Census tract, loan amount, and recipients income categories.

**TABLE 3. 2014 CRA SMALL BUSINESS LOANS IN MARION COUNTY BY CENSUS TRACT AND AMOUNT. *SOURCE:* 2014 CRA MSA AGGREGATE REPORT.**

| Loan Amount | Less than $100,000 | | $100,000 - $250,000 | | More than $250,000 | | Loans to Businesses with Gross Annual Revenues Less than $1 Million | |
|---|---|---|---|---|---|---|---|---|
| | Number | Amount ($ x1,000) | Number | Amount ($ x1,000) | Number | Amount ($ x1,000) | Number | Amount ($ x1,000) |
| **Low Income** | | | | | | | | |
| 0201.00 | 29 | 393 | 0 | 0 | 2 | 1,124 | 11 | 1,313 |
| Subtotal for Income Group | 29 | 393 | 0 | 0 | 2 | 1,124 | 11 | 1,313 |
| **Moderate Income** | | | | | | | | |
| 0202.00 | 36 | 589 | 2 | 401 | 2 | 596 | 15 | 1,173 |
| 0205.00 | 11 | 60 | 1 | 125 | 0 | 0 | 6 | 140 |
| Subtotal for Income Group | 47 | 649 | 3 | 526 | 2 | 596 | 21 | 1,313 |
| **Middle Income** | | | | | | | | |
| 0206.00 | 7 | 121 | 0 | 0 | 0 | 0 | 4 | 106 |
| 0207.00 | 30 | 380 | 0 | 0 | 0 | 0 | 10 | 185 |
| 0208.00 | 30 | 298 | 2 | 375 | 1 | 860 | 11 | 159 |
| 0209.00 | 51 | 976 | 6 | 1,116 | 0 | 0 | 11 | 686 |
| 0213.00 | 9 | 92 | 0 | 0 | 0 | 0 | 3 | 27 |
| 0216.00 | 18 | 191 | 0 | 0 | 0 | 0 | 10 | 148 |
| 0217.00 | 13 | 173 | 1 | 150 | 0 | 0 | 8 | 80 |
| 0218.00 | 7 | 44 | 0 | 0 | 0 | 0 | 2 | 10 |
| Subtotal for Income Group | 165 | 2,275 | 9 | 1,641 | 1 | 860 | 59 | 1,401 |
| **Upper Income** | | | | | | | | |
| 0203.00 | 38 | 351 | 2 | 375 | 0 | 0 | 19 | 264 |
| 0204.00 | 16 | 93 | 0 | 0 | 0 | 0 | 6 | 41 |
| 0210.00 | 14 | 200 | 0 | 0 | 1 | 275 | 7 | 377 |
| 0211.00 | 23 | 175 | 1 | 250 | 0 | 0 | 5 | 96 |
| 0212.00 | 96 | 1,586 | 5 | 756 | 15 | 7,643 | 27 | 1,344 |
| 0214.00 | 4 | 86 | 0 | 0 | 0 | 0 | 2 | 77 |
| 0215.00 | 14 | 156 | 0 | 0 | 0 | 0 | 11 | 137 |
| Subtotal for Income Group | 205 | 2,647 | 8 | 1,381 | 16 | 7,918 | 77 | 2,336 |
| **TOTAL** | **446** | **5,964** | **20** | **3,548** | **21** | **10,498** | **168** | **6,363** |

**Small businesses in the community are able to access funding from institutions beyond those with a physical presence in the county. Table 4 provides data on other institutions lending to individuals and small businesses in the county.**

**TABLE 4: BUSINESS LOANS FROM INSTITUTIONS ACTIVELY LENDING IN MARION COUNTY. *SOURCE:* 2014 CRA MSA AGGREGATE REPORT.**

| Institution | | | | Loans to Businesses with Gross Annual Revenues Less than $1 Million | |
|---|---|---|---|---|---|
| | Number | Amount ($ x1,000) | | Number | Amount ($ x1,000) |
| American Express | 38 | 346 | | 17 | 77 |
| Bank of America | 8 | 82 | | 3 | 52 |
| Bofl Federal Bank | 2 | 60 | | 2 | 60 |
| Branch Banking and Trust Co | 56 | 5,637 | | 31 | 1,166 |
| Capital One Bank (USA | 72 | 380 | | 22 | 187 |
| Chase Bank USA | 21 | 178 | | 0 | 0 |
| Citibank | 26 | 152 | | 13 | 79 |
| Citizens Bank | 1 | 1,000 | | 0 | 0 |
| Discover Bank | 8 | 37 | | 3 | 20 |
| FIA Card Services | 15 | 110 | | 7 | 74 |
| First Community Bank | 1 | 188 | | 0 | 0 |
| First National Bank of Omaha | 11 | 158 | | 1 | 4 |
| First United Bank and Trust | 1 | 40 | | 0 | 0 |
| GE Capital Bank | 1 | 125 | | 0 | 0 |
| John Deere Financial | 12 | 135 | | 0 | 0 |
| JPMorgan Chase Bank | 6 | 868 | | 0 | 0 |
| Peoples Bank | 3 | 332 | | 2 | 272 |
| Pinnacle Bank | 1 | 20 | | 1 | 20 |
| PNC Bank | 4 | 590 | | 3 | 90 |
| S&T Bank | 1 | 888 | | 0 | 0 |
| State Farm Bank | 4 | 65 | | 1 | 5 |
| Stearns Bank | 1 | 76 | | 0 | 0 |
| Summit Community Bank | 1 | 400 | | 0 | 0 |
| Synchrony Bank | 75 | 237 | | 0 | 0 |
| TD Bank | 2 | 50 | | 2 | 50 |
| Texas Capital Bank | 37 | 177 | | 0 | 0 |
| The Huntington National Bank | 31 | 3,665 | | 17 | 1,714 |
| United Bank | 12 | 1,341 | | 12 | 1,341 |
| US Bank | 32 | 242 | | 22 | 183 |
| Wells Fargo Bank | 2 | 370 | | 1 | 50 |

## Economic Development Organizations

Because employment and business development opportunities in the neighborhood are limited, stakeholders are encouraged to work cooperatively with city, county, and regional economic development entities that serve the community and work to attract business and industry to the region. Active development organizations include: The Marion County Chamber of Commerce, Marion Regional Development Corporation, I-79 Development Council, High Technology Foundation, Fairmont Renaissance Corporation, Vandalia

Heritage Foundation, Vandalia Redevelopment Corporation, the Fairmont Urban Renewal Authority, and Main Street Fairmont. (See Appendix G for contact information.)

Of particular interest is Main Street Fairmont, a non-profit organization fostering economic and community development and improvement in the overall quality of life in historic downtown Fairmont. Accredited through Main Street West Virginia and the National Main Street Center, Main Street Fairmont is volunteer-driven and takes an innovative approach to community and economic development ("Friends of Downtown!" 2012). Main Street Fairmont is working with the Westside Action Coalition to connect the neighborhoods with businesses to revitalize Windmill Park.

## Charitable Organizations Working Fairmont, WV

The organizations listed below have made substantial charitable gifts to Fairmont nonprofit organizations. (See Appendix H for contact information and areas of giving):

- Raymond Brooks Vanscoy Testamentary Trust
- United Way of Marion County
- Fairmont State Foundation
- Connecting Link
- Fairmont State University
- West Virginia University Foundation
- Sobrania
- Community Foundation of North Central West Virginia
- Moore-Church Scholarship Trust
- Fairmont Senior High School Foundation
- Cub Scout Pack 52 Endowment Fund
- Pricketts Fort Memorial Foundation
- The James Gabriel Family Foundation
- West Virginia High Technology Consortium Foundation
- West Virginia Rescue Ministries
- Literacy Volunteers, Monongalia County
- Marion County Parks and Recreation Commission
- North Central West Virginia Community Action Association
- Pierpont Community and Technical College
- Clark Opportunity Foundation
- Marion County Foundation
- Caritas House
- Robert H. Mollohan Family Charitable Foundation
- Morgantown Housing Authority
- Marion County Board of Education
- Community Foundations: Growing Philanthropy Close to Home
- Education Alliance-Business and Community for Public schools
- Regional and Racial Variation in Health Care Among Medicare Beneficiaries
- George M. Cruise Charitable Funders
- Claud "Bud" Mick, Jr. Education Scholarship Foundation
- Promising Practices: Supporting Transition of Youth Served by the Foster Care System

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# BUILT CAPITAL

Michelle Sloane and Ashley Morgan

The built environment shapes and augments the natural environment, providing spaces for both indoor and outdoor activities. Land use and zoning laws, in turn, shape what is allowed in the built environment. This built capital also relies on the physical infrastructure that makes living, working, and recreating possible. This section describes the infrastructure, utilities, roads, and buildings that support the quality of life in the Westside neighborhoods.

## Water and Sewer System

The Water Filtration Plant is located on the Eastside of Fairmont. In 2003 the Water Filtration Plant in the City of Fairmont became one of largest ultrafiltration membrane water treatment plants in the United States, an upgrade that cost $30 million (Filtration, 2015). The treatment plant produces between 10-15 million gallons of water each day (ZeeWeed 1000, 2013).

The City also operates a sewer system and wastewater treatment plant that purifies the water released into the Monongahela River; it is located on the Westside of Fairmont on Washington Street. The Fairmont Wastewater Treatment Plant fulfills the goals of water treatment outlined by the state of West Virginia and they has also won awards for excellence (Wastewater, 2015).

## Utilities

The City of Fairmont contracts out utilities to different service providers. First Energy provides electricity. Dominion Hope provides natural gas. Residences have options for phone, Internet, and cable. The primary sources of communications are Frontier and Xfinity, while broadcast options include Dish and Time Warner Cable (Staff, 2015).

## Solid Waste Management

The City of Fairmont has a contract with Republic Services to provide garbage collection for those within the city limits. As a resident of Fairmont you must apply for the garbage collection service by filling out the City Service Application on the Fairmontwv.gov website. There is a $20 deposit associated with this service. The deposit is fully reimbursed after one full year of payment (New City, 2015).

The only recycling services that the City offers is a partnership with Wheels for Wishes that benefits the Make-a-Wish Foundation. Wheels for Wishes recycles cars, motorcycles and boats that are not wanted (Recycling, 2015). The Marion County Solid Waste Authority has 10 recycling drop off locations throughout the county. The drop off location nearest to this neighborhood is at the U.S. Post Office, 331 Madison St, which is right down the street from the Fairmont Community Youth Development Center (FCYDC). The Marion County Solid Waste Authority accepts cardboard, newspapers/magazines, plastics designated as #1 or #2, aluminum cans and steel cans (Marion County, 2015).

## Streets and Circulation

State Route 250 and Route 19, the two collector routes serving the neighborhoods, are maintained by the state of West Virginia Department of Highways. The remaining neighborhood streets are maintained by the City of Fairmont and are considered to be in good condition (Public Works, 2015). The City of Fairmont charges residents and non-resident employees a street maintenance fee. The Public Works Department cares

for the streets by sweeping, patching, paving, removing snow and ice, and repairing and maintaining street signs and traffic lights (Street Paving and Maintenance, 2015). The department sweeps each street twice a month beginning in the spring and ending in late fall (Street Sweeping, 2015).

The City of Fairmont has three main bridges over the Monongahela River, which collectively serve 23,000 vehicles each day (Comprehensive Plan, 2000). Downtown Fairmont is considered to have traffic circulation and congestion problems (Comprehensive Plan, 2000). However, this assessment was made when the Gateway Connector to I-79 was under construction. A major goal of this project was to help the flow of traffic in the downtown area by creating alternate routes into downtown but also to I-79.

The City of Fairmont operates the Fairmont Municipal Airport-Frankman Field, which mainly serves as a local cargo, flight instruction, and small air hangar facility. It is located three miles south of the city (Fairmont Comprehensive Plan, 2005). Two other airports are located near Fairmont: North-Central West Virginia Airport in Bridgeport and Morgantown Municipal Airport, which serve major airlines and handle most regional passenger and cargo services, connecting the area to Charleston, WV and Washington, DC (Fairmont Comprehensive Plan, 2005; North-Central West Virginia Airport, 2015).

## Zoning and Land Use

Zoning ordinances are the laws that designate allowed land uses on specific properties. The Westside neighborhoods include six zoning districts, according to Fairmont's Zoning map (2015): General Residential, Neighborhood Residential, Recreation, Main Corridor Commercial, a slice of City Center, and a sliver of Industrial running alongside the Monongahela River. Figure 36 shows this section of the zoning map. The Main Corridor Commercial zone "provides for the sale of general merchandise and limited office employment" (City of Fairmont Planning and Zoning Code, 2015). In the Westside neighborhoods it is found along part of Highway 19 as well as a swath of land between Washington Street and the Monongahela River.

The conditional use of essential services, home occupations, childcare services, and bed and breakfast inns are permitted within Neighborhood Residential, and General Residential also permits some of these services. These allowances, coupled with the observation of apparently vacant buildings from our neighborhood tour, indicate opportunities for entrepreneurial activities and a potential for business growth in the neighborhood. Indeed, some residents in the Westside neighborhoods own cottage businesses. Home-based businesses include day care services, beauty services, lawn care, and candy stores. However, according to Westside neighbors, City zoning changes in the early 1990s might have had an impact on the commercial landscape (Jones, 2015).

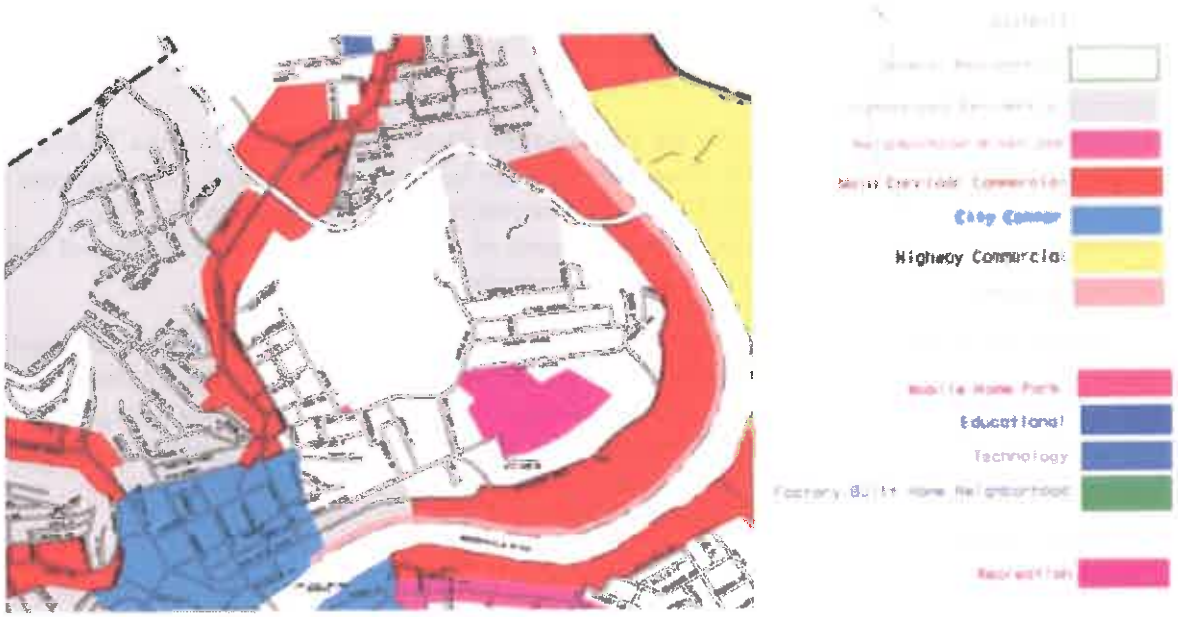



**FIGURE 36: FAIRMONT ZONING MAP AND KEY (EXCERPT). *SOURCE*: PLANNING AND ZONING CODE (2015).**

## Basic Goods and Service Businesses

In addition to employment, businesses provide for the basic goods and services needed by a community. Basic goods and service businesses are those that meet resident needs for typical daily, monthly, and annual activities. Fairmont has a mix of restaurants, both fast food chains and local establishments and a few grocery stores, however these are clustered in certain neighborhoods and there is a dearth in the Westside neighborhoods. Based on discussions with community members, several businesses in the neighborhood have shuttered over the past decade, or have relocated within the city, resulting in decreased accessibility for these residents.

### Goods

In terms of basic necessities, Fairmont residents have sufficient access to food, although choices are limited. There are a few big box discount retail and grocery options, such as two Shop 'N Saves, two Save-A-Lots, a Food Lion, a Dollar General, and several convenience stores. The only grocery located near the Westside Coalition neighborhoods is one of the Save-A-Lots, but it is located across Buffalo Creek in the Bellview neighborhood. There is also a Walmart and a third Shop 'N Save located at the border of South Fairmont, in Whitehall, WV by the relatively empty Middletown Mall. There are no grocery options within reasonable walking distance.

Alternative food options include a natural foods and organic produce store downtown called All Things Herbal and a weekly farmer's market on Tuesday afternoons at Veteran's Square, also located downtown. There is a community garden off Oliver Avenue, whose mission is to "educate and promote local healthy food options in our area" (Community Garden, 2015). While it is not located in the Westside neighborhood, the garden is open to all residents of Fairmont.

As for pharmaceutical needs, according to community members, the CVS used to be located within the Westside neighborhoods but has since relocated to the other side of downtown, where there is also a RiteAid. Another RiteAid is located on the east side of the city.

Options are few in terms of clothing; there is a bridal shop and a consignment store in the downtown area and there is the Walmart in Whitehall. The quality of these basics is of great concern to the possible retention and recruitment of outside talent and individuals. Young professionals and residents of any age must travel to Morgantown or Clarksburg for a wider and higher quality selection.

### Services

Other basic services are provided in town. In terms of beauty and hair care, residents have access to approximately 30 beauty salons, which include services for hair styling, nails, and tanning, however many women in the neighborhood also go to unofficial stylists nearby for hair services. There are six barbershops within city limits, however searches via Yelp, Google Maps, and Yellow Pages result in zero services of this type located in the Westside neighborhoods. Most of the men go to Arthur's Barber Shop on the east side. Fairmont has eight laundry facilities; the closest to the community is in Bellview.

### Medical Services

For medical services, residents of Fairmont can turn to Fairmont General Hospital, which is adjacent to Fairmont State University's campus. Additionally, there is a MedExpress urgent care clinic in the Virginia-Gaston neighborhood south of downtown, and the Fairmont Clinic across the river on the east side. The MedExpress is located about a mile from the Westside neighborhoods and the hospital is located 1.5 miles to the west along Locust Avenue.

There are a few assisted living centers in the city, such as Helping Hands Home Health, which is located in the Westside neighborhoods. Two homes providing affordable living for seniors are located in the neighborhood, and the Fairmont-Morgantown Housing Authority recently announced that it will also be converting the historic Miller School into senior housing, however this is not necessarily a welcome addition to the neighborhoods, as gauged by reactions to the news by the community members who would like to see more services geared toward younger people.

### Professional Services

Fairmont has approximately ten traditional banks and four credit unions, including Mountain Valley Bank, First Exchange Bank, Huntington Bank, BCBank, WesBanco, BB&T, First Exchange Bank, Woodforest National Bank, and the Fairmont Federal Credit Union. These are widespread throughout Fairmont and the surrounding areas. The only one located in the Westside neighborhoods is a Fairmont Federal Credit Union, which is one of the fastest growing local credit unions in the state of West Virginia (Fairmont Federal Credit Union, 2015). The mix of local and national banks helps keep the small town character while allowing residents from outside the area to have access to national banking systems. The wide range of banks and credit unions shows that the economy is flourishing.

Fairmont has more than 15 law offices that specialize in a range of law services. Insurance agents include Mountaineer Insurance Group, State Farm Insurance, and Nationwide Insurance, along with others that provide all types of insurance services.

### Entertainment

Fairmont has a few restaurants, and a few are well known throughout the region, such as Muriale's, Poky Dot, Colasessano's, and Country Club Bakery. Indeed, the city is known for originating the pepperoni roll. There are two Mexican restaurants, while the rest offer American or Italian American fare. The downtown area features the newest offerings, such as the trendy coffee shop Joe 'n Throw, and at least two are in process of opening in the South Side district. Aside from Colasessano's and a Subway, however, in speaking with the Westside Coalition members, we learned that there are little to no dining options within their neighborhood, leaving much to be desired.

### Accommodations/Hotels

Fairmont has eight hotels and motels for those visiting the area. Visitors have the option to stay at a Days Inn, Red Roof Inn, Microtel Inn, Fairfield Inn and Suites, Super 8, Quality Inn, the Inn at Pettyjohn, and Clarion Inn. Having a variety of accommodations in Fairmont indicates that the community is a regional destination.

## Housing Characteristics

The majority of the Westside neighborhoods are zoned for either General Residential or Neighborhood Residential, with the main commercial, industrial, and mixed uses at the peripheries of the neighborhoods (see Figure 36). While touring the neighborhood, we noticed several vacant or dilapidated buildings, mostly in Shadyside, Sterling Heights, and along Ogden Avenue.

### Number and Type of Units

Fairmont offers a variety of housing options. There are older, larger homes, smaller residences, multifamily housing units, and mobile home parks. There are 8,930 housing units in Fairmont and 943 units in Census Tract 205. Table 5 shows the breakdown of housing types comparing Census Tract 205 and Fairmont overall. Some of the multi-unit apartments are facilities for seniors offering various levels of assistance and health care. There are marked differences in the breakdown of unit types when comparing to Fairmont as a whole. While the percentage of one-unit homes, whether attached or detached, matches that of Fairmont overall, there are half as many multi-unit housing structures in Census Tract 205 than in Fairmont, and there are seven times as many mobile homes.

**TABLE 5: TYPE OF HOUSING UNITS. *SOURCE:* U.S. CENSUS BUREAU (2013).**

| Units in Structure / Type | Census Tract 205 | City of Fairmont |
|---|---|---|
| 1-unit, detached | 73.5% | 75.2% |
| 1-unit, attached | 1.5% | 1.4% |
| 2 or more units | 10.7% | 21.4% |
| Mobile homes | 14.3% | 2.0% |

### Vacancy Rates

Of the total housing units in Fairmont, 13.9% are vacant. Census Tract 205 has a much higher rate, as 20.9% of units in this neighborhood are vacant.

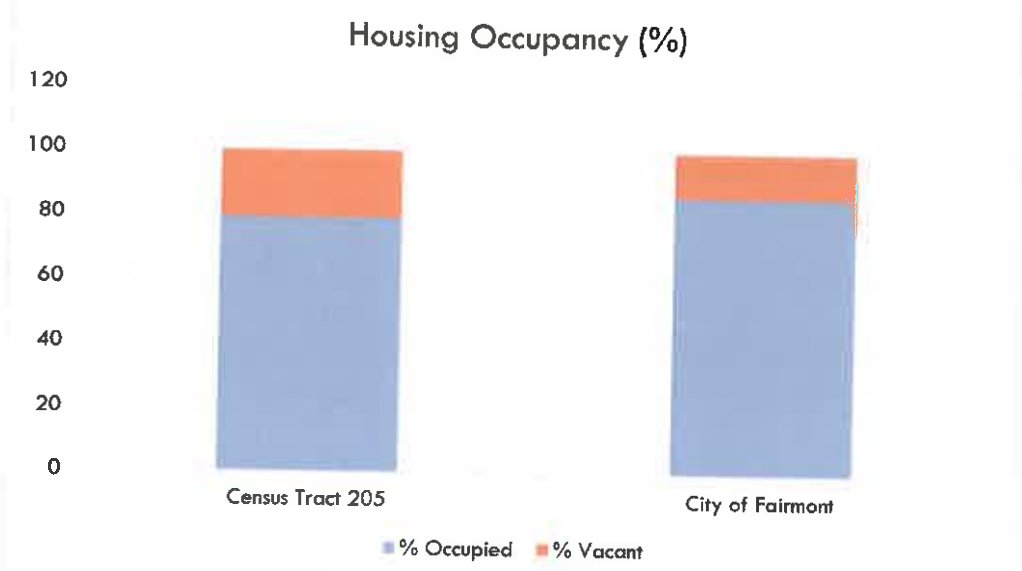



**FIGURE 37: OCCUPANCY FOR CENSUS TRACT 205 AND FAIRMONT OVERALL. *SOURCE*: U.S. CENSUS BUREAU (2013).**

### Ownership Rates

The majority of residents in Census Tract 205 own their homes, with 27.9% of households renting their homes. In fact, home ownership is higher in these neighborhoods than in Fairmont overall: 72.1% as compared to 67.5%.

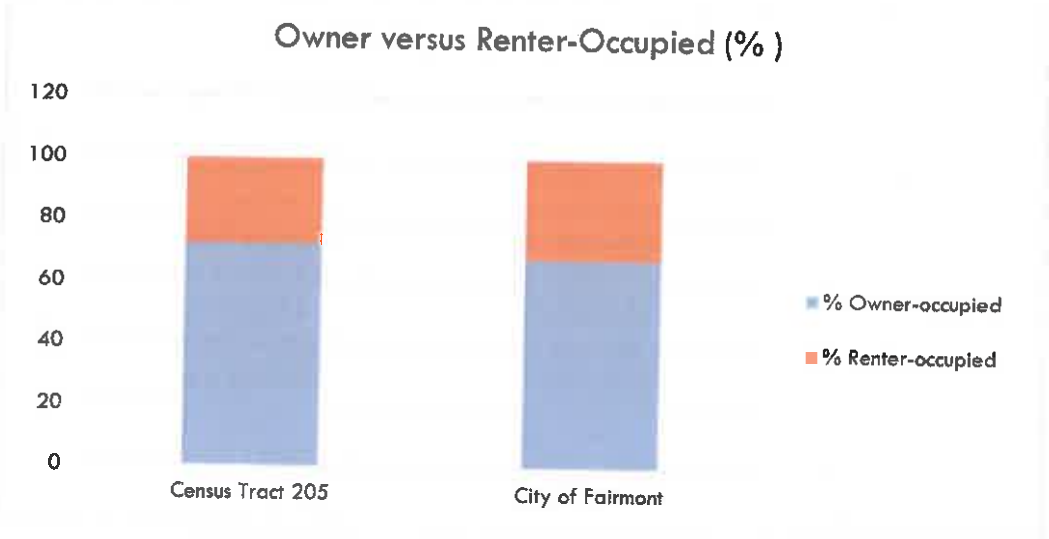



**FIGURE 38: RENTAL AND OWNERSHIP RATES FOR CENSUS TRACT 205 AND FAIRMONT OVERALL. *SOURCE*: U.S. CENSUS BUREAU (2013).**

### Price and Affordability

As shown in Figure 39, the largest group of home values in Census Tract 205 falls between a value of $50,000 to $99,000 which is similar for Fairmont overall, however Fairmont's next largest group of homes are valued between $100,000 and $199,999 while the next largest group for Census Tract 205 is for homes

valued at less than $50,000. Fairmont as a whole also has a larger percent of homes valued in the two highest brackets (U.S. Census Bureau, 2013). It is clear that Census Tract 205 is less affluent than the rest of Fairmont overall.

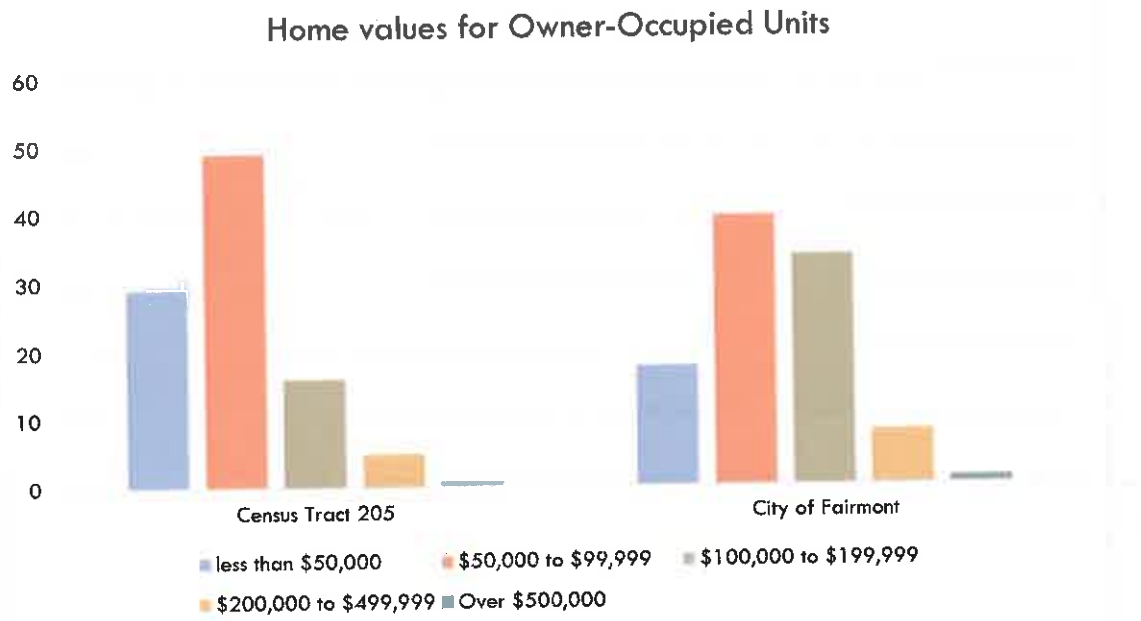



**FIGURE 39: HOME VALUES FOR OWNER-OCCUPIED UNITS. SOURCE: U.S. CENSUS BUREAU (2013).**

While a lower cost bracket of housing values might seem indicate more affordability, a closer look at how much residents are spending on housing offers another picture. According to the U.S. Department of Housing and Urban Development (HUD), "families who pay over 30 percent of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation, and medical care" (HUD, 2015). Of the housing units with a mortgage in the Westside neighborhoods, over a third of owners pay 30% or more of household income toward housing costs in Tract 205, while in Fairmont overall, significantly fewer homeowners spend this much of their income on housing as illustrated in Table 6 (U.S. Census Bureau, 2013). Similarly, although median gross monthly rent for Census Tract 205 is estimated at $582 as compared to the median mortgage payment of $864, for those who rent, a large majority spends 30% or more of their income on rent. As nearly a third of Tract 205 are renters and the majority spends over 30% on housing, it is apparent that neighborhood residents bear this burden and will have trouble being able to afford other necessities.

**TABLE 6: MONTHLY HOUSING COSTS AS A PERCENT OF HOUSEHOLD INCOME. SOURCE: U.S. CENSUS BUREAU (2013).**

| Those who spend 30% or more of income on housing costs | Census Tract 205 | City of Fairmont |
|---|---|---|
| Mortgage-paying homeowners | 39.4% | 20.1% |
| Renters | 73.5% | 61.0% |

### Building Age

As shown in Figure 40, nearly a third of the homes in Tract 205 were constructed before 1940, which matches Fairmont overall. This is likely due to the city's history as an industrial town, which peaked in the mid-19th century (Comprehensive Plan, 2000). While the Westside neighborhoods do not boast the oldest and newest buildings in the inventory, the oldest property identified in this neighborhood was built in 1890 and the newest was built in 1953. The average age of the properties for which this information was available was 101 years, which is consistent with Fairmont overall.

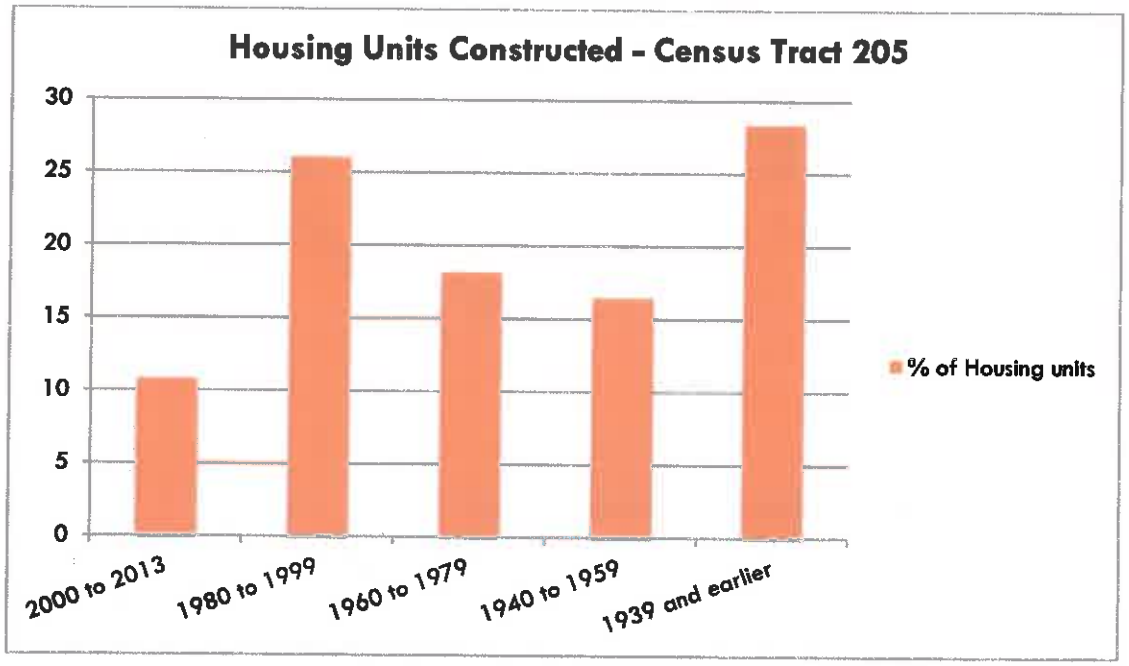



**FIGURE 40: YEAR OF HOUSES BUILT IN CENSUS TRACT 205. *SOURCE:* U.S. CENSUS BUREAU (2013).**

### Building Condition

Fairmont has numerous abandoned and dilapidated buildings. In 2014, a group of concerned Fairmont citizens formed the BAD (Brownfield, Abandoned, Dilapidated) Buildings team to address problem properties. Volunteers conducted a community-wide property survey to identify, research, and develop a priority action plan for the properties. A total of 337 properties are listed in the inventory, 73.3% of which are residential. Of these, 88.7% are single-family units. Fifty-one percent of the total were indicated vacant, while 10.1% were occupied. The remainder (39.2%) was unknown, however a majority (56.4%) had vacancy indicators listed: posted notice, boarded up, yard neglect, excess mail, for sale sign, missing structure, burnt or deteriorated, vandalized, or other (BAD Buildings, 2014).

A total of 19.6% of these properties are in the Westside neighborhoods, second only to the Eastside Norwood neighborhood. Figure 41 shows a comparison of BAD Buildings across neighborhoods. Of the Westside properties, 66.7% were single-family homes, 10.6% were duplexes, and one was a multifamily home, while 21.2% were listed as unknown. Thirty-six percent of the Westside properties in the inventory were identified as vacant, however the rest were unknown, and none were listed as occupied. In this inventory, Jackson Addition/Spring includes the buildings found in the Westside neighborhoods.

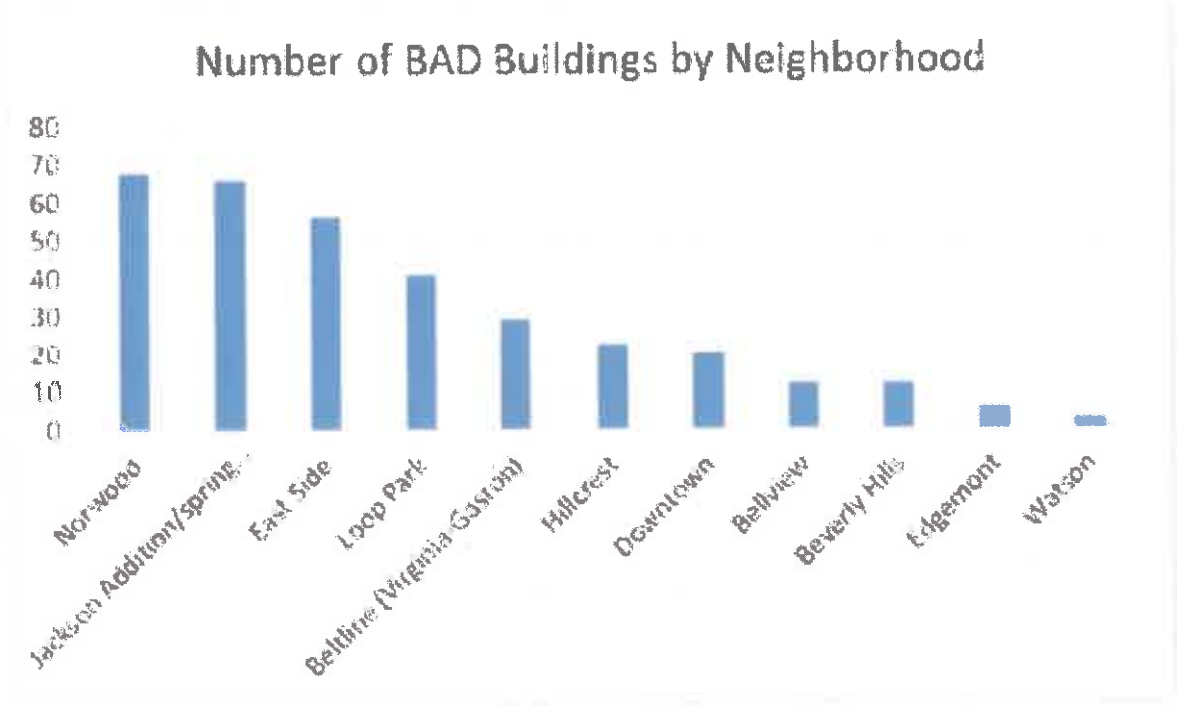



**FIGURE 41: ABANDONED/DILAPIDATED BUILDINGS BY NEIGHBORHOOD. *SOURCE*: NBAC (2015).**

Regarding property condition, as illustrated in Figure 42, 9.1% were deemed good or fair, 16.7% were deemed poor, and 40.9% were deemed appropriate for demolition. Since the survey was completed, a few properties from this neighborhood have been purchased and rehabilitated.

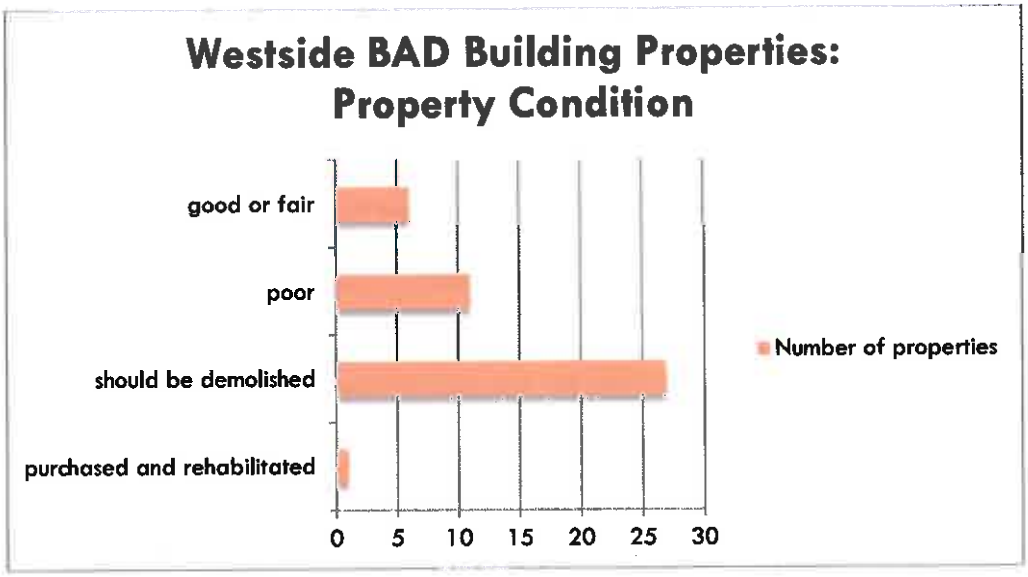



**FIGURE 42: PROPERTY CONDITION OF BUILDINGS IN THE WESTSIDE NEIGHBORHOODS BASED ON A VOLUNTEER SURVEY. *SOURCE*: BAD BUILDINGS (2014).**

The Fairmont BAD Buildings team discovered that certain areas within neighborhoods contained concentrations of blight. In the Westside neighborhoods, Ogden Avenue had the most properties in the inventory (16.7%); followed by Spruce Street (9.1%); and Pennsylvania Avenue, Robinson Street, and Spring Street which each accounted for 7.6% of the neighborhood properties. The map in Figure 43 shows the BAD Buildings properties in the Westside neighborhoods.

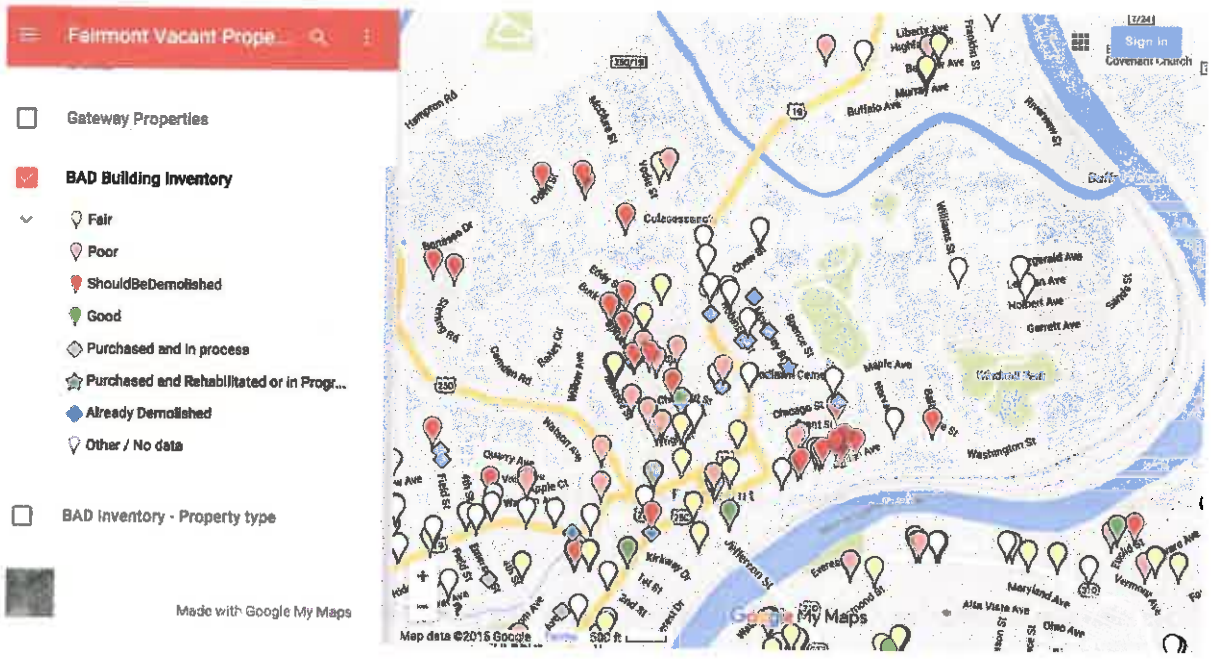



**FIGURE 43: FAIRMONT BAD BUILDINGS INVENTORY MAP (EXCERPT). SOURCE: NBAC (2015).**

## Basic Housing Utilities

As shown in Figure 44, it is also striking that according to U.S. Census figures, as compared to housing units in Fairmont overall, a higher percentage of houses in Tract 205 were lacking in basic housing utilities such as plumbing or telephone service (U.S. Census Bureau, 2013).

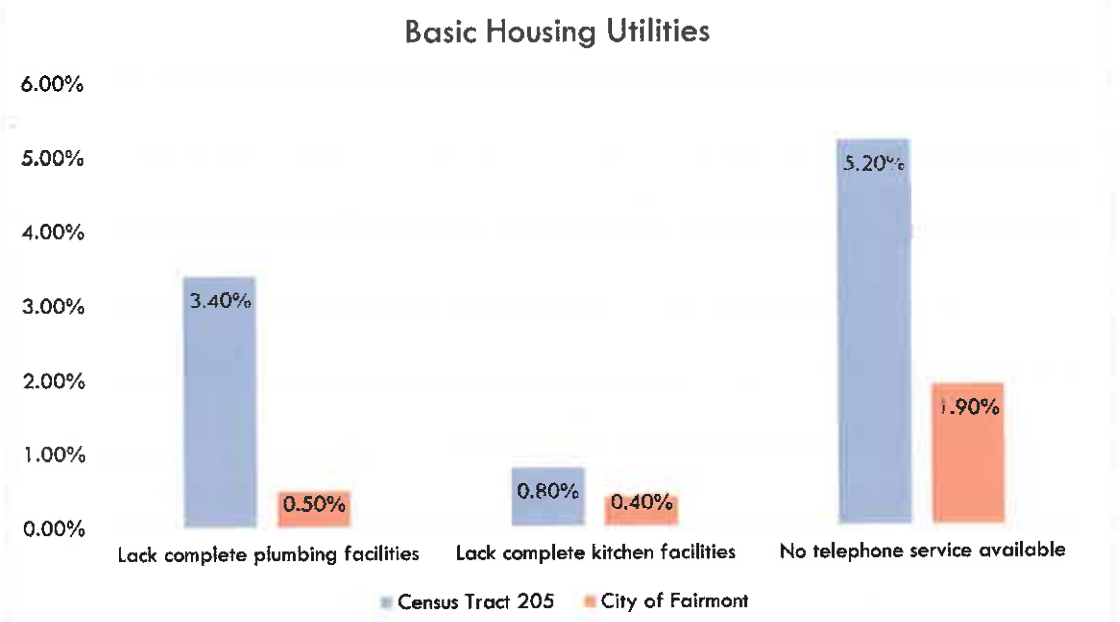


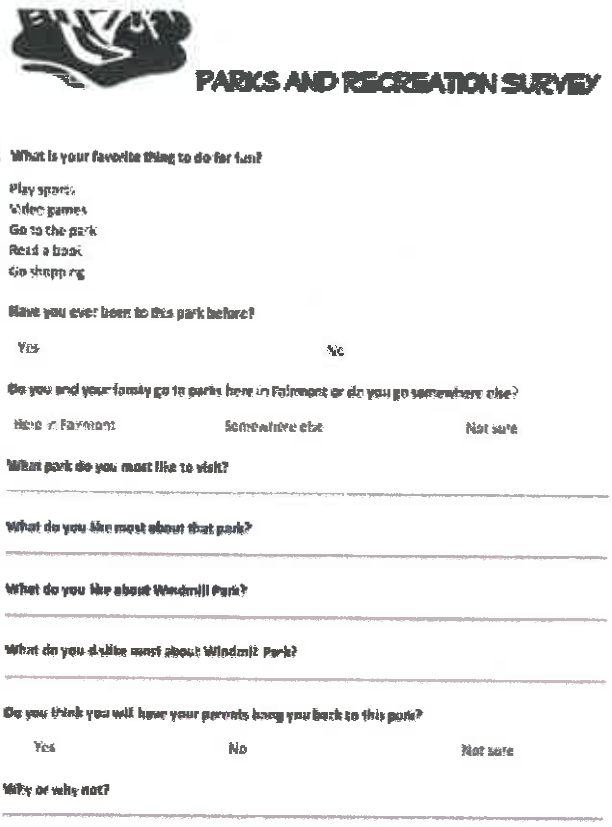

**FIGURE 44: HOMES LACKING BASIC UTILITIES. *SOURCE*: U.S. CENSUS BUREAU (2013).**

## Recreational Facilities

Fairmont has nine parks within the city limits. These parks include the 5th Street Park, Bellview Park, the Gateway Connector Park, Morgantown Avenue Park, Morris Park, Norwood Park, Palatine Park, Veterans Square and Windmill Park (Facilities, 2015). Park amenities include basketball courts, picnic tables and shelters, playgrounds, bike trails, tennis courts, disc golf courses, concession stands, fields, and a boat-launching ramp in Palatine Park. There are also County and State parks within the area that offer activities such as whitewater rafting, trails, and historical drama.

The Westside neighborhoods' Windmill Park has a lot of meaning and value to the community, and the Fairmont Community Youth Development Center (FCYDC) supports youth baseball and football leagues that use the fields. FCYDC currently operates the concession stand during games in order to raise funds for programs.

However, the park and its facilities suffer from disinvestment in comparison to other City parks. The 2012 Park and Recreation Master Plan, adopted into the Comprehensive Plan in February 2014 was developed through a process that included workshops for children held at the parks across the city (Park and Recreation Master Plan, 2012; Comprehensive Plan, 2000). The importance of Windmill Park to the neighborhoods surrounding the park is noted. Children stated that they liked the merry-go-round, slide, monkey bars and swings. The children disliked the older equipment, the smaller size of the playground, the lack of seating, and the itchy grass. To generate increased revenue for improvements and better maintenance, the City's recommendations for Windmill Park are to: Create a user fee for leagues and others that use the facilities, the City should operate the concession stand, obtain sponsorship from local businesses for maintaining the fields, and form a shelter rental policy (Park and Recreation Master Plan, 2014).



PARKS AND RECREATION SURVEY

1. What is your favorite thing to do for fun?

   Play sports
   Video games
   Go to the park
   Read a book
   Go shopping

2. Have you ever been to this park before?

   Yes No

3. Do you and your family go to parks here in Fairmont or do you go somewhere else?

   Here in Fairmont Somewhere else Not sure

4. What park do you most like to visit?

5. What do you like most about that park?

6. What do you like about Windmill Park?

7. What do you dislike most about Windmill Park?

8. Do you think you will have your parents bring you back to this park?

   Yes No Not sure

9. Why or why not?

**FIGURE 45: PARKS AND RECREATION SURVEY. *SOURCE*: PARKS AND RECREATION MASTER PLAN (2014).**

In addition to parks, the City of Fairmont is expanding recreational trails throughout the community, including one connecting downtown Fairmont and Windmill Park. The Connectivity Plan for the City of Fairmont was created in June of 2014 (Main Street Fairmont, 2014). This plan focuses on creating a healthy environment, a safer environment for pedestrians, and increasing the availability of trails throughout the city. This would increase economic value of this area as well as improve access via alternative modes of transportation. A Health Impact Assessment conducted by the School of Public Health at West Virginia University considered the potential effect of implementing the Connectivity Plan, however, the report stated that there was a lack of response from the residents of Westside neighborhood (Abildso, Bias, Coffman & Vasile, 2014).

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# APPENDIX A: SCHOOLS SERVING THE WESTSIDE NEIGHBORHOODS

**Watson Elementary School**
1579 Mary Lou Retton Drive, Fairmont, WV 26554
304-367-2156
Grades: Pre-K through 4th grade
Total Students: 429
Total Teachers: 29
Student/Teacher Ratio: 14.79
Title I School: YES
WVAI Designation: Success

**West Fairmont Middle School**
110 10th Street, Fairmont, WV 26554
304.366.5631
Grades: 5-8
Total Students: 662
Total Teachers: 45
Student/Teacher Ratio – 14.71
Title I school: NO
WVAI Designation: Transition

**Fairmont Senior High School**
1 Loop Park Drive
Fairmont, WV 26554-2599
304.367.2150
Grades: 9-12
Total Students: 732
Total Teachers: 42.5
Student/Teacher Ratio: 17.22
Title I School: NO
WVAI Designation: Support

# APPENDIX B: GOVERNMENT CONTACT INFORMATION

**U.S. Senator Joseph Manchin III**

306 Hart Senate Office Building
Washington DC, 20510
Phone: 202-224-3954
Fax: 202-228-0002

230 Adams Street
Fairmont, WV 26554
Phone: 304-368-0567
Fax: 304-368-0198

**U.S. Senator Shelley Moore Capito**

172 Russell Senate Office Building
Washington, DC 20510
Phone: 202-224-6472

**U.S. Congressman David McKinley**

412 Cannon HOB
Washington, DC 20515
Phone: (202) 225-4172
Fax: (202) 225-7564

**WV Senator Roman Prezioso**

Capitol Office:
Room 223W, Building 1
State Capitol Complex
Charleston, WV 25305
Capitol Phone: (304) 357-7961

Home:
1806 Dogwood Drive
Fairmont, WV, 26554
Home Phone: (304) 366-5308
roman.prezioso@wvsenate.gov

**WV Senator Robert Beach**

Capitol Office:
Room 204W, Building 1
State Capitol Complex
Charleston, WV 25305
Capitol Phone: (304) 357-7919

Home:
P.O. Box 1620
Morgantown, WV, 26501
Home Phone: (304) 932-7170
bob.beach@wvsenate.gov

**WV Delegate Linda Longstreth**

Capitol Office:
Room 6U-A, Building 1
State Capitol Complex
Charleston, WV 25305
Capitol Phone: (304) 340-3124

Home:
804 Ohio Avenue
Fairmont, WV, 26554
Home Phone: (304) 366-5251
linda.longstreth@wvhouse.gov

**WV Delegate Tim Manchin**

Capitol Office:
Room 151R, Building 1
State Capitol Complex
Charleston, WV 25305
Capitol Phone: (304) 340-3331

Home:
1543 Fairmont Avenue, Suite 203
Fairmont, WV, 26554
Home Phone: (304) 363-5613
Business Phone: (304) 367-1862
tmanchin@manchininjurylaw.com

**WV Delegate Mike Caputo**

Capitol Office:
Room 258M, Building 1
State Capitol Complex
Charleston, WV 25305
Capitol Phone: (304) 340-3249

Home:
P.O. Box 585
Rivesville, WV, 26588
Home Phone: (304) 278-5419
Business Phone: (304) 363-7500
mike.caputo@wvhouse.gov

**Marion County Commission**

Commissioners: Randy Elliot, Rick Garcia, and Ernie VanGilder
200 Jackson Street, Room 403
Fairmont, WV 26554
Telephone: 304-367-5400

**Marion County Assessor's Office**

Assessor: James P. Priester
200 Jackson Street
Fairmont, WV 26554
Telephone: (304) 367-5410
Fax: (304) 366-6532

**Marion County Sherriff's Department**

Sherriff: Joseph N. Carpenter
316 Monroe Street
Jacobs Building 1st Floor
Fairmont, WV 26554
Phone: (304)367-5300
Fax (304) 367-5304

**Marion County Clerk**

Clerk: Janice Cosco
Physical Address: 219 Adams Street
Fairmont, WV26554
Mailing Address: PO Box 1267
Fairmont, WV 26555-1267
Telephone: (304) 367-5440
Fax: (304)367-5448

**Marion County Health Dept.**

300 2nd Street
Fairmont, WV 26554
Phone: 304.366.3360
Fax: 304.363.8217
marionlhd@wv.gov

**Marion County Board of Education**

Members: President Richard Pellegrin, Dr. Babette Sims, Janette Crespenzi, Thomas Dragch, and Mary Joe Thomas
200 Gaston Avenue
Fairmont, WV 26554
Phone: 304-367-2100

**Fairmont City Council**

Members: Marianne Moran, Frank Yann, Robert Linger, William Burdick, Fran Warner, Daniel Weber, Phillip Mason, Thomas Mainella, and Mayor Ronald J. Straight
200 Jackson St.
Fairmont, WV 26554

Mailing Address:
P.O. Box 1428
Fairmont, WV 26555-1428
Ph: 304-366-6211

**Fairmont City Manager**

City Manager: Robin Gomez
Physical Address
200 Jackson St.
3rd Floor
Fairmont, WV 26554

Mailing Address
P.O. Box 1428
Fairmont, WV 26555-1428
Ph: 304-366-6212, Ext. 315

**Fairmont City Clerk**

Clerk: Janet Keller
200 Jackson St.
J. Harper Meredith Building
Room 312
Fairmont, WV 26554
Ph: 304-366-6212, ext. 329
Fx: 304-366-0228

**Fairmont Marketing and Communications**

Manager: Hanna Weaver
200 Jackson St.
J. Harper Meredith Building
Room 312
Fairmont, WV 26554
Ph: 304-366-6212, ext. 340

**Fairmont Finance Dept.**

Director: Eileen Layman
200 Jackson St.
Room 301
Fairmont, WV 26554
Ph: 304-366-6212 ext. 328

**Fairmont Human Resources**

Contact: Debbie Erdie
Phone: 304-366-6212 ext. 324

**Fairmont Purchasing Dept.**

Coordinator: Paula Friend
Physical Address
200 Jackson St.
3rd Floor, Room 305
Fairmont, WV 26554

Mailing Address
P.O. Box 1428
Fairmont, WV 26555-1428
Ph: 304-366-6212, Ext. 310

**Fairmont Planning and Development**

City Planner: Mark Miller
Physical Address
200 Jackson St.
3rd Floor
Fairmont, WV 26554

Mailing Address
P.O. Box 1428
Fairmont, WV 26555-1428
Ph: 304-366-6212, Ext. 249

**Fairmont Public Works**

Director: Ron Miller
Physical Address
1030 Minor Ave.
Fairmont, WV 26554

Mailing Address
1030 Minor Ave.
Fairmont, WV 26554
Ph: 304-363-3883

**Fairmont Utilities**

Utility Manager: David Sago
Ph:304-366-6231, ext 232

**Fairmont Water Filtration**

Superintendent: Chip West
Phone: 304-366-1461

**Fairmont Wastewater**

Superintendent: Billie Johnson
bjohnson@fairmontwv.gov

**Fairmont Dept. of Building Inspection and Rental Registration**

**Fairmont Police Department**

Chief: Steve Shine
500 Quincy St.
Fairmont, WV 26554
Ph: 304-366-9280
Fx: 304-366-5533
Dispatch: 304-366-4200
Emergency: 911

**Fairmont Fire Department**

Chief: James Emerick
500 Quincy St.
Fairmont, WV 26554
Non-emergency office phone: 304-363-7620
Emergency: 911

200 Jackson St.
Fairmont, WV 26554
Ph: 304-366-6212, ext. 303
Fx: 304-366-0228

**Fairmont City Attorney**

City Attorney: Kevin Sansalone
Ph: 304-366-6211

**City Boards and Commissions**

Contact information:
City of Fairmont
200 Jackson St.
Fairmont, WV 26554

Mailing Address:
P.O. Box 1428
Fairmont, WV 26555-1428
(304)-366-6211

# APPENDIX C: NONPROFIT ORGANIZATIONS AND CIVIC GROUPS

**Faith-Based Organizations**

Christian Love Ministry
410 Morgantown Ave, Fairmont, WV 26554
(304) 367-9570

Morning Star Baptist Church (Women of Purpose Ministry)
100 McKinney Street, Fairmont, WV 26554
(304) 363-2978

Mt. Zion Baptist
135 Maple Avenue, Fairmont, WV 26554
(304) 363-0669

Pentecostal Church of God MPGT
900 Lewis Street, Fairmont, WV 26554
(304) 363-1233

Pentecostal Temple of Christ
322 Fitzgerald Avenue, Fairmont, WV 26554
(301) 367-0578

Trinity United Methodist
407 Cleveland Ave, Fairmont, WV 26554
(304) 363-1928

**Civic Organizations/Chapters**

African American Order of the Eastern Star
506 Second Avenue, Fairmont, WV 26554
(304) 363-3568

Marion County Branch NAACP
1759 Fairmont Ave, Fairmont, WV 26554
(304) 376-7379

**Community-Based Organizations**

Dunbar School Foundation
P.O. Box 1370
101 High Street
Fairmont, WV 26555
Dunbarschoolfoundation.org

Fairmont Community Youth Development Center
612 Madison Street, Fairmont, WV 26554
(304) 534-8316

West Side Robotics
717 ½ Fairmont Ave, Fairmont, WV 26544
(304) 612-7100
westsideroboticsfwv@gmail.com
http://westsideroboticsfwv.wix.com/westsiderobotics#!about1/c1x11

**Nonprofit Development Agencies**

Fairmont Community Development Partnership
300 2nd Street, Suite 2, Fairmont, WV 26554
(304) 366-7600

Fairmont Housing Authority
103 12th St, Fairmont, WV 26554
(304) 363-0860

Habitat for Humanity
Teri Dalton, Executive Director
103 12th St, Fairmont, WV 26554
PO Box 721
Fairmont, WV 26555
(304) 363-4244
director@marionhabitat.org
http://marionhabitat.org/

BAD Buildings Team
200 Jackson St.
3rd Floor
Fairmont, WV 26554
(304) 366-6212

**Universities and Colleges**

Alderson Broaddus University
101 College Hill Drive
Philippi, WV 26416
(304) 457-6321

Pierpont Community and Technical College
1201 Locust Ave
Fairmont, WV 26554
(304) 367-4907

# APPENDIX D: FEDERAL PROGRAMS USING HHS POVERTY GUIDELINES FOR ELIGIBILITY

**Department of Health and Human Services**

- Community Services Block Grant
- Head Start
- Low-Income Home Energy Assistance Program (LIHEAP)
- Hill-Burton Uncompensated Services Program
- AIDS Drug Assistance Program
- Children's Health Insurance Program
- Medicare – Prescription Drug Coverage (subsidized portion only)
- Community Health Centers
- Migrant Health Centers
- Family Planning Services
- Health Professions Student Loans — Loans for Disadvantaged Students
- Health Careers Opportunity Program
- Scholarships for Health Professions Students from Disadvantaged Backgrounds
- Job Opportunities for Low-Income Individuals
- Assets for Independence Demonstration Program

**Department of Agriculture**

- Supplemental Nutrition Assistance Program (SNAP) (formerly Food Stamp Program)
- Special Supplemental Nutrition Program for Women, Infants, and Children (WIC)
- National School Lunch Program (for free and reduced-price meals only)
- School Breakfast Program (for free and reduced-price meals only)
- Child and Adult Care Food Program (for free and reduced-price meals only)
- Expanded Food and Nutrition Education Program

**Department of Energy**

- Weatherization Assistance for Low-Income Persons

**Department of Labor**

- Job Corps
- National Farmworker Jobs Program
- Senior Community Service Employment Program
- Workforce Investment Act Youth Activities

**Department of the Treasury**

- Low-Income Taxpayer Clinics

**Corporation for National and Community Service**

- Foster Grandparent Program
- Senior Companion Program

**Legal Services Corporation**

- Legal Services for the Poor

**Other Federal and State Income Dependent Programs**

- Supplemental Security Income (SSI)
- Earned Income Tax Credit (EITC)
- State/local-funded General Assistance (in most cases)
- Some parts of Medicaid
- Section 8 low-income housing assistance
- Low-rent public housing

# APPENDIX E: BUSINESSES LOCATED IN THE WESTSIDE NEIGHBORHOODS

| Company Name | Phone Number | Address | Primary SIC Description |
|---|---|---|---|
| Affordable Quality Svc | (304) 367-9525 | 313 High St | Services NEC |
| Aspire Uniqueness Boutique LLC | (304) 363-7860 | 300 Chicago St | Boutique Items-Retail |
| Bonasso, F David DDS | (304) 366-9833 | 100 Greenbrier Plz | Dentists |
| Colessano's Carry Out | (304) 363-9713 | 506 Pennsylvania Ave | Pizza |
| De Bellis Construction Inc | (304) 363-2527 | 229 Pennsylvania Ave | Construction Companies |
| Fairmont Hills | (304) 366-2226 | 788 Cleveland Ave | Apartments |
| Furbee, Mary | (304) 366-9833 | 100 Greenbrier Plz | Dental Hygienists |
| George F Mc Elroy Auto Brokers | (304) 366-5718 | 31 Holbert Rd | Automobile Dealers-Used Cars |
| H & H Property Management | (304) 816-6266 | 401 Lehman Ave | Heating Contractors |
| J G Lampkin Funeral Home | (304) 366-3890 | 26 Pennsylvania Ave | Funeral Directors |
| Karen's Kountry Store | (304) 366-4567 | 3088 E Grafton Rd | Convenience Stores |
| Rich Oil | (304) 363-5045 | 536 Pennsylvania Ave | Service Stations-Gasoline & Oil |
| Times West Virginian | (304) 367-2500 | 300 Quincy St | News Dealers |
| West Fairmont Head Start | (304) 363-2781 | 111 Maple Ave | Schools-Nursery & Kindergarten Academic |
| WIC-Women Infants & Children | (304) 366-2387 | 532 Pennsylvania Ave | Government Offices-County |

# APPENDIX F: LENDING INSTITUTIONS IN MARION COUNTY, WV

| Name | Phone Number | Address |
|---|---|---|
| BC Bank | (304) 367-9100 | 936 E Park Ave, Fairmont, WV 26554 |
| Branch Banking and Trust (BB&T) | (304) 368-3200 | 120 Fairmont Ave, Fairmont, WV 26554 |
| | (304) 368-3236 | 108 Gaston Ave, Fairmont, WV 26554 |
| Fairmont Federal Credit Union | (304) 363-5320 | PO Box 2139, Fairmont, WV 26555 |
| First Exchange Bank | (304) 367-1700 | 216 Fairmont Ave, Fairmont, WV 26554 |
| Huntington National | (304) 363-5800 | 103 Adams St, Fairmont, WV 26554 |
| MVB Bank | (304) 363-4800 | 301 Virginia Ave, Fairmont, WV 26554 |
| Wes Banco | (304) 363-5000 | 301 Adams St, Fairmont, WV 26554 |
| Woodforest National Bank | (304) 363-1525 | 32 Tygart Mall Road, Fairmont, WV 26554 |

# APPENDIX G: ECONOMIC DEVELOPMENT ORGANIZATIONS IN MARION COUNTY

| Name | Phone Number | Address |
|---|---|---|
| The Marion County Chamber of Commerce | (304) 363-0442 | 110 Adams St, Fairmont, WV 26554 |
| Marion Regional Development Corporation | (304) 333-6732 | 1000 Technology Drive, Suite 1230, Fairmont, WV 26554 |
| I-79 Development Council | (304) 677-9961 | PO Box 5099, Fairmont, WV 26555 |
| High Technology Foundation | (877) 363-5482 | 1000 Technology Drive, Suite 1000, Fairmont, WV 26554 |
| Fairmont Renaissance Corporation | | 314 Adams St, Suite 102, Fairmont, WV 26554 |
| Vandalia Heritage Foundation | (304) 368-1555 | PO Box 1349, Fairmont, WV 26555 |
| Vandalia Redevelopment Corporation | (304) 363-3547 | 830 Walnut Ave, Fairmont, WV 26554 |
| Fairmont Urban Renewal Authority | (304) 366-6211 | PO Box 1428, Fairmont, WV 26555 |
| Main Street Fairmont | (304) 366-0468 | 206 Adams Street, Fairmont, WV 26554 |

# APPENDIX H: MARION COUNTY CHARITABLE FUNDING ORGANIZATIONS

| Name | Phone Number | Address | Areas of Giving |
|---|---|---|---|
| Raymond Brooks Vanscoy Testamentary Trust | N/A | PO BOX 1152 Fairmont, WV, 26555 | Education |
| United Way of Marion County | (304) 366-4550 | 112 Adams ST # 205 Fairmont, WV, 26554 | Non-profits |
| Fairmont State Foundation | (304) 534-8786 | 1300 Locust Avenue Fairmont, WV, 26554 | Education |
| Connecting Link | (304) 363-4882 | 109 Fairmont Avenue Fairmont, WV, 26554 | Low-income |
| Fairmont State University | (304) 367-4000 | 1201 Locust Avenue Fairmont, WV, 26554 | University education |
| West Virginia University Foundation | (304) 284-4000 | PO Box 1650 Morgantown, WV, 26507 | Education; University education |
| Sobrania | (304) 367-1098 | 425 Quincy Street Fairmont, WV, 26554 | Human services; Low-income |
| Community Foundation of North Central West Virginia | (304) 694-2666 | 1000 Technology Dr. Suite 2230 Fairmont, WV, 26554 | Foundations |
| Moore-Church Scholarship Trust | (717) 852-3011 | 1100 Wehrle Drive, 2nd Fl. Amherst, NY, 14221 | Education |
| Fairmont Senior High School Foundation | (304) 376-2150 | PO Box 91 Fairmont, WV, 26554 | Education |
| Cub Scout Pack 52 Endowment Fund | (304) 594-1275 | 4 Candlelight Drive Morgantown, WV, 26508 | Youth development |
| Pricketts Fort Memorial Foundation | (304) 363-3030 | 88 State Park Entrance Road Fairmont, WV, 26554 | Historic preservation |
| The James Gabriel Family Foundation | 1 (800) 458-6546 | 55 Scott Avenue Morgantown, WV, 26508 | Education |
| West Virginia High Technology Consortium Foundation | (304) 363-5482 | 1000 # 1000 Galliher Drive Fairmont, WV, 26554 | Economic development; technology |

| Name | Phone Number | Address | Areas of Giving |
|---|---|---|---|
| Literacy Volunteers, Monongalia County | (304) 296-3400 | 235 High Street # 317 Morgantown, WV, 26505 | Education |
| Marion County Parks and Recreation Commission | (304) 363-7037 | PO Box 1258 Fairmont, WV, 26555 | Local governments and agencies |
| North Central West Virginia Community Action Association | (304) 363-6869 | 1304 Goose Run Road Fairmont, WV, 26554 | Human services; low-income |
| Pierpont Community and Technical College | (304) 367-4892 | 1201 Locust Avenue Fairmont, WV, 26554 | Education |
| Clark Opportunity Foundation | (304) 775-0950 | 24 Outlook Road Fairmont, WV, 26554 | Education |
| Marion County Foundation | N/A | Fairmont, WV, 26554 | Community improvements; Foundations |
| Caritas House | (304) 985-0021 | 391 Scott Avenue Morgantown, WV, 26508 | Low-income |
| Robert H. Mollohan Family Charitable Foundation | (304) 333-6783 | 100 Technology Drive Suite 200 Fairmont, WV, 26554 | Education |
| Morgantown Housing Authority | (304) 363-0860 | 103 12th Street Fairmont, WV, 26554 | Housing development; Local governments and agenicies; low-income |
| Marion County Board of Education | (304) 367-2100 | 200 Gaston Avenue Fairmont, WV, 26554 | Education |
| Community Foundations: Growing Philanthropy Close to Home | (304) 367-3423 | 1310 Fairmont Avenue Fairmont, WV, 26554 | Non-profits |
| Education Alliance-Business and Community for Public Schools | (304) 342-7850 | PO Box 3071 Charleston, WV, 25331 | Education |
| George M. Cruise Charitable Funders | N/A | PO Box 1152 Fairmont, WV, 26554 | Foundations |

| Name | Phone Number | Address | Areas of Giving |
|---|---|---|---|
| Claud "Bud" Mick, Jr. Education Scholarship Foundation | (734) 434-7582 | 6775 Carpenter Road Ypsilanti, MI, 48197 | Education |

### 3.3.3 Example Public Engagement Plan

# Public Engagement Plan

# for the Westside Action Coalition

## Project Background and Description

Fairmont, WV is a city operating under a council-manager form of government with professionalized departments that include planning functions focused on a variety of community and economic development purposes. However, the City recognizes the need for community-based partners in these efforts and wishes to foster their development through grassroots mobilizing efforts. Therefore, in February 2015, the City of Fairmont sought the assistance of Associate Professor Margaret Stout from West Virginia University's Master of Public Administration (MPA) program and its Area of Emphasis in Local Governance and Community Development (LGCD). Through faculty and student outreach, applied research, and service learning—the Fostering Fairmont Project—this WVU team hopes to foment community action.

Ideally, the neighborhood chosen to host this initiative would be about two square miles in area, have self-identified boundaries that are commonly recognized, and include at least one public park or other community facility. The Fostering Fairmont project sought out a self-organizing group of community members who share a passion for revitalization and demonstrate sufficient social capital to commit to a two-year schedule of activities that demand community investment of time, effort, and perseverance. The group that responded to this invitation is now called the Westside Action Coalition, which was established by community members affiliated with the MAC (Fairmont Community Youth Development Center), the Dunbar School Foundation, and the Marion County NAACP. These organizations all serve the Fairmont neighborhoods of Jackson Addition, Maple Avenue, Sterling Heights, Shadyside, and parts of Bellview.

An agreement was made in May 2015 to assist the Westside Action Coalition during the academic years 2015-2016 and 2016-2017. Over the course of four semesters, the curriculum-driven and faculty-led service learning and action research activities complete baseline research and capacity building, mobilize and organize residents, facilitate visioning and planning, and support community development project implementation. These activities are designed as a framework for interdisciplinary curricular partnerships across WVU, including:
Graphic Design, Public History, Landscape Architecture, Public Health, Extension Service (Community Resources and Economic Development), Land Use and Sustainable Development Law Clinic, and the Brickstreet Center for Innovation and Entrepreneurship. External partners include the Northern West Virginia Brownfields Assistance Center and the West Virginia Community Development Hub. The WVU team is supported by Ms. Shanequa Smith, who is studying the Fostering Fairmont project for her doctoral dissertation in Human and Community Development. In her action research activities, she is acting as a "cultural consultant" to identify barriers to effective community engagement with this historically African American community.

Funding for the direct costs involved with the project were obtained from a combination of in-kind donations procured by the Westside Action Coalition and WVU team. The basic schedule of activities is shown in Table 1.

**Table 1: Schedule of Activities in Four Phases**

| | |
|---|---|
| ***Learning***<br>Fall 2015 | • Develop a Community Profile of baseline neighborhood capitals to be used in strategic planning (secondary data).<br>• Complete a Community Survey to understand neighborhood opinions about collaborative governance.<br>• Build community leadership capacity through a Local Governance Workshop. |
| ***Mobilizing and Dialogue***<br>Spring 2016 | • Develop a Public Engagement Plan for mobilizing the community to engage in community events, planning, and development projects.<br>• Build community leadership capacity through workshops on Community Development, Building Social Capital, and Public Engagement.<br>• Host public dialogue sessions (Community Conversations) to develop shared understandings of community issues. |
| ***Planning and Deliberation***<br>Fall 2016 | • Complete primary data collection on neighborhood capitals to be used in strategic planning.<br>• Facilitate participatory planning sessions to establish a shared vision and produce a Neighborhood Plan, including goals, objectives, and action strategies for improving quality of life. |
| ***Action!***<br>Spring 2017 | • Select three or more action strategies and provide project development and implementation support. |

The schedule of activities and deliverables, including the community's responsibilities, are outlined below in phases that follow four academic semesters, 2015-2017. All activities share a philosophy of empowered collaboration in support of the three pillars of sustainability: people, place, and profit. Our motto is "working *with*, not *for* the community" to build everyone's ability to get things done—both student learning and what we call *community capacity*.

**Phase 1: Learning (Fall 2015)**

In the first phase, we learn about the community and the community learns from us. Community leaders are expected to help form a stakeholder team, actively engage in stakeholder meetings and workshops, support research to gather baseline data for a Community Profile, and help conduct a community survey based on the National Civic League's Civic Index. The latter two activities produce reports for the neighborhood to use in community development activities, including leadership training and organizational development.

The first step is to develop an understanding of the community and economic development process and how we will move through the steps together over the course of two years. To build capacity to engage in that process, we build familiarity with *collaborative governance*. The term "governance" refers to the complex nature of what happens at the local level of government. Successful cities work closely with neighborhood associations, citizen boards and commissions, business associations, civic groups, nonprofit organizations, school districts, and county and state

agencies, often with support from federal programs. Therefore, community leaders benefit from initial training on the institutions, powers, and basic operations of local government within its political and economic context, and how to tap into these resources.

**Phase 2: Mobilizing and Organizing (Spring 2016)**

Once a core stakeholder group is established, they are supported in mobilizing and organizing other community members, including neighbors and stakeholders in and beyond the neighborhood. The learning process continues with workshops on the importance of active participation in governance processes and the specifics on how to engage neighbors and stakeholders in community building efforts. The group receives a Public Engagement Plan for the neighborhood revitalizing project that provides a model for future engagement activities completed on their own. Community mobilizing and organizing efforts begin with a mapping exercise in which community leaders work with students to identify who to mobilize and devise the best ways to invite them to engage in Community Visioning Conversations about quality of life. From those student-facilitated dialogues, a report is provided as the launch pad for community planning.

**Phase 3: Visioning and Planning (Fall 2016)**

In the visioning and planning phase, faculty and students provide the substantive expertise, research data, physical inventories, and process facilitation for neighborhood strategic planning that is conducted with both neighbors and the stakeholder team. Students examine the substantive range of public planning arenas, learning the principles and practices of organizational, program, project, and physical planning with consideration of the political and economic context. They also conduct policy and practice research to develop substantive expertise to contribute in participatory planning exercises with community members and stakeholders. Drawing from this data along with the Community Profile, and Community Survey results, and Community Visioning Conversations results, the university team crafts recommendations for a strategic plan to guide community development activities targeting the quality of life issues identified by participants. A logic model approach is used to support both resource development and evaluation activities.

**Phase 4: Action (Spring 2017)**

In the fourth and final implementation phase, activities are designed to leave the neighborhood in action, making sure that plans aren't placed on shelves to gather dust. Students explore the theories, principles, and ethics of economic, environmental, and social sustainability as applied to community and economic development activities. Faculty and students work with community leaders to prioritize and select at least one short-term, one mid-range, and one long-range project. The community participants establish Project Action Teams based on interests and expertise. These teams are given information on using or establishing community-based organizations to carry out projects. Faculty and students then support those teams in project implementation planning. Each plan covers policy and legal issues, technical issues, management and administration needs, budget needs, and resource development plans (including both financial

and technical assistance resources). Ideally, the short-term project is designed for launch within the semester so that the community is left in motion.

The following sections describe the specific manner in which community leaders, stakeholders, and neighborhood residents will be engaged in the activities in these phases.

## Stakeholder Analysis

In the Community Profile and through a social capital mapping workshop, community stakeholders identified the many community and economic development actors engaging in Fairmont:

- Governments
- Citizen Advisory Bodies
- Education
- Youth Programs
- Community & Economic Development Organizations
- Housing Organizations
- Social Service Organizations
- Health Organizations
- Civic Clubs
- Faith-Based Organizations
- Active Citizens and Business Owners
- Charitable Funders
- Neighbors

The results of the social capital mapping exercise are provided in Appendix A: Social Capital Mapping Results and Appendix B: Outreach Lists. This diagram and the list illustrate that the Westside neighbors are well-connected to a variety of organizations available to contribute to community and economic development. As shown in the Table 2, students were assigned to work with stakeholder groups in mobilizing these human and organizational resources to engage in the Community Visioning Conversations.

**Table 2: Outreach Teams**

| Stakeholder Category | Team Member(s) | Email |
|---|---|---|
| Maple Avenue Residents | Bre Kreutzer | bkreutze@mix.wvu.edu |
| Jackson Addition Residents | Chelsea Slade | cslade@mix.wvu.edu |
| Sterling Heights Residents | Lacie Geary | lgeary1@mix.wvu.edu |
| Shadyside Residents | Ruthana Beezley | rmbeezley@mix.wvu.edu |
| Bellview Residents | Michelle Sloane | masloane@mix.wvu.edu |
| CommUNITY Cookout (distribute with Social Capital Survey administering) | Marissa Angellatta<br>John Ferguson<br>Cournti Helmick<br>Amy Loomis<br>Dylan Opyoke<br>Bob Riddle | mangella@mix.wvu.edu<br>jfergu11@mix.wvu.edu<br>crhelmick@mix.wvu.edu<br>amwong@mix.wvu.edu<br>dopyoke@mix.wvu.edu<br>rriddle2@mix.wvu.edu |
| Faith Community | Chris Agba | cbagba@mix.wvu.edu |
| Youth and Educators | Leah Cunningham | lcunni10@mix.wvu.edu |
| Health Care and Social Services | Ashley Morgan | amorga21@mix.wvu.edu |
| Government Agencies | Gaillynn Bowman | gmbowman@mix.wvu.edu |
| Business Community | Daniel Eades | deades@mix.wvu.edu |

## Community Concerns/Issues

Issues of concern in the Westside neighborhoods fall into two broad categories: process issues in community development and socio-economic conditions. Please see the Community Profile and Community Survey reports for detailed results summarized herein.

### *Community Development Process*

**Lack of collaboration and consensus.** Community members frequently reported disparate visions among and between civic institutions including governments at all levels, business organizations, non-profits, and community organizations. Community development actors were seen as more often competing for resources to support organizational goals rather than focusing on larger community goals. Across entities, residents noted a lack of resident engagement and cross-entity collaboration, resulting in little community vision or a long-term plan to guide development efforts.

**Resident input and engagement.** The majority of Westside residents did not feel that a diversity of racial, economic, and other groups are involved when it comes to important community decisions, and did not feel that community leadership was reflective of the community's diversity. Residents frequently reported not feeling included in setting organizational or larger community priorities. In many cases this may reflect poor communications between civic institutions and community residents. For example, several residents noted that information important for community development decision making was *available* but often not *accessible*. Community leaders especially were criticized for not sharing information and ideas with residents.

**Leadership and vision.** Although much of the community's criticism was directed at community leaders, residents acknowledge that many *citizens* do not take a proactive role in building a strong community. Residents note a dearth of young leaders in the community, limited participation in neighborhood and community organizations, and a lack of engagement and coordination with city/county government, business, and local non-profits. Additionally, many residents note a lack of programs (or awareness of programs) that foster leadership skills at the individual or neighborhood level.

Unity across the Westside neighborhoods and the WAC's organizational capacity to move projects into implementation is an ongoing concern. Therefore, the project will continue to build these community capacities through outreach activities in order to launch successful implementation of community development projects

***Socio-Economic Conditions***

Socio-economic issues affecting the Westside neighborhoods are driven by residents' educational attainment, the neighborhood's economic and business climate, these factors' impacts on the built environment.

**Education and Human Capital.** Schools play an important role in the Westside neighborhood, especially given the WAC's emphasis on the community's youth. Westside neighborhood schools are reflective or the general population and report high poverty rates and a low socio-economic status (SES) for many students. The community's minority and low SES students often underperform their peers on standardized tests. At both the middle and high school levels, black students underperformed their peers on math and reading assessments (36% and 39% proficient vs 51% and 57% for total population). Despite underperformance, schools serving the community seem reluctant to accept Title I funds that could provide support to low SES students.

**Business and Economy.** Although labor force participation and employment in the neighborhood is comparable to the city and county, Westside residents report significantly lower earnings. Median household incomes averaged $23,667 compared to nearly $37,000 in Fairmont and over $40,000 in the county and state. The Westside neighborhood also reported the largest share of households receiving cash public assistance (4.2%) and SNAP benefits (23.3%).

The Westside neighborhoods are primarily residential and business activity is noticeably absent. Based on discussions with community members, several businesses in the neighborhood have shuttered over the past decade, or have relocated within the city, resulting in decreased accessibility to goods and services for residents. Some younger residents, especially young males, are returning to the community following incarceration for drug crimes. Despite the fact that these crimes are often non-violent nature, many are struggling to find employment.

**Built Environment.** The Westside neighborhoods' Windmill Park is both a built and natural asset for the community. Although the City's Park and Recreation Master Plan recognizes the importance of Windmill Park to the surrounding neighborhoods, the park and its facilities suffer from disinvestment in comparison to other City parks. To generate increased revenue for

improvements and better maintenance, the City's recommendations for Windmill Park are to: Create a user fee for leagues and others that use the facilities, the City should operate the concession stand, obtain sponsorship from local businesses for maintaining the fields, and form a shelter rental policy (Park and Recreation Master Plan, 2014). Many in the neighborhood fear that these policies will have a negative impact on residents', especially those of lower socio-economic status, ability to take full use of park facilities.

**Housing.** The Westside neighborhoods suffer from a disproportionate number of vacant and dilapidated housing units: Of the total housing units in Fairmont, 13.9% were identified as vacant by the BAD Buildings team; the Westside had reported a significantly higher rate, nearly 21%. Of these, approximately 40% were deemed appropriate for demolition. Despite the poor condition of many homes, nearly 40% of home owners and 75% of renters in the neighborhood are classified as "cost burdened," spending more than 30% of their income on housing costs. Appendix C provides a summary of community concerns identified during the Learning phase of the project.

## Public Engagement Objectives and Techniques

In each phase of the Fostering Fairmont project there is a particular purpose that can be linked to specific public engagement objectives and the techniques chosen to achieve those objectives. Table 1 provides a summary of what is planned for the Westside Action Coalition. The various purposes follow the International Association for Public Participation (IAP2) *Spectrum of Public Participation*: Inform, Consult, Involve, Collaborate, and Empower. At each level the degree of public influence and empowerment is increased:

> **Inform.** Information provides the public with balanced and objective knowledge to help them understand the project as well as alternatives and solutions.
>
> **Consult.** Consultation allows the public to be engaged through communication so they can offer feedback and raise their concerns.
>
> **Involve.** Involvement acknowledges public engagement through discussion of concerns and goals. There is a mutual understanding of aspirations, instead of deliberations for decisions.
>
> **Collaborate.** Collaboration moves from discussion into deliberation. The public is engagement in participatory learning, discussion, deliberation and the decision making process. Throughout collaboration alterative solutions are developed and the ideal solution is identified.
>
> **Empower.** Empowerment is the final level of public engagement. The authority of the final decision is given to the public participants to decide.

The Fostering Fairmont project will produce a Neighborhood Plan and at least three project or program implementation plans. The Neighborhood Plan will be used by the Westside Action

Coalition to guide its efforts and its advocacy work with other Fairmont stakeholders. Therefore, residents, property owners, and business owners in the neighborhoods can be fully empowered with decisions regarding its ratification and adoption. The project/program implementation plans will require adoption by the organizations charged with carrying them out. Therefore, community members will be asked to collaborate in their formulation through dialogue and deliberation.

**Table 1: Purposes, Objectives, and Techniques of Public Engagement**

| Purpose | Involvement Objective(s) | Engagement Techniques |
|---|---|---|
| Work with community leaders to plan and execute the engagement project | Collaborate/ Consult | One-on-one work sessions, WAC meetings, Stakeholder meetings, capacity building workshops |
| Community Celebration and Project Launch | Inform/ Involve | WAC Facebook and website, Flyers, Press Releases, Fact Sheets, CommUNITY Cookout |
| Community dialogue and visioning | Involve | WAC Facebook and website, Flyers, Press Releases, Community Visioning Conversations |
| Community deliberation and planning | Collaborate | WAC Facebook and website, Flyers, Press Releases, Planning and Design Charrette |
| Community plan review and adoption | Empower | WAC Facebook and website, Flyers, Press Releases, Participatory Decision Making |
| Project prioritization and selection | Collaborate/ Empower | WAC Facebook and website, Flyers, Press Releases, Participatory Planning and Decision Making |
| Work with community action teams to develop and implement revitalization projects | Collaborate/ Empower | WAC Facebook and website, Flyers, Press Releases, Action Teams work sessions |
| Project Evaluation and Feedback | Empower | WAC evaluation forms, WAC meetings for sustained dialogue |

## Process Facilitation Guides

Productive meetings encourage continued collaboration; therefore processes are planned in advance in a thoughtful, informed manner. Each activity is designed to achieve a specific purpose (i.e., learn, dialogue, deliberation, decision making, action) through a specific level of influence (i.e., inform, consult, involve, collaborate, empower). Furthermore, common group dynamics are anticipated and accommodated to produce the most fruitful outcomes.

Facilitation guides include: agendas and schedules; explanations of each activity and the supplies, equipment, and setup required; and instructions and scripts for meeting facilitators and support roles. These instructions design the flow of learning, dialogue, deliberation, decision making, or action so that the meeting is efficient and effective.

The Fostering Fairmont Project has four distinct processes for which facilitation guides have been generated. Each facilitation guide will be used by team members or community volunteers to ensure that even if a process is repeated in multiple sessions, each one is handled in the same fashion so that all participants have a similar experience. An example Facilitation Guide is provided in Appendix E.

***Community Conversations***

This process will be designed to allow for guided, open-ended dialogue about the quality of life in the Westside neighborhoods.

All participants will be asked to sign in, indicate where they live on a large scale map to determine overall geographic representation, complete a name tag, and pick up a Meeting Agenda and Project Fact Sheet. Participants with children will be directed to take them to the children's activity area operated by community volunteers.

Each meeting will begin by convening the group as a whole. The WVU Project Team will be introduced, along with any members of the Westside Action Coalition or Stakeholder Team present. A brief overview of the full project will be given, reiterating what is on the Project Fact Sheet and providing a brief update of results to date. This gives participants assurance that previous engagement results were heard and are being used and that they are joining an ongoing project. The agenda for the remainder of the meeting will be reviewed and instructions will be given for finding the first session in a series of small group dialogues.

Facilitators and scribes will be assigned to each group to capture the results of the conversations. An icebreaker exercise will be used to increase participants' comfort before beginning dialogue. Before sending participants home, a team-building exercise will be conducted to emphasize the importance of community connections and collaboration. They will then be asked to complete a participant satisfaction survey and WAC sign-up card if they wish to be on the mailing list.

***Planning and Design Charrette***

This two-day process will be designed to allow for facilitated planning in response to the issues found in analysis of the Community Survey and Community Visioning Conversations results. Expert team members will be on tap, not on top, meaning they will be members of issue-based teams alongside community members who share an interest in the issue. Volunteers will be recruited and chosen based on their expertise in the particular issues found in the Westside neighborhoods.

Each day, all participants will be asked to sign in, indicate where they live in the community on a map (to determine degree of geographic representation), complete a name tag, and pick up a

Meeting Agenda and Project Fact Sheet. On the first day, the group will be convened as a whole and the WVU Project Team will be introduced, along with any members of the Westside Action Coalition present. A brief overview of the full project will be given, reiterating what is on the Project Fact Sheet. Results of the Community Survey and Community Visioning Conversations will be presented in brief to bring everyone up to speed and refresh memories from the previous meetings. This reiterates responsiveness to previous engagement activities.

A draft vision statement crafted from the results of the Community Conversations will be presented, considered, amended if necessary, and ratified. Once this whole group process is completed, the agenda for the remaining elements of the meeting will be read and instructions will be given for finding the first in a series of small group planning activities.

Small group sessions will be organized around each issue identified during the Community Conversations. Facilitators and scribes will be assigned to each group to capture the essence of deliberations. Each planning group will begin with an icebreaker exercise that will serve to emphasize the importance of collaboration in planning and implementation. Facilitated dialogue and deliberation will be designed to capture goals and objectives. Narrative, mapping, and drawing or modeling exercises are likely to be utilized, appropriate to the planning issue at hand.

Alternative activities will be designed to engage youth in planning activities appropriate to their skill levels.

The process will continue the second day with a general assembly during which draft goals and objectives will be presented, considered, amended if necessary, and ratified. Then small groups organized around issue areas will be reconvened for more detailed work in planning teams to identify and craft action strategies. At the end of each planning session, participants will be asked to sign up for potential Action Teams that may reconvene as the Neighborhood Plan strategies are further developed and adopted and project implementation activities begin. These volunteers will receive follow-up communications as the project progresses. Commitment to such a team will ensure ongoing public engagement and ownership of project outcomes.

The small groups will then reconvene in a general assembly to share their results and to complete a large group team-building exercise that will emphasize the importance of community connections and collaboration.

***Plan Review and Adoption***

On the third day, a general assembly is convened in the afternoon to present the final results in a draft Neighborhood Plan format: vision, values, goals, objectives, and action strategies. If any recommendations require review and adoption procedures by both the Planning and Zoning Commission and the City Council, representatives from the WVU Land Use and Sustainable Development Law Clinic will explain the process and how they will assist the Westside Action Coalition. Other members of the WVU Project Team will similarly present the manner in which they can support the Westside Action Coalition in the implementation phase. This will include a preliminary schedule of return visits to work with the Project Action Teams.

***Strategy Prioritization and Implementation***

Once the Westside Action Coalition has accepted the Neighborhood Plan, a community meeting will be held to present the Plan and solicit feedback in regard to prioritization as well as to obtain organizational and individual commitments to collaboration in implementation of specified strategies. This meeting will be limited to those who volunteered to engage in Action Teams. This limitation is necessary because at this point, deliberations have been closed and participants must be willing and able to engage in implementation as opposed to simply weighing in on alternatives or trying to reopen deliberations.

All participants in Action Team meetings will be asked to sign in, complete a name tag, and pick up a Meeting Agenda and Executive Summary of the Neighborhood Plan's goals, objectives, and action strategies. While convened as a whole, the WVU Project Team will be introduced and then everyone will introduce themselves. The agenda for the meeting will be read and instructions will be given for finding the first in a series of Action Team activities.

In the first meeting, facilitators and scribes will be assigned to each Action Team to capture the essence of deliberations. Each planning group will begin with reviewing the Plan element(s) pertaining to their interests. The group will first discuss how the action strategies might relate to one another in terms of *timing* and to place them in phased order, if appropriate. The group will then be asked to use a voting process to prioritize the strategies early in the "critical path." These deliberations will lead to the crafting of three priority community development projects: long-range (5+ years), mid-range (2-5 years), and short-term (1 year). At the end of the planning session, each Action Team will set a calendar for convening independently as well as with the WVU Project Team over the semester.

The group as a whole will then reconvene with each Action Team reporting their priorities. The WVU Project Team will then provide feedback as to which projects they are most capable of assisting into implementation. Then the group as a whole will utilize a voting strategy to select the top project in each category among all that they wish to pursue. As always, the process will end with a team-building exercise that will emphasize the importance of community connections and collaboration.

In the second and third meetings, the Action Teams will reconvene for resource development and project implementation activities. The nature of specific Action Team meetings will be determined based on the nature of the community development project involved, but each will be typical inter-organizational collaboration project meetings. A general commitment has been made by the WVU Project Team to help develop implementation plans for three projects, one long-range, one mid-range, and one short-term project. Each implementation plan will include legal and policy findings, technical findings, a budget and resource development options, and a management plan for execution.

## Communications Approach

Creating a successful communications approach that effectively informs and recruits participants is vital to the public engagement process. A successful communications approach includes recruiting participants in an honest, transparent fashion; providing organized, clear information and education to inform participants; provides concise feedback on community input; and explains the process in which input has been gathered, documented, and utilized for community improvement.

Many strategic tactics will be employed by the Fostering Fairmont Project to produce a successful communications approach. These tactics fall under three different objectives, to engage stakeholders, raise public awareness and inform, and consult and involve the community. Strategic tactics for engaging stakeholders include maintaining contact through phone, email, and physical meetings to disseminate information. For raising public awareness and informing, there are several strategic tactics that require materials to be produced. These tactics involve creating social media accounts and a website and maintaining its information; producing press releases to be distributed to local media outlets; working with the design team to create flyers and web and social media banners; constructing fact sheets and save the dates to be delivered to participants and stakeholders physically and digitally; producing Youtube videos to be circulated on the web and scripts for public service announcements on the radio. Consulting and involving the community includes reports and comprehensive results from public engagement meetings and events providing valuable feedback and information on how to proceed through in-person presentations and YouTube videos. The following table provides an overview of objectives, their corresponding strategic tactics with dates and responsible parties.

| Engage Stakeholders | Date | Team Member |
|---|---|---|
| 1. Written and telephone correspondence with the Stakeholder Advisory Team | Ongoing | Project Team Leader |
| 1.1. Email invitations and meeting agendas | Meeting-1 week | Project Team Leader |
| 2. Face-to-face meetings with the Stakeholder Advisory Team | Monthly | Project Team |
| 2.1. Status reports and project information dissemination through presentations and handouts in meetings | Ongoing | Project Team Leader |
| 3. Written and telephone correspondence with Stakeholder Advisory Team members | Ongoing | Project Team |
| **Raise Public Awareness and Inform** | **Date** | **Team Member** |
| 1. Create Facebook Page and Website | Project Start | Communications Team |
| 1.1. Correspond with design team for Facebook and web banner | | Communications Team |
| 1.1. Generate posts on the Facebook/Twitter Pages | Ongoing | Everyone |
| 2. Produce project press releases for distribution to the media | PE Start | Project Team Leader; Communications Team |

| | | |
|---|---|---|
| 3. Produce Project Fact Sheet, including known schedule of events | Project Start | Communications Team |
| 3.1. Post or link to Facebook and website | Project Start | Project Team Leader |
| 3.2. Distribute in print to the Stakeholders | Meetings | Project Team Leader |
| 3.3. Distribute digitally to the Stakeholders | Project Start | Project Team Leader |
| 3.4. Distribute in print to the community | Events | Project Team Leader |
| 4. Produce informational video with invitation to engage and post links to YouTube on the Project Facebook Page | PE Start; Events-2 weeks | Communications Team |
| 5. Announce events on the Facebook and website and post reminders | Event-4 weeks; weekly | Communications Team |
| 6. Produce and distribute a Save-the-Date notice | Event-4 or more weeks | Communications Team |
| 6.3. Ask Fairmont State University employees to submit to campus news | Event-2 weeks | Project Team Leader |
| 7. Produce press release about each event | Event-3 weeks | Communications Team |
| 7.3. Distribute to local media | Event-2 weeks | Project Team Leader |
| 7.3.1. Times West Virginian | | Communications Team |
| 7.3.2. WDTV, WBOY | | Communications Team |
| 7.3.3. WVAQ | | Communications Team |
| 7.3.4. Times Warner Cable | | Communications Team |
| 8. Retrieve event flyers and poster in both color and black & white from design team | Event-4 weeks | Communications Team |
| 8.1.Poster: 11in x 17in Flyer: 8.5in x 11in | " | Communications Team |
| 8.2.Post links to Facebook and website | Event-2 weeks | Communications Team |
| 8.3.Distribute electronically to and through Stakeholders | Event-2 weeks | Project Team Leader |
| 9. Produce script for audio Public Service Announcement or auto-call systems, sporting event announcers, radio, etc. | Event-3 weeks | Communications Team |
| 9.1.Distribute to appropriate stakeholders | Event-2 weeks | Project Team |
| **Consult and Involve the Community** | **Date** | **Team Member** |
| 1. Post links to project reports on website and Facebook | PE Start | Communications Team |
| 2. Gather contact information at all events | Events | Communications Team |
| 3. Produce and disseminate findings from public engagement events | Phase end | Project Team |
| 3.1. Document products of public events | " | Documentation Team |
| 3.2. Analyze findings and write report | " | Project Team |
| 3.3. Edit final report and write executive summary | " | Project Team Leader |
| 3.4. Present report to Stakeholders | " | Project Team |
| **Consult and Involve the Community** | **Date** | **Team Member** |

| Consult and Involve the Community | Date | Team Member |
|---|---|---|
| 3.5. Post links to the report on Facebook and website | " | Communications Team |
| 3.6. Produce a video recap and post to YouTube with a link on Facebook and website | End and beginning of each phase | Communications Team |

**Documentation Approach**

Legitimacy is ensured through accountability and transparency. The purpose of documentation is to keep a communications, deliberations, and decisions on record. Documentation is used as evidence of the direct input from stakeholders, participants, and decision-makers and should to be traceable from the beginning of the project to its end. Comments might be made in the form of power point presentations on a computer projector onto a screen, posters, flip charts and sticky notes on easels, and storyboard maps and diagrams on the wall. The specific methods used are described in the Facilitation Guides. Input should be documented and align with the outputs produced. Where the two diverge, an explanation must be provided.

The Fostering Fairmont project extends over a two-year period with a variety of team members coming and going from the project. Good documentation will enable everyone to access the history and get up to speed in the project. Taken together, the purposes of documenting project activities and information include:

- Maintain and update a participant contact database;
- Communicate about the project, recommendations, decisions, and next steps;
- Maintain process mapping and navigation;
- Conduct process evaluation for continuous improvement efforts; and
- Ensure accountability and transparency.

Documentation will include the following:

1. Project Documents
    a. MOUs and related correspondence
    b. Host Evaluation Forms
2. Financial Management
    a. Requests for funding and related correspondence
    b. Budget
3. WVU Partners
    a. External MOUs and related correspondence
    b. Internal MOUs and related correspondence
4. Stakeholder Meetings
    a. Agendas
    b. Sign-In Sheets
    c. Handouts
    d. Participant Satisfaction Surveys
    e. Meeting Notes

5. Westside Action Coalition Meetings
    a. Agendas
    b. Sign-In Sheets
    c. Handouts
    d. Meeting Notes
6. Project Deliverables
    a. Community Survey Report
    b. Community Profile
    c. Public Engagement Plan
    d. Social Capital Survey Report
    e. Community Conversations Report
    f. Neighborhood Plan
    g. Project Plans
7. Community Celebration
    a. Public relations materials
    b. Schedule of activities
    c. Evidence of results (selfie station, banner station)
8. Community Visioning Conversations
    a. Public relations materials
    b. Agenda
    c. Facilitation Guide
    d. Sign-In Sheets
    e. Participant Satisfaction Surveys
9. Planning Charrette
    a. Agenda
    b. Facilitation Guide
    c. Sign-In Sheets
    d. Participant Satisfaction Surveys
10. Action Teams (each)
    a. Agendas
    b. Sign-In Sheets
    c. Meeting Results
    d. Participant Satisfaction Surveys
11. Public Relations
    a. Outreach plans
    b. Social Media: Facebook, Twitter, and Instagram profiles
    c. Website
    d. Press releases
    e. Flyers
    f. Public Service Announcements
    g. Fact sheets about WAC and Fostering Fairmont
    h. Media coverage
12. General Correspondence
    a. Topics by date
13. Contact Lists
    a. Westside Action Coalition

b. Fairmont Stakeholders
c. Neighbors

## Project Evaluation

The Fostering Fairmont project will be evaluated to capture the perspectives of the WVU Project Team, the Westside Action Coalition and Stakeholder Team, and public engagement process participants. Evaluation methods will include both process and outcomes evaluation. Results from each of these evaluation approaches will be compiled by the WVU Project Team and used to determine what's working and what needs improvement. However, we also offer the Stakeholder Team some evaluative questions to consider in evaluating the success of the public engagement plan:

1. Were there ample opportunities for input that matched the level of community involvement the project sought?

2. Was the leadership structure clearly defined and both decision-making and implementation responsibilities determined?

3. Were various public involvement and communication techniques and styles used?

4. Were the opportunities for public input scheduled within the early phases of the project?

5. Were there different ways for people to provide input into the project?

6. Was there public feedback about the involvement process? Did participants express their opinions about how the process was working? Did themes emerge from the comments themselves?

7. Was the process transparent and well-documented? Can the public see how it may have influenced the outcomes produced?

8. Does the outcome reflect a general consensus? Is the final product generally acceptable to the public?

9. Was adequate information provided to the stakeholders?

10. Do the decision-makers believe the public involvement process helped to make a better decision?

### *Project Team*

Debriefing sessions will be completed by the WVU Project Team after each fieldwork visit. These will be conducted in the tradition of service learning and action research, including journal reflections, discussion, and compilation of group consensus points. These reflections will be utilized by the Project Team for continuous improvement efforts in all activities. This type of process evaluation ensures that as issues or concerns are identified, they can be addressed to immediately improve project outcomes. This evaluation is primarily for use by the Project Team, but may also be shared with the Westside Action Coalition when appropriate.

### *Westside Action Coalition and Stakeholder Team*

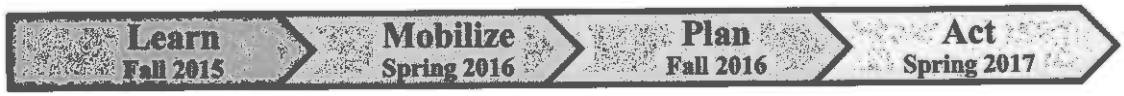
The "client" in this case is the community host, the Westside Action Coalition. However, the stakeholders that they recruit to the *Fostering Fairmont* project are equally important to its success. Therefore, both groups will be asked for their perspectives on deliverables. This evaluation form is shown in Appendix F.

### *Meeting Participants*

All those attending *Fostering Fairmont* project meetings and events will be given a satisfaction survey with which to provide feedback on the meeting attended. This participant satisfaction survey is shown in Appendix G. We will also use sign-in sheets to track who and how many participated, the rate of return for satisfaction surveys, and similar quantitative data.

## Project Schedule and Task List

The overall project schedule extends through two years across four semesters:




Project management software was used to manage tasks.

## Project Budget

The Westside Action Coalition will be responsible for covering project related costs above and beyond equipment and supplies required for meetings.

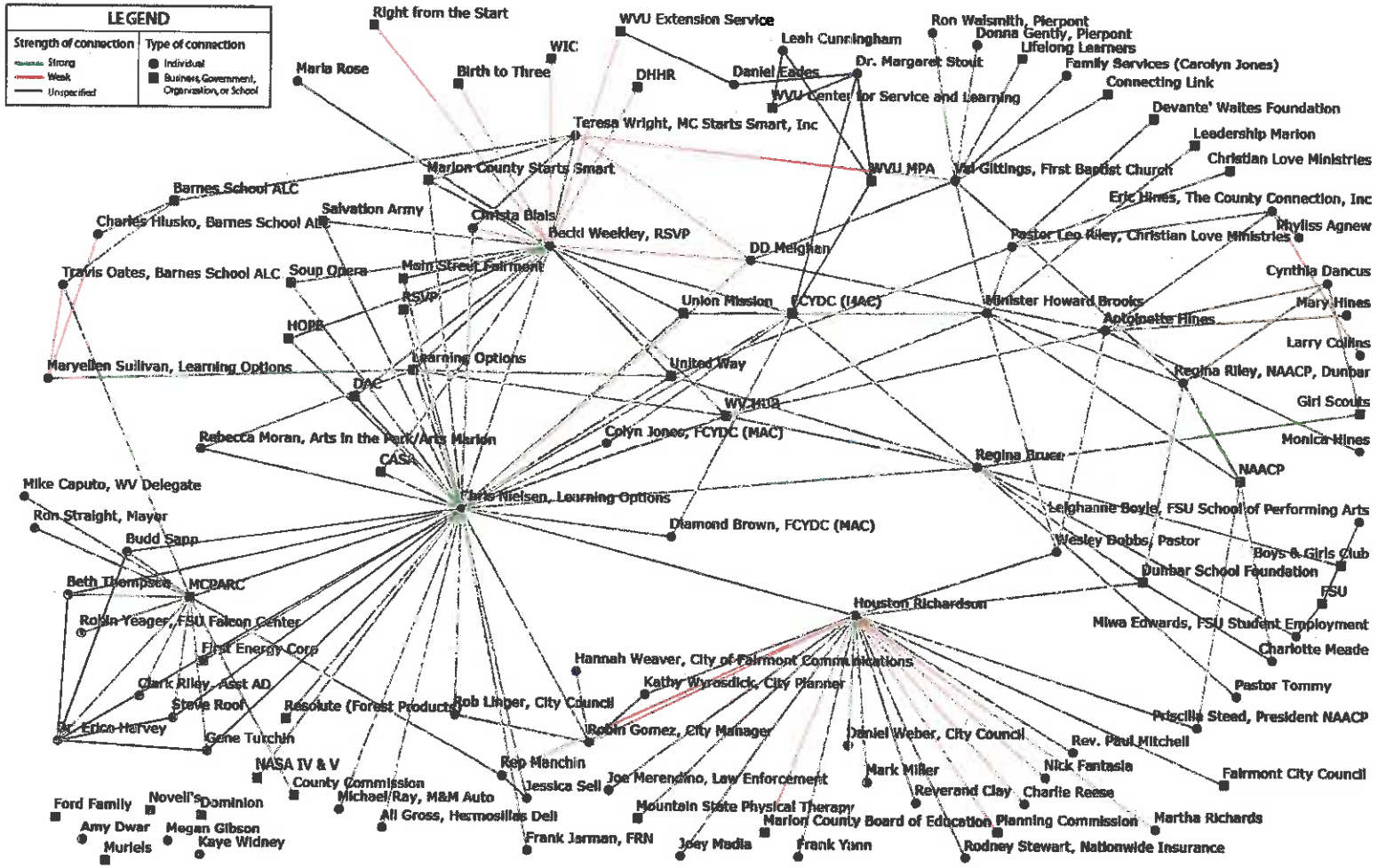
## APPENDICES

Appendix A: Social Capital Mapping Results
Appendix B: Outreach Lists
Appendix C: Process Facilitation Guides
Appendix D: Public Relations Materials
Appendix E: Evaluation Forms

## Appendix A: Social Capital Mapping Results

Stakeholders identified WAC's social network during a mapping exercise. Green lines represent strong connections. Red lines represent weaker connections. A black line represents a connection of unspecified strength.

## Appendix A: Social Capital Mapping Results



## Appendix B: Outreach Lists

This symbol indicates that a group is a Westside Action Coalition member.

***Governments***

**City of Fairmont**
200 Jackson St., 3rd Floor
Fairmont, WV 26554
http://www.fairmontwv.gov/
304-366-6211

**City Council**
Marianne Moran, District 1
Frank Yann, District 2
Robert Linger, District 3
**William (Bill) Burdick, District 4**
**Fran Warner, District 5**
Daniel Weber, District 6
Philip Mason, District 7
Thomas Mainella, District 8
Ronald J. (Ron) Straight, District 9 (Mayor)

**City Manager**
Robin Gomez
304-366-6212, Ext. 315
rgomez@fairmontwv.gov

**Communications**
Hannah Weaver
304-366-6212, ext. 340
hweaver@fairmontwv.gov

**Planning and Development**
Martha Richards
304-366-6212, Ext. 318
mrichards@fairmontwv.gov

**Police Department**
Chief Steve Shine
500 Quincy St.
Fairmont, WV 26554
304-366-9280

**Fire Department**
Chief James Emerick
500 Quincy St.
Fairmont, WV 26554
304-363-7620
jemerick@fairmontwv.gov

**Public Works**
Ron Miller
1030 Minor Ave.
304-363-3883
rmiller@fairmontwv.gov

**Citizen Advisory Boards and Commissions**
1. Arts & Humanities Commission
2. Board of Zoning Appeals
3. Fairmont Airport Authority
4. Fairmont Audit Committee
5. Fairmont Building Commission
6. Fairmont Parking Authority
7. Fairmont Parks Commission
8. Fairmont Sanitary Sewer Board
9. Fairmont Water Board
10. Fairmont/Morgantown Housing Authority
11. Fairmont-Marion Transit Authority
12. Fire Civil Service Commission
13. Historic Landmarks Commission
14. Historic Preservation Review Committee
15. ICC Board of Appeals
16. Marion County Parks & Recreation Commission
17. Marion County Public Library Trustee Board
18. Personnel Appeals Board
19. Planning & Zoning Commission
20. Police Civil Service Commission
21. Safety Review Board
22. Urban Renewal Authority

**Marion County Commission**
Kris Cinalli, County Administrator
200 Jackson St., 4th Floor
Fairmont, WV 26554
304-367-5425
kcinalli@marioncountywv.com
http://www.marioncountywv.com/departments/county_commission/

Randy Elliott, West Augusta District
relliott@marioncountywv.com

Rick Garcia, Middletown District
rgarcia@marioncountywv.com

Ernie VanGilder, Palatine District
evangilder@marioncountywv.com

**Marion County Parks and Recreation Commission (MCPARC)**
Tony Michalski, Director
1000 Cole Street, Suite B
Pleasant Valley, WV 26554
304-363-7037 or 800-903-2994
Tmski44@aol.com
info@mcparc.com
http://www.mcparc.com/

**Marion County Board of Education**
Members: President Richard Pellegrin, Dr. Babette Sims, Janette Crespenzi, Thomas Dragch, and Mary Joe Thomas
200 Gaston Avenue
Fairmont, WV 26554
Phone: 304-367-2100
http://www.marionboe.com/

**Marion County Health Dept.**
300 2nd Street
Fairmont, WV 26554
Phone: 304-366-3360
Fax: 304-363-8217
marionlhd@wv.gov
http://www.marioncountywv.com/departments/health_department/

**WV Senator Roman Prezioso**
State Capitol Complex
Room 223W, Building 1
Charleston, WV 25305
304-357-7961
roman.prezioso@wvsenate.gov

**WV Senator Robert Beach**
State Capitol Complex
Room 204W, Building 1
Charleston, WV 25305
304-357-7919
bob.beach@wvsenate.gov

**WV Delegate Linda Longstreth**
State Capitol Complex
Room 6U-A, Building 1
Charleston, WV 25305
304-340-3124
linda.longstreth@wvhouse.gov

**WV Delegate Tim Manchin**
State Capitol Complex
Room 151R, Building 1
Charleston, WV 25305
304-340-3331
tmanchin@manchininjurylaw.com

**WV Delegate Mike Caputo**
State Capitol Complex
Room 258M, Building 1
Charleston, WV 25305
304-340-3249

**U.S. Senator Joseph Manchin III**
230 Adams Street
Fairmont, WV 26554
Phone: 304-368-0567
info@joemanchinwv.com
http://www.joemanchinwv.com/home

**U.S. Senator Shelley Moore Capito**
172 Russell Senate Office Building
Washington, DC 20510
202-224-6472

**U.S. Congressman David McKinley**
412 Cannon HOB
Washington, DC 20515
202-225-4172

*Education*

**Watson Elementary School**
1579 Mary Lou Retton Drive
Fairmont, WV 26554
304-367-2156

**West Fairmont Middle School**
110 10th Street
Fairmont, WV 26554
304-366-5631

**Fairmont Senior High School**
1 Loop Park Drive
Fairmont, WV 26554
304-367-2150

**Barnes School Adult Learning Center**
Charles Hlusko & Travis Oates
100 Naomi St.
Fairmont, WV 26554
304-367-2127

**Pierpont Community & Technical College**
Donna Gentry
Ron Walsmith
School of Workforce Development
503 Morgantown Ave, Suite 125
Fairmont, WV 26554
304-366-6762
ron.walsmith@pierpont.edu
donna.gentry@pierpont.edu

**Lifelong Learners**
Continuing Education Department
Pierpont Community & Technical College
320 Adams Street, Suite G.01
Fairmont, WV 26554
304-367-4920

**Fairmont State University**
Miwa Edwards
Student Employment Advisor
Turley Student Services Center, Room 222A
Phone: 304-367-4836 or 304-657-0788
medwards@fairmontstate.edu

**FSU Falcon Center**
Robin Yeager, Director
316 Student Affairs Suite
304-367-4783
ryeager@fairmontstate.edu

**West Virginia University**
Margaret Stout, Associate Professor
Department of Public Administration
325 Willey Street, Rm 103
304-293-7978
Margaret.Stout@mail.wvu.edu

**WVU Center for Service Learning**
Leah Cunningham
Leah.Cunningham@mail.wvu.edu
http://service.wvu.edu/

***Youth Programs***

**The MAC (Fairmont Community Youth Development Center)**
Colyn Jones, President
Diamond Brown, Athletics/Intern
612 Madison St
Fairmont, WV
304-534-8316
fcydc2014@gmail.com
https://www.facebook.com/FCYDC.THE.MAC/

**Girl Scouts**
Pat Vincent
304-365-0922

**Learning Options**
Chris Nielsen
305 Songbird Lane, Fairmont, WV 26554
304-366-3722
304-657-7252
cnielsen@learningoptionsinc.org
http://www.learningoptionsinc.org/

Mary Ellen Sullivan
mesullivan@learningoptionsinc.org
304-795-4388

**Boys and Girls Club of Marion County**
1025 Fairfax St
Fairmont, West Virginia
304-376-2627
https://www.facebook.com/BoysandGirlsClubsofMarionCountyWV/

**West Side Robotics**
717 Fairmont Ave
Fairmont, WV 26544
304-612-7100
westsideroboticsfwv@gmail.com
http://westsideroboticsfwv.wix.com/westsiderobotics#!about1/c1x1t

***Community & Economic Development Organizations***

**The Dunbar School Foundation**
Houston Richardson
101 High St
Fairmont, West Virginia
304-692-8820 or 304-363-7062
https://www.facebook.com/DunbarSchoolFoundation/

**Main Street Fairmont**
206 Adams Street
Fairmont, WV 26554
304.366.0468
http://www.mainstreetfairmont.org/

**BAD Buildings Team**
Luke Elser, Northern WV Brownfields Assistance Center
Luke.Elser@mail.wvu.edu

**Habitat for Humanity**
Teri Dalton, Executive Director
103 12th St, Fairmont, WV 26554
PO Box 721 Fairmont, WV 26555
304-363-4244
director@marionhabitat.org

**Fairmont-Morgantown Housing Authority**
http://www.fmhousing.com/
103 12th Street, P.O. Box 2738
Fairmont, WV 26555
Phone: 304-363-0860
Fax: 304-366-0469

**Fairmont Community Development Partnership**
300 2nd Street, Suite 2, Fairmont, WV 26554
304-366-7600
info@fcdp.com
http://www.fcdp.com/

**West Virginia Community Development Hub**
103 Adams Street, Suite 200
Fairmont, WV 26554
Phone: 681-404-6053 or 6122
http://wvhub.org/

***Social Service Organizations***

**Marion County Family Resource Network**
Frank Jarman
112 Adams Street Room 204
Fairmont WV 26554
304-366-4445
marioncountyFRN@gmail.com

**WVU Extension Marion County**
314 Monroe Street, Room 202
Fairmont, WV 26555-1628
304-367-2772
http://marion.ext.wvu.edu/

**MCPARC Master Gardeners**
Diana George
304-278-7576
georged333@live.com

**Marion County Smart Start, Inc.**
Teresa Wright
304-366-5067
greter91@comcast.net
https://www.facebook.com/MCSSBSS

**Retired Senior Volunteer Program (RSVP)**
Rebecca Weekley
304-816-1250
rweekley@unitedwaycwv.org
https://www.facebook.com/MarionCountyWVRSVP

**Connecting Link, Incorporated**
Eric Hines
205 Fairmont Ave.
Fairmont, WV 26554
304-363-4882
http://www.connectinglinkwv.com

**Marion County DHHR**
416 Adams St., Suite 307
Fairmont, WV 26554
304-368-4420
www.wvdhhr.org

**Birth to Three**
304 -558-5388
Fax: 304-558-2183
http://www.wvdhhr.org/birth23/Default.asp

**Right from the Start**
1-800-642-8522
Fax 304-558-7164
http://www.wvdhhr.org/rfts/

**Women, Infants and Children (WIC)**
304-366-2387
532 Pennsylvania Avenue
Fairmont, WV 26554
www.wvdhhr.org

**North Central West Virginia Community Action**
1304 Goose Run Road
Fairmont, WV 26554
304-363-6869

**Court Appointed Special Advocates (CASA) Marion County**
121 Adams Street #203
Fairmont, WV 265554
304-366-4198
www.wvcasa.org/local-programs/9-local-programs/8-casa-of-marion-county

**Disability Action Center**
102 Benoni Ave. Fairmont, WV
304-366-3213
jsole@disabilityactioncenter.com
http://disabilityactioncenter.com/

**Family Services of Marion County**
1313 Locust Avenue
Fairmont, WV 26554
304-366-4750

**Hope Inc. (Domestic Violence)**
P.O. Box 626
Fairmont, WV, 26555
Phone: 304-367-1100
Fax: 304-367-0362
http://www.fris.org/CrisisCenters/Pages-CrisisCenters/Center-Hope.html

**Salvation Army**
309 Cleveland Ave
Fairmont, WV 26554
304-366-2601

**Soup Opera**
425 Quincy Street
Fairmont, WV 26554
304-367-1098

**West Virginia Rescue Ministries (Union Mission)**
107 Jefferson Street
Fairmont, WV 26554
304-363-0300

***Health Organizations***

**Marion County Health Department**
300 Second Street
Fairmont, WV 26554
304-366-3360

**MVA Health Center**
Eric Pulice
1322 Locust Ave.
Fairmont, WV 26554
304-657-4543
eric.pulice@mvahealth.org

**MVA Wellness Center**
East Fairmont Campus
1993 Airport Rd.
Fairmont, WV 26554
304-367-0654

*Civic Clubs*

**Marion County NAACP**
Priscilla Steed
304-657-9684
steed.priscilla@yahoo.com
https://www.facebook.com/Marion-County-NAACP-naacp-112674915473500/

**Elk Lodge No. 294**
419 Adams St
Fairmont, WV 26554-3105
304-363-4300

*Faith-Based Organizations*

**Christian Love Ministries**
Pastor Leo Riley
Pastor Regina Riley
410 Morgantown Ave.
Fairmont, WV 26554
304-367-9570
304-366-9552
leoriley01@gmail.com
christianlovemin@gmail.com

**Mount Zion Missionary Baptist Church**
135 Maple Avenue
Fairmont, WV 26554
304-363-0669

**Morning Star Baptist Church**
Pastor Wesley Dobbs
100 McKinney St.
Fairmont, WV 26554
304-363-2978
wesleyqdobbs@yahoo.com

**Dash Ministry**
Tommy Baron
304-363-8237
dashministry@yahoo.com

**Church of God MPGT**
Pastor Eric Hines
900 Lewis St.
Fairmont, WV 26554
304-363-1233
681-753-1230
erichines705@yahoo.com

**First Baptist Church of Fairmont**
Pastor Valerie Gittings
901 Fairmont Avenue
Fairmont, WV 26554
304-366-2391
304-365-1073
vjgittings@comcast.net

**New Beginnings Worship Center**
Pastor Robert Clay
1815 Sunnyview Ln.
Fairmont, WV 26554
304-365-0202
304-612-5074
pastorrwclay@yahoo.com

**Greater Fairmont Council of Churches**
DD Meighan
3 Park Dr.
Fairmont, WV 26554-2401

**Trinity Assembly of God**
Pastor Tommy
70 Maranatha Drive
White Hall WV 26554
trinity@tagchurch.org

**Trinity United Methodist**
4407 Cleveland Avenue
Fairmont, WV 26554
TrinityUMCFMT@gmail.com

**Temple of Christ Church**
320 Fitzgerald Ave
Fairmont, WV 26554

***Active Citizens and Business Owners***

**Tracy Evans**
304-365-9010
tracysellandlistshomes@yahoo.com

**M&M Merrifield Auto**
Michael Ray
801 Pennsylvania Ave.
Fairmont, West Virginia 26554
304-363-1860

**Muriels**
1742 Fairmont Avenue
Fairmont, WV 26554
304-363-3190
murialeS@aol.com

**Hermosillas Deli**
Ali Gross
919 Morgantown Ave
Fairmont, West Virginia
304-680-4376

**Nationwide Insurance**
Rodney Stewart
304-363-5400
613 Fairmont Ave
Fairmont, WV 26554-4116

**Mountain State Physical Therapy**
719 Fairmont Ave, Ste. 102
Fairmont, WV 26554
304-363-8543

**Ford Funeral Home**
201 Columbia St, Fairmont, WV 26554
304-363-3130

***Charitable Funders***

**Devante' Waites Foundation**
Lakisha and Charles Elders
P.O. Box 718
Fairmont, WV 26555
304-365-2568
devantewaitesfoundation@gmail.com
lakisha.elders@gmail.com

**Marion County United Way**
Nicky Osborne, Executive Director
112 Adams Street, Room 201
Fairmont, West Virginia 26554
304-366-4550
304-680-0275
nicky@uwmarion.org

**Dominion Foundation**
701 East Cary Street, 20th Floor
Richmond, VA 23219
Daphne.Johnson@dom.com
https://www.dom.com/corporate/our-commitments/community/charitable-giving-and-the-dominion-foundation

**FirstEnergy Foundation**
Allen Staggers
304-534-7356
https://www.firstenergycorp.com/content/fecorp/community/firstenergy_foundation.html

**NASA IV & V**
NASA IV&V Facility
100 University Dr.
Fairmont, WV 26554
304-367-8200
http://www.nasa.gov/centers/ivv/home/index.html

**Novelis**
1800 Speedway St,
Fairmont, WV 26554
304-367-5000
http://novelis.com/?s=charitable+giving

**Resolute Forest Products**
702 Afr Dr,
Fairmont, WV 26554
304-368-0900
http://www.resolutefp.com/Sustainability/Community_Involvement/Corporate_Philanthropy/

***Neighbors***

| | |
|---|---|
| Maple Avenue Residents | Vanessa Bryant<br>vanessalyn614@gmail.com<br>Diamond Brown<br>iyceis100404@hotmail.com<br>Antionette Hines<br>antoinette.hines@fairmontstate.edu |
| Jackson Addition Residents | Pastors Leo and Regina Riley<br>leoriley01@gmail.com<br>christianlovemin@gmail.com<br>Colyn Jones<br>Colyn.Jones94@gmail.com |
| Sterling Heights Residents | Houston Richardson<br>hsrmoney@aol.com<br>Chris Nielsen<br>cnielsen@learningoptionsinc.org |
| Shadyside Residents | Howard Brooks<br>juniebrooks1965@gmail.com |
| Bellview Residents | Regina Bruce<br>reglynbruce@gmail.com<br>Ronnie Williams<br>rwilliams1@woodforest.com |

# Community Visioning Conversation Facilitation Guide

The Fostering Fairmont project will host community visioning and planning sessions to develop a Neighborhood Quality of Life plan—a document that will guide the work of the Westside Action Coalition. These Community Conversations are the first step toward developing a shared vision.

## AGENDA

**Registration (allow 5 minutes late start)**

- Sign-in
- Map your residence
- Receive and complete name tag (color coded random group assignment)

**Assembly (15 minutes)**

- Welcome and Introductions
- Housekeeping Notes
- Project Overview
- Review of the Agenda

**Small Group Sessions (30 minutes)**

- Ice breaker introductions
- Treasured Moments and Places

**Break (10 minutes)**

**Small Group Sessions (1 hour)**

- Paths to Progress (3 rounds)
- Team Building Exercise (yarn web)
- Participant evaluation
- Return forms and pens to the facilitators at the door—thank them for participating!

## SET UP

### Outside

Post way-finding signs all over from street to parking to entrance door to meeting room and bathrooms.

Supplies needed:

- Blank signs
- Black Markers and Yellow Highlighters
- Blue tape

### Meeting Room Setup

1. Registration table with 3 chairs at the entrance door
2. Kid's table with 6 chairs near the registration table
3. A screen or blank wall at the front with a table for supplies
4. A table for the projector sufficiently far from the wall with no obstructions
5. Five sets of square/round participant tables with 8-10 chairs at each one—one area empty for facilitator and scribe
6. A snacks and beverages table far into the room somewhere
7. Easels with Rules of Engagement posted at front and sides of room for easy reference from all locations
8. Two easels with flip charts at every table

*Registration Table Supplies:*

- Sign in sheets and two pens
- Map with yellow sticky dots for where people live
- Scissors to cut name tags into individual tags
- Color-coded name tags to be given randomly (to break up parties who came together)
- Black markers for name tags
- Give away trinkets (wristbands)
- Agenda/Fact sheets (2-sided)
- Bowl of candy
- Extra surveys and information cards
- T-shirts for sale by WAC

*Kids' Table Supplies:*

- Paper
- Art supply and activities box
- Someone assigned to watch table (WAC member?)

*Presentation Supplies:*

- Projector, laptop, cables, speakers, power cord

*Facilitation Supplies for each Participant Table:*

- 2 easels
- Blank sticky flip charts
- Pre-labeled no-stick charts: Idea Parking Lot; Useful Terms; Information Needs; Future Agenda Items
- Blue tape (1 roll)
- Treasured moments timeline chart
- Treasured places map
- Paths to Progress chart
- Multi-color marker sets (2)
- Ball point pens (15)
- Sticky notes (5 pads)
- Red dots for "problem" places and barrier voting (50)
- Yellow dots for "treasured" places (50)
- Green dots for "promising" places and ideal characteristics voting (50)
- Blue dots for overall assessment voting (50)
- 1 ball of yarn
- Rubber bands for rolled up charts
- 15 coins with a variety of dates
- Bowl of candy
- Participant Evaluations (10)
- Social Capital Survey (10)
- Westside Action Coalition Sign-Up Cards (10)
- Paper clips for sticky notes

## REGISTRATION

**Welcome and Instructions**—(1 greeter, 1 sign-in, 1 mapper, 1 directions)

Welcome people at the door as they come in and ask them to sign in—don't let them bypass the table if possible. Make sure table facilitators have the right color name tags!

Sign-in helper ask them to sign in and make a name tag—first name only. Mapper ask them to map where they live so we know how well distributed participants are. The map dots will be anonymous. Directions helper hand them an agenda/fact sheet and direct them to their color-coded table.

## ASSEMBLY

**Welcome and Introductions**—WAC member present (3 minutes)

A WAC member will welcome community participants, explain the history of the Westside Action Coalition (WAC), and introduce other members present, along with the WVU Team. All WVU team members will be on hand at the front of the room. If WAC members are present who participated in a previous Community Conversation session, ask them to give a motivating assessment of the experience.

**Housekeeping Notes**—facility host representative or WAC member (2 minutes)

Provide information about bathrooms, parking, snacks, etc.

**Project Overview**—Margaret Stout (8 minutes)

Thank you for joining us! This meeting is one of four identical sessions being conducted this weekend. Your involvement now and in forthcoming *Fostering Fairmont* meetings is critical to ensure that the plans created reflect the community's vision. It takes the *whole community* to make change and improvements!

I'm going to use a presentation to provide an overview of the project, but you've also received a project Fact Sheet to take home with you (hold up).

Complete the project overview presentation…

**Review of the Agenda**—Margaret Stout (2 minutes)

OK, now that you have an idea of what we're up to, if you turn over the Fact Sheet to the Agenda, you'll see that our next activity is to work in groups at our tables. The rest of the meeting will be held in these smaller groups, so many thanks for your participation! I hope you enjoy your Community Visioning Conversation—I will be back sometime in May to report our results. So, watch the Westside Action Coalition Facebook page for meeting announcements!

## BREAKOUT SESSIONS

Even if you are familiar with facilitation techniques, you should become thoroughly acquainted with steps in this guide for activities which have been specifically designed for *Fostering Fairmont*. Please read these instructions carefully and familiarize yourself with them. This will ensure the work produced by your group is consistent with other groups.

Each small group will be assigned a facilitator and a scribe and will be given necessary supplies. Each small group will ideally have a maximum of 12 to ensure everyone can actively participate. Larger groups will need to be divided into smaller groups in which case each group leader will have to perform both Facilitator and Scribe functions. As a Facilitator, it is your responsibility to:

- Ensure the process goes smoothly
- Keep participants focused on the task at hand

As a Scribe, it is your responsibility to:

- Record the work of your group accurately and legibly (instructions below)
- Keep track of time and give three minute warnings

It is important to stay on schedule and not go over the time allotted for each activity. However, if you find that you have finished an activity in less than allotted time, move on to the next activity.

### Chart Writing Instructions

- Label every flip chart using a black marker and small lettering:
- Last Name, Date, Time, Group Color, Exercise, Page #
- If using an easel, angle it slightly so that it is legible but does not require you to turn your back fully to the group. Stand slightly to the side as you write so you don't obstruct the chart as you write.
- Alternate natural colors that read well for most notes (blue, green, brown, purple).
- Use red, orange, and yellow to highlight or emphasize only (difficult to read).
- Letters should be 1 – 1.5 inches high—use block lettering.
- Minimize abbreviations and icons or be certain they are understood by participants and future recorders.
- Do not edit content or meaning—endeavor to use the same language as the participants. Ask for clarification if necessary to capture it correctly.
- Ask for a pause if necessary at any time for labeling or scribing.
- As charts are completed, move them to a wall to remain on display if possible.
- When the session is finished, place the charts in order and roll and rubber band to transport for later recording.

## DIALOGUE SESSION SCRIPT

### Welcome (2 minutes)

Thank you for joining us for this Community Visioning Conversation. My name is _____ _____ and my partner scribe is _____. My role as facilitator is to make our work go as smoothly as possible.

On this chart are some ground rules we'd like to use to keep our conversation productive. I'd like to ask each one of you to agree to these rules or offer suggestions for changes or additions. (Read only the bolded words aloud and ask for agreement to each one—making eye contact for nods.)

### Rules of Engagement (3 minutes)

- **Be present**—turn off cell phones and refrain from distracting side conversations.
- **Participate** as you feel comfortable—listening, talking, writing, or drawing.
- **Share time**—try to be brief.
- **Show patient attention** as others form and express their thoughts.
- **Expect differences** and seek understanding.
- **Actively listen** and ask questions.
- **Challenge ideas**, not people.
- **Respect one another**—there are no wrong perspectives or bad ideas.
- **Respect the purpose**—*dialogue*, not deliberation, or decision making.
- **Be inquisitive**—remain open to alternative perspectives and change.
- **Seek creative, integrative** ideas.
- **Explore the boundaries** of agreement for common ground.
- **Volunteer**, don't delegate others.
- ***Others?***

Can we agree to these ground rules? Terrific!

We'll take a 10 minute break during our work together, but if anyone needs to step away for any reason, please feel free to do so.

**I Remember Exercise (10 minutes)**

OK, let's get started! We will begin with a fun exercise to get to know one another. It's called "I Remember." We're going to take a trip down memory lane.

*(Scribe hands out coins, paying some attention to the date to be sure the person was probably alive then.)*

1. First, look at the year on the coin. Take a minute to think about what you were doing when that coin was minted. Were you in school? Were you a child? Where did you work? Were you married? Where did you live? What was going on in your life at that time? What was the music of the day? If you were not yet born or prefer not to discuss anything during that year, please trade coins with someone else.

2. After you have had some time to remember what was happening then, we will share our memories. Let's take a few minutes to reflect. *(Scribe times 3 minutes.)*

3. Are we all ready? OK, I'll begin and then let's go around the circle and share our *names* and our *memories*! *(Facilitator begins, Scribe goes next, round-robin.)*

**Treasured Moments Exercise (10 minutes)**

Thank you so much for sharing some things about your lives! This leads us right into our first visioning exercise, called "Treasured Moments." (Scribe lays out the timeline chart on the table or the wall, if available.) Our purpose is to learn about particular times in Fairmont's and the Westside neighborhoods' history that are important and hear some things that you all would like to see continue into the future.

*(Facilitator hands out pens and 3 sticky notes to each participant.)*

What I'd like you to do is think of at least three moments in time when something happened in the neighborhoods or Fairmont that you would like to see happening now or in the future. Please put the year or date at the top of the sticky note, then a brief, legible explanation of what happened. As you think of something, please place it on the chart in date order. As you can see we are moving from Fairmont's founding in 1843 to today, but feel free to mark events earlier in history if you'd like. If you need to move notes around to keep things in chronological order, that's fine. Also, please feel free to use both top and bottom of the chart.

*(Scribe stays at the chart and helps people with chronological placement. Scribe times a total of 3-5 minutes if needed and gives people a 1-minute warning.)*

OK, let's have a look at what we have here so that we are sure to understand your meanings!

*(Facilitator reads each sticky note and asks for confirmation of understanding from the group.)*

*(Scribe replicates the list on a flip chart (re-writes) and clarifies as needed.)*

This is wonderful!!!

Now we're going to do a very similar exercise, but instead of thinking about *time*, we're going to think about *places*. So, this exercise is called "Treasured Places."

*(Scribe takes away the timeline chart and lays out a large map as Facilitator is introducing the exercise.)*

**Treasured Places Exercise (10 minutes)**

*(Facilitator hands out strips of yellow, green, red, and blue sticky dots and more sticky notes if needed to each participant.)*

Now our task is to think about places in the Westside neighborhoods that are important for different reasons. **First**, I'd like you to think about the places you most treasure. Please place a **yellow** dot on the map and write on a sticky note why you treasure that place. On the note, please name the location in some way, like street corners, neighborhood, place or landmark name, or address.

*(Scribe times about 3-5 minutes and provides a 1-minute warning.)*

*(Facilitator places a number on each dot and corresponding sticky note and hands to the Scribe.)*

*(Scribe notes the number and replicates the reason given on the sticky note on the chart named Treasured—Yellow.)*

**Now** let's think about places in the Westside neighborhoods that are troublesome. Please use a **red** dot and sticky note to indicate the place on the map and why it is a problem. On the note, please name the location in some way.

*(Scribe times about 3-5 minutes and provides a 1-minute warning.)*

*(Facilitator places a number on each dot and corresponding sticky note and hands to the Scribe. Start numbering from 1 again.)*

*(Scribe notes the number and replicates the reason given on the sticky note on the chart named Problem—Red.)*

**Last**, let's think about places in the Westside neighborhoods that have potential. Please use a **green** dot and sticky note to indicate the place on the map and why you think it could be even better than it is. On the note, please name the location in some way.

*(Scribe times about 3-5 minutes and provides a 1-minute warning.)*

(Facilitator places a number on each dot and corresponding sticky note and hands to the Scribe. Start numbering from 1 again.)

*(Scribe notes the number and replicates the reason given on the sticky note on the chart named Potential—Green.)*

Wow! Great work! Let's take a 10-minute break. Please feel free to stretch your legs, grab a drink and a snack, or just chat with one another. We will begin the next exercise promptly in ten minutes!

**Break (10 minutes or less to stay on schedule)**

**Paths to Progress Dialogue (30 minutes)**

Now we'd like to turn to some of the issues we heard about on the Community Survey last fall. As was noted during the Assembly, it takes the whole community to make a place the best it can be—especially in an economy like ours where everyone has to pitch in to get things done. So we're going to think about what we can all do to make the Westside neighborhoods the very best they can be.

The purpose of this exercise is to explore Paths to Progress. Our job is to gather ideas and perspectives, not to judge them in any way. I will help keep the conversation moving in that direction, but let's all please remember our Rules of Engagement (point to the chart).

We have about 30 minutes, so we will be keeping time and it will be important to share time fairly so that everyone has a chance to participate.

*(Scribe puts up Paths to Progress for Quality of Life on one easel and prepares to write lists on the other easel while Facilitator introduces.)*

*(Facilitator hands out some more sticky notes if needed.)*

**Step One**

The first thing we'd like to talk about is the **quality of life** in the Westside neighborhoods. I want you to imagine that it's 10 years from now and the Westside Action Coalition has been hard at work in community development… What are our neighborhoods like now? Take a minute or two to write down some *ideal* characteristics on your sticky notes. Use one sticky note per idea.

*(Give about 3 minutes for this activity.)*

Is everyone about ready? OK, let's go around the circle and share your top three ideal characteristics. If we have time, we'll go around again. If not, we'll collect and use your sticky notes.

*(Scribe notes list as Ideal Characteristics until finished. Use an asterisk to identify any duplicative ideas. When discussion is finished, move the list to the wall next to the poster diagram's "Ideal Characteristics.")*

**Step Two**

OK, now please use one of your **yellow** sticky dots to vote for the characteristic you feel is most important. As you do this, please give us any sticky notes we might have missed so we're sure to have everything documented.
*(Facilitator helps them place dots on the flip chart list so that all votes can be counted.)*

*(Scribe collects sticky notes and stacks them for documentation.)*

Let's look at what we've identified as priorities...

*(Facilitator points out which ideas have the most votes to frame next step)*

**Step Three**

Thank you! Now, let's think about **today**… where do we stand in reaching these ideal characteristics? I want you to take a **blue** sticky dot and place it on the arrow where you rank the community on Quality of Life today:

1 means "Doing poorly, needs immediate action"
2 means "Needs improvement"
3 means "Average performance"
4 means "Doing well" and
5 means "Doing very well; a strong asset"

*(Scribe helps people place dots on arrow so that all votes may be counted. Dots may go anywhere on or between a number. Do not stack dots.)*

*(When everyone is finished, Facilitator guides dialogue.)*

Let's look at how we've ranked our community…

*(Facilitator points out which ideas have the most votes to frame next step)*

**Step Four**

Now let's talk about why these ratings were given. What are the **barriers** to progress?

*(Facilitate discussion—no sticky notes this time.)*

*(Scribe notes list as Barriers to Progress until finished. Use an asterisk to identify any duplicative ideas. When discussion is finished, move the list to the wall under the poster diagram's "Barriers.")*

**Step Five**

Which of these barriers seem to be the most problematic? Please use one of your **red** sticky dots to vote for the barrier you feel is most problematic.

*(Facilitator helps them place dots on the flip chart list so that all votes can be counted.)*

*(Facilitator points out which ideas have the most votes to frame next step)*

**Step Six**

Considering these barriers, what could we do differently to **overcome** them?

*(Facilitate discussion—no sticky notes this time.)*

*(Scribe notes list as Ideas for Action until finished. Use an asterisk to identify any duplicative ideas. When discussion is finished, keep the list on the flip chart easel.)*

**Step Seven**

Which of these ideas for action have the most immediate potential? Please use one of your **green** sticky dots to vote for the action you feel is most productive.

*(Scribe helps them place dots on the flip chart list so that all votes can be counted.)*

*(Facilitator points out which ideas have the most votes to frame future steps)*

Thank you for contributing to these community visioning conversations! As you can see, we have many terrific ideas just from our discussions together. There are four other sessions with more groups of neighbors and stakeholders who care about the Westside, so you can imagine how much input we will have to report back to you in May! If you've left us an email address at sign-in, you will receive an email with details for future dates as long as you signed in and provided an email address.

**Team Building Exercise (10 minutes)**

The next thing we'd like to do is set the stage for community members to begin working together over the summer as we get ready for planning in the fall.

For this exercise, we all need to stand up in the circle. How this works is that each one of us is going to say one thing we love about the Westside neighborhoods, then take this ball of yarn, unravel a bit of it and hold onto the string of yarn while tossing the ball to another person in the circle. That person will repeat the process until we've all had a chance to share.

*(Facilitator begins while the Scribe helps as needed while the process is completed. Scribe goes last. When everyone has finished, facilitator makes sense of it with them.)*

OK, so what do we see here? As neighbors, all of us contribute to the web of life we share. We are already a team brought together by our shared history and places, our shared concerns and hopes, and the many things we love about the Westside neighborhoods. Individually, a single strand is weak, but as a collective, we form a strong web that can catch opportunities. If we think about these relationships and work to strengthen them, we can do great things together. So hold this in mind over the summer, engage in the Westside Action Coalition activities you are invited to join.

*(Do not drop the web!)*

**Process Evaluation (10 minutes)**

Before we drop the web, I do have *one more thing* to ask of you… Please complete this evaluation form and survey (hold up both) and drop them off at the registration table on your way out. If you are interested in receiving emails about the project as it moves along, also fill out one of these information cards (hold up). All of this information is important for us to be able to do good work with you!

Afterwards, you turn those in, we'll give you a wristband to thank you for your participation today. Let's go ahead and drop the web so you can fill those out!

*(Drop the web)*

*(Scribe hands out evaluation form, social capital survey, and WAC email list sign-up cards.)*

**EXITING (5 minutes)**

**Thank you!**—(two students)

*(Collect evaluations, surveys, information cards, and pens. Hand out wristbands and say thank you! T-shirts will also be available for sale by WAC members.)*

## PREPARE FOR NEXT SESSION/CLEAN UP

- Ensure that every flip chart is properly labeled.
- Roll every page of charts in order into one roll and rubber band together.
- Write the date, time, and facilitator & scribe name on the outside in marker.
- Return all pens and supplies to their containers.
- Bring all charts and supplies to the sign-in table for storage until departure.

## Appendix D: Public Relations Materials

***Media Contacts***

**Times West Virginian**
Email: timeswv@timeswv.com
Editor: Misty Poe
304-367-2523
Web: http://www.timeswv.com/site/contact-us.html

**WBOY TV**
Fax: (304) 623-9269
Newsroom: (304) 326-6758
Web: http://www.wboy.com/category/224266/about-wboy

**WDTV**
Email: news@wdtv.com
Fax: (304) 842-4604
Phone: 304-848-5000
Web: http://www.wdtv.com/wdtv.cfm?section=Contact-Us

**WVAQ 102 (FM)**
Email: publicservice@wvradio.com
Web: http://wvaq.com/submit-a-psa/

**Time Warner Cable** (Clarksburg)

**Fairmont State University**
eNews listserv

# Who are we?

Residents in five Fairmont neighborhoods:

- **Jackson Addition**
- **Maple Avenue**
- **Sterling Heights**
- **Shadyside**
- **Bellview**

The Westside Action Coalition is working to make our neighborhoods a better place to live! Join the team—we're building unity in the community!

Each member stands ready to help the effort, but we need to know more about what we *all* want and need. Let's make an action plan and work together to create a better future for our Westside neighborhoods!

For more information, please contact Diamond Brown: wac2015wv@gmail.com.

**Stay posted! Get involved!**

Find us on

Westside Action Coalition
Fairmont, W.Va

WWW

WACFairmont.wix.com/site

# What's happening?

West Virginia University faculty and students are doing outreach and service learning work in support of the Westside Action Coalition over four semesters (2015-2017):

1. Learn about the Westside neighborhoods, Fairmont, and Marion County;
2. Mobilize and organize neighborhood residents, business owners, and nonprofits while inviting other Fairmont stakeholders to the table;
3. Help the Westside Action Coalition vision and plan for the neighborhoods' future; and
4. Start projects and programs that will help realize the shared vision.

For more information, please contact Margaret Stout: margaret.stout@mail.wvu.edu

Find us on

Westside Action Coalition
Fairmont, W.Va

WWW

WACFairmont.wix.com/site

## What's Next?

**Community Celebration**
April 2, 2016 (April 9th Rain Date)
Windmill Park
Noon to 4:00 p.m.

**Community Visioning Conversations**
April 29 & 30
See flyer for locations and times!

**WAC Event**
June
Locations and times TBD

**WAC Event**
July
Locations and times TBD

**Community Services and Jobs Fair**
August
Locations and times TBD

**Welcome Back WVU Team**
September
Location and time TBD

**Neighborhood Planning**
October
Locations and Times TBD

**Neighborhood Plan Presentation**
December
Location and Time TBD

**Project Prioritization and Selection**
February 2017
Location and Time TBD

**Action Team Meetings**
March, April 2017

**Project 1 Groundbreaking**
May 2017

## What's Next?

**Community Celebration**
April 2, 2016 (April 9th Rain Date)
Windmill Park
Noon to 4:00 p.m.

**Community Visioning Conversations**
April 29 & 30
See flyer for locations and times!

**WAC Event**
June
Locations and times TBD

**WAC Event**
July
Locations and times TBD

**Community Services and Jobs Fair**
August
Locations and times TBD

**Welcome Back WVU Team**
September
Location and time TBD

**Neighborhood Planning**
October
Locations and Times TBD

**Neighborhood Plan Presentation**
December
Location and Time TBD

**Project Prioritization and Selection**
February 2017
Location and Time TBD

**Action Team Meetings**
March, April 2017

**Project 1 Groundbreaking**
May 2017

***CommUNITY Cookout Outreach Email***

Subject: Fostering Fairmont

Hello,

The Westside Action Coalition was formed by residents from five Fairmont neighborhoods: Jackson Addition, Maple Avenue, Sterling Heights, Shadyside, and Bellview. The members of this volunteer community group are joining together to make these neighborhoods a better place to live—they are building unity in the community!

The Coalition will kick off with a **CommUNITY Cookout** in Windmill Park on April 2nd from noon to 4:00 p.m. (rain date of April 9th). This event will not only let neighbors know what's happening on the Westside, but it will be fun for the whole family. The event is free and everyone is encouraged to attend!

I'm a graduate student at WVU participating in a service learning project in Fairmont. We are supporting the WAC and my goal is to encourage [youth, businesses, etc.] to get involved. May we count on you as one of our supporters? We would appreciate your help in getting the word out. Attached is a flyer to pass out or forward by email.

Many thanks for your assistance!

PS…Like us on Facebook and follow us on Instagram and Twitter!

***CommUNITY Cookout Press Release***

Diamond Brown
Westside Action Coalition
Fairmont, WV
304-282-6588

**NEWS RELEASE**

**DATE: March 18, 2016**

**FOR IMMEDIATE RELEASE**

## Westside Action Coalition to Host "CommUNITY Cookout"

**FAIRMONT, W.Va.** – Residents from five Fairmont neighborhoods—Jackson Addition, Maple Avenue, Sterling Heights, Shadyside, and Bellview—have joined together to make their neighborhoods a better place to live. The Westside Action Coalition will kick off their efforts with a "CommUNITY Cookout" on April 2nd from 12:00 p.m. to 4:00 p.m. in Windmill Park on Ogden Avenue. This family event is free and open to the public.

The volunteer community group will work with the City of Fairmont, Marion County, and a variety of community-based partners to develop projects and programs, including the MAC (Fairmont Community Youth Development Center), Dunbar School Foundation, Marion County NAACP, Main Street Fairmont, Fairmont Community Development Partnership, and Learning Options. The Coalition is also partnering with a team of West Virginia University faculty and students to develop a community-driven action plan over the coming year. This "Fostering Fairmont" project is being led by Margaret Stout, Associate Professor of Public Administration. The Westside Action Coalition invites neighbors to join the team and watch for upcoming meetings.

For more information about joining the Westside Action Coalition or attending the CommUNITY Cookout, please contact Diamond Brown at 304-282-6588.

###

*Community Visioning Conversations Press Release*

**Margaret Stout**
**Associate Professor, WVU Department of Public Administration**
**304-293-7978**
**margaret.stout@mail.wvu.edu**

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**NEWS RELEASE**
**DATE: April 14, 2016**
**FOR IMMEDIATE RELEASE**

## Westside Action Coalition to Hold "Community Visioning Conversations"

**FAIRMONT, W.Va.** – The Westside Action Coalition, a volunteer group comprised of neighbors from Fairmont's west side—Jackson Addition, Maple Avenue, Sterling Heights, Shadyside, and Bellview, will hold "Community Visioning Conversations" on Friday, April 29 and Saturday, April 30. These conversations are the first steps in a year-long, community-driven process designed to create a neighborhood plan and develop projects and programs that will help make the Westside a better place to live. That's why everyone's voice needs to be heard.

While each session will be identical, four options will be offered to meet people's scheduling needs: Friday from 2-4 p.m. in the Dunbar School Annex building at 101 High Street; Friday from 6-8 p.m. in the Morning Star Baptist Church at 100 McKinney Street; Saturday from 10 a.m. – 12 p.m. in the United Methodist Church at 204 Highland Avenue; and Saturday from 2-4 p.m. in the Dunbar School Annex building at 101 High Street. These meetings are open to all Westside residents, property owners, and business owners. Children and youth are welcome to join their parents. Each conversation will be facilitated by a team of faculty and graduate students from West Virginia University. The aggregated results will be reported in May at a public meeting to be announced.

The Westside Action Coalition invites neighbors to join the team in its efforts to make the Westside community a better place to live. Their CommUNITY Cookout in Windmill Park

on April 2nd drew about 300 neighbors and stakeholders together to celebrate community and launch their efforts. In addition to working with West Virginia University, the Coalition is working with a variety of community-based partners, including The MAC (Fairmont Community Youth Development Center), Dunbar School Foundation, Marion County NAACP, Main Street Fairmont, Fairmont Community Development Partnership, Learning Options, the City of Fairmont, Marion County, MCPARC, and Fairmont State University.

For more information about the Westside Action Coalition, please contact Diamond Brown at 304-282-6588 or wac2015wv@gmail.com or find them on Facebook and the internet. For more information about the Community Visioning Conversations, please contact WVU Associate Professor Margaret Stout at 304-293-7978 or margaret.stout@mail.wvu.edu.

###

***Public Service Announcement: Community Visioning Conversations***

Diamond Brown here from the Westside Action Coalition. Join us in making Fairmont's Westside neighborhoods a better place to live! We're building unity in the community and making a plan for action. So join one of our Community Visioning Conversations on April 29th or 30th and make your voice heard! Check us out on Facebook or the web: That's Westside, all one word, Action Coalition, Fairmont W.Va!

WESTSIDE ACTION COALITION
Sterling Heights | Jackson Addition
Maple Avenue | Bellview | Shadyside
COMMUNITY
COOKOUT
FREE
FOOD AND
FUN FOR THE
WHOLE FAMILY
April 2ND | 12-4PM
Windmill Park
Ogden Avenue, Fairmont, WV
Rain Date: April 9th
For more info:
wac3015wv@gmail.com
WACFairmont.wix.com/site

Insert Community Visioning Conversations Flyer

***Social Media Login Credentials***

**Twitter**
Handle: @WACFairmont
Password: Fairmont123

**Instagram**
Handle: @WACFairmont
Password: fairmont123

**Facebook.com**
Westside Action Coalition Fairmont, W.Va
Email: fosteringfairmont@gmail.com
Password: fairmont123

**Website: wix.com**
http://www.WACFairmont.wix.com/site
wac2015wv@gmail.com
WACfairmont

**Youtube**
wac2015wv@gmail.com
westsideac

**Hootsuite**
wac2015wv@gmail.com
WACfairmont

## Appendix F: Evaluation Forms

### West Virginia University Department of Public Administration

### Service Learning Evaluation Form

**Instructions:** Please fill out the evaluation form to provide the professor and the students with feedback on your experience with the service learning project. Specific comments and suggestions would be appreciated in the space below. *This form will be shared with the students and contributes to their final grade for the course.* If there are additional comments you wish to provide you can email them to me separately. Please return the form to Margaret Stout (margaret.stout@mail.wvu.edu) by DATE.

**Name of Community:**

**Your Organizational Affiliation:**

**Activity and Date:**

| Evaluation Criteria | N/A | Excellent | | Satisfactory | | | Poor | |
|---|---|---|---|---|---|---|---|---|
| | | A | A- | B+ | B | B- | C+ | C |
| Professor led the service project in a professional manner (organized, understandable, transparent) | | | | | | | | |
| Students acted in professional manner (prompt, maintained appropriate contact) | | | | | | | | |
| Professor and students had sufficient knowledge to meet project purposes | | | | | | | | |
| Professor and students actively listened to community needs and suggestions | | | | | | | | |
| Extent to which the deliverable fulfilled the terms of the Memorandum of Understanding (MOU) | | | | | | | | |
| Professionalism of the final report (style, appearance, grammar) | | | | | | | | |
| Organization of the final report (easy to follow and find key information) | | | | | | | | |
| Persuasiveness of the conclusions and recommendations in the report | | | | | | | | |
| Overall quality of the in-person presentation | | | | | | | | |
| Overall evaluation of the quality of service delivered | | | | | | | | |

**Comments and Explanation for Ratings:**

**Participant Satisfaction Survey**

Please take a moment to provide us with some feedback regarding your experience. Your input is important to continuous improvement of public meetings. You can use the back of the sheet for additional comments if needed. *Thank you* for your time!

1. Please check the box that applies to indicate your rating of each item:

| | Poor | Good | Excellent |
|---|---|---|---|
| Meeting Location | ☐ | ☐ | ☐ |
| Meeting Day | ☐ | ☐ | ☐ |
| Meeting Time | ☐ | ☐ | ☐ |
| Meeting Facilities | ☐ | ☐ | ☐ |
| Refreshments | ☐ | ☐ | ☐ |
| Topic | ☐ | ☐ | ☐ |
| Materials/Handouts | ☐ | ☐ | ☐ |
| Presentations | ☐ | ☐ | ☐ |
| Facilitators | ☐ | ☐ | ☐ |
| Group Size | ☐ | ☐ | ☐ |
| Length of Meeting | ☐ | ☐ | ☐ |

2. What did you like most about this experience? *(Please print.)*

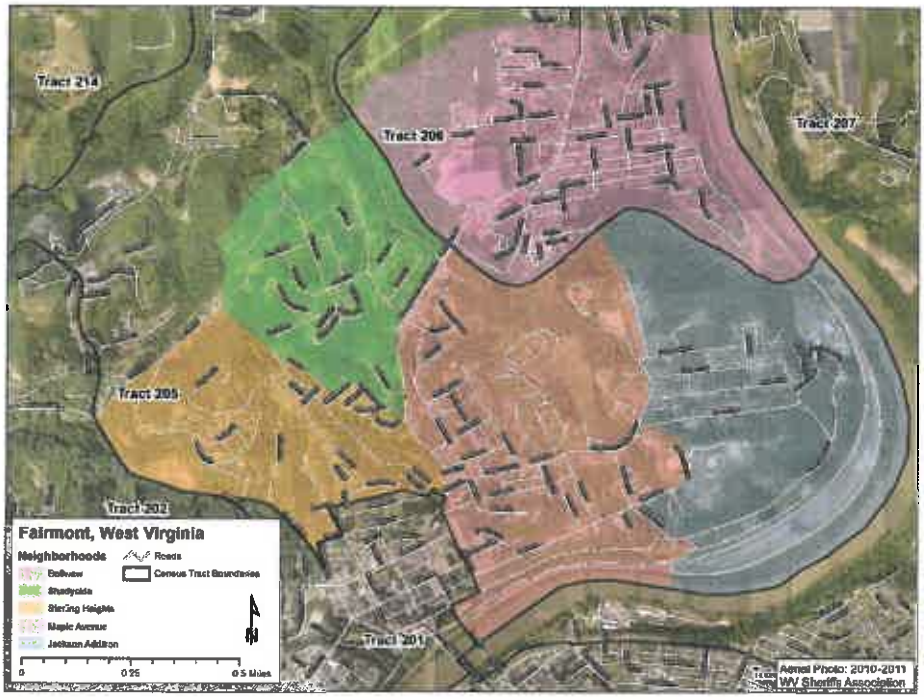
3. What would you change? *(Please print.)*

4. Should this type of gathering be used in the future? Yes ☐ No ☐ Why? *(Please print.)*

5. Please provide us any other comments to assist in improving this process or project *(please print).*

3.3.4 Example Community Visioning Conversations Report

# COMMUNITY VISIONING CONVERSATIONS




5/20/2016

## Fairmont's Westside Neighborhoods

This report summarizes the results of Community Visioning Conversations held April 29th and 30th of 2016. The comments are organized using the community capitals model. The themes were used to craft Vision and Value statements that will guide forthcoming neighborhood action planning efforts.

*Submitted by:*

Margaret Stout
Associate Professor
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John D. Rockefeller IV School of Policy and Politics
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*Student Facilitators:*

Chris Agba
Marissa Angellatta
Ruthana Beezley
Gaillynn Bowman
Leah Cunningham
Daniel Eades
John Ferguson
Lacie Geary
Courtni Helmick
Breanna Kreutzer
Amy Loomis
Ashley Morgan
Dylan Opyoke
Robert Riddle
Chelsea Slade
Michelle Sloane
Shanequa Smith

# Community Visioning Conversations

## FAIRMONT'S WESTSIDE NEIGHBORHOODS

## PROJECT BACKGROUND

In spring 2015, a group of community members from the west side of Fairmont decided they wanted to improve the quality of life in their neighborhoods. These community members realized that if they received the technical assistance needed to guide their passion for improving their community, they could become a driving force for community and economic development. Collectively, these group members also serve on the boards of the Fairmont Community Youth Development Center, the Dunbar School Foundation, and the Marion County NAACP. This core group formed the Westside Action Coalition (WAC), an expanding group of neighbors and representatives from community-based organizations who are willing to work together in a collaborative effort to build community and economic sustainability within their community. The area of focus includes several Westside neighborhoods: Jackson Addition, Maple Avenue, Sterling Heights, Shadyside, and parts of Bellview. The WAC invites other community members, businesses, agencies, and government representatives to join this growing movement to foster community and economic development in these neighborhoods.

The WAC is receiving technical assistance through a two-year agreement with West Virginia University (WVU) faculty and students who specialize in community and economic development. This initiative is called the Fostering Fairmont project, which is designed to assist community members who want to see the assets in their community be put to better use. The project's purpose is to equip neighbors with the tools necessary to enhance their neighborhood through learning, mobilizing, planning, and then acting on the strategies necessary to enhance their community. The Fostering Fairmont project includes four phases:

- The first phase began in fall 2015. Activities focused on learning about the community through community stakeholder meetings, neighborhood tours, and secondary research. This information was compiled in a Community Profile report, which is a powerful tool for learning about the community's assets and conducting resource development. Workshops were also provided to build community capacity on understanding local governance, community development, and community organizing.

- The second phase was initiated in spring 2016 with a dual focus. The first objective was to equip the WAC with a Public Engagement Plan that contains information about the Fostering Fairmont project, guidance on how to effectively engage community members, and a list of stakeholders and resources that can assist residents with their community enhancement initiatives. The second objective was to document the vision residents have for their neighborhoods. This was achieved by facilitating Community Visioning Conversations. The results identified shared values, visions, and ideas about community issues and potential action.

- In fall 2016, the third phase will bring community members, businesses, agencies, and government representatives to the table with experts on tap to develop a Neighborhood Action Plan, which will be used to guide residents and partners in their collaborative efforts to strengthen their community socially, economically, and physically. This phase includes field inventories guided by community stakeholders.

- In spring 2017, the fourth phase will focus on action. Community stakeholders will prioritize the strategies in the Neighborhood Action Plan, select projects to launch, and work collaboratively to implement them. Stakeholders will learn about how they can work together effectively and what part they can play in making the community's vision a reality.

The Fostering Fairmont project is designed to follow the theory of asset-based community development (ABCD). The ABCD approach establishes a positive outlook by focusing on capacities rather than deficiencies, empowers residents to create positive change within their community "from the inside out", and emphasizes the importance of relationships in achieving shared purpose (Kretzmann & McKnight, 1996). The successful implementation of a neighborhood action plan depends on the level of community capacity, which is the synergy created by combining human, social, organizational, and political resources (Chaskin, 2001). Therefore, building community capacity through training and technical support is key to the success of any community development initiative. Leader mentoring, community meetings, and learning workshops are used to build community capacity. This community development approach employs inclusive, participatory, and collaborative methods that are most democratic and effective (IAP2, 2007; Kaner et al., 1996). The technical assistance providers work *with* the community, rather than simply doing things *for* it, or worse, *to* it.

To understand a community's capacity, the ABCD approach begins with assessing community assets, emphasizing the human and social capacities in place. The Fostering Fairmont project uses the more comprehensive community capitals framework (CCF) (Flora, Flora and Fey, 2003), which identifies and analyzes the key elements that contribute to a community's vitality and provides insight to how each asset can be used to grow and strengthen other assets within a community (Emery & Flora, 2009). The CCF works well in participatory practice because both planners and community stakeholders identify community assets, combining inside and outside perspectives.

Specifically, we consider the CCF capitals: natural; cultural; human; social; political; financial; and built types. Following comprehensive community initiatives (Chaskin, 2001) and collaborative approaches to community development list (Chrislip, 2001), we add organizational capital to this set. Natural capital consists of environmental resources, geographic location, natural beauty, and climate. Cultural capital comprises the history, traditions, worldview, and language of residents. Human capital includes the skills and abilities used to access knowledge and resources, identify effective practices, and provide leadership that "leads across difference" in an inclusive and participatory manner. Social capital represents the relational connections among individuals and organizations that enable communities to function more cooperatively and effectively. Political capital includes the access to power and the ability to influence public policy either directly or through representatives. Organizational capital includes the collective capacity for action of groups serving the community. Financial capital includes the resources available to invest in development. Built capital is the man-made infrastructure within a community, including buildings, roads, sidewalks, and utilities.

The community capitals framework was used in the Community Profile to provide information about the neighborhoods and was used to guide development of the Public Engagement Plan. This framework was also used to analyze the responses from participants in the Community Visioning Conversations.

## References

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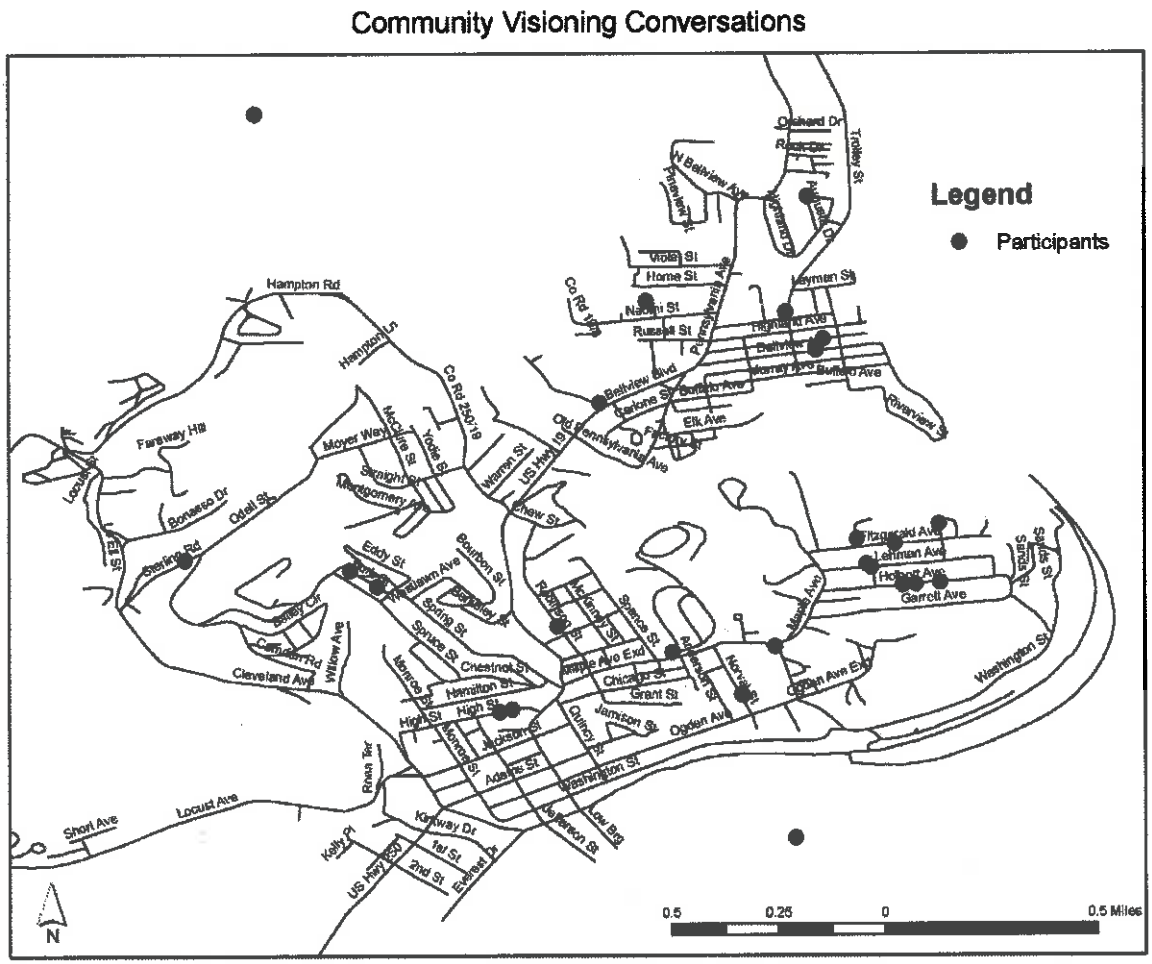
## FACILITATED DIALOGUES

On April 29th and 30th of 2016, community residents and stakeholders of Fairmont's Westside neighborhoods were invited to share their past experiences and future desires for their community in a series of Community Visioning Conversations. The purpose of these sessions was to gather information to identify shared values and develop a shared vision for the Westside neighborhoods. This information will also be used to determine what type of expertise and resources are needed to develop a Neighborhood Action Plan to strengthen the assets within these neighborhoods and realize the community's vision. A series of conversations were held in different neighborhoods, on several different days, and at various times to accommodate participants' scheduling needs. Each session was designed to be as identical as possible, with facilitators using the same guide for presentations and activities. A total of 42 community members from around the neighborhoods participated in the five sessions held (see Figure 1).

**FIGURE 1: COMMUNITY VISIONING CONVERSATIONS PARTICIPANTS**




While this is a relatively small turnout, we acknowledge that participatory practices are unfamiliar in this community. Skepticism is to be expected when people haven't experienced their voice influencing decision makers. Trust builds slowly in such situations, and it may require ongoing proof. However, the willingness to try

can be inspired by the residents themselves. As one Conversation participant noted, mobilizing requires "Talking to community members while out in public (grocery stores, sporting events, bowling alley, etc.) to try and get them involved with community instead of handing out flyers and using social media". While adequate communications were made in the newspapers, on the radio, through internet web sites and social media, flyering to homes, businesses, and churches, and emails to stakeholders, *public outreach alone* will never be enough. The only successful tactic in community organizing is word of mouth from family, friends, and neighbors, along with encouragement from community and church leaders. In short, so long as the Fostering Fairmont project team continues its community-driven responsiveness, future success is largely in the hands of the Westside Action Coalition members.

The dialogue exercises were designed as open-ended conversations, divided into three parts: (1) a sense of history dialogue, (2) a sense of place dialogue, and (3) a paths to progress dialogue. The sense of history dialogue is designed to capture historical events that participants value and would like to see continued or reinstated in their community. The sense of place dialogue pinpoints places that participants view as treasured, troublesome, and promising. The paths to progress dialogue is used to identify characteristics of an ideal community, where the community stands in achieving those ideals, barriers to progress, and ideas about action steps that can be taken to overcome identified barriers and sustain or develop desired ideal community characteristics.

Appendix A provides the results of the Participant Satisfaction Survey that was distributed at each of the Community Visioning Conversations sessions. The results show a very high level of satisfaction with the process and a desire to continue using this approach as the project moves forward. So, the Fostering Fairmont team knows that it is using the right practices.

# SENSE OF HISTORY DIALOGUE RESULTS

## Treasured Moments

After a fun icebreaker exercise designed to get people thinking about the past, the Treasured Moments exercise asked participants to share important historical moments that they would like to see continue into the future. As shown in Appendix B, the historical events mentioned reveal community members' deep historic roots in their neighborhoods and valued memories of a more vibrant community than exists today. These treasured moments also demonstrate the importance of actively investing in community capitals and the impact community capitals have on the quality of life.

The value of **social capital** was evident in the many comments that spoke of family life and family homes. Many of the most treasured moments were of community events that brought neighbors together, such as carnivals, fairs, and art activities at Windmill Park, holiday parades, Taste of Fairmont, community Thanksgiving services and churches, and the Elks Club. Of particular note were stories about neighborhood block parties and mutual aid: "People in the community made provisions for food and provided them to families in need." In the Bellview neighborhood, both the closure of Barnes Elementary and the restoration of the park—twice—brought neighbors together to fight for what they value. Both the ravages of drug use and its diminishment were noted periods in the neighborhoods' history.

Nearly as frequent were comments made about the **built capital** of the neighborhoods. While some comments referred to commercial areas in downtown and beyond, there was a clear wistfulness for neighborhood businesses that have since been lost: "People didn't have to leave the neighborhood to go get things, mostly everything they needed was there." Participants also noted the importance of public investment in transportation infrastructure and recreational facilities.

Pride in the neighborhoods' unique **cultural capital** as a historically largely African American community was evident in numerous references to "Black owned" businesses like the "fish market outside of people's homes the business was run out of the kitchen" and Dunbar School, while acknowledging the importance of desegregation and positive race relations in Fairmont as evidenced in the "first Black-White football game played in WV at East-West Stadium amidst tension following Brown-Topeka, Kansas Supreme Court [decision]". Comments also reflect appreciation for the opportunities for arts and cultural activities ranging from the Opera House and concerts in Windmill Park to Gabe's nightclub and live music venues. Finally, participants made note of the neighborhood's Woodlawn Cemetery "which has historic significance as the burial ground for politicians and civil war heroes" and a general appreciation for Fairmont's historic character.

In terms of **human capital**, it is clear that participants highly value education and educational attainment. Both formal education through the public schools and Fairmont State University were noted, in addition to many different types of formal and informal youth development opportunities, from "People learned things on the playground (swimming, chess, tether ball, etc.)" to "Rocket Competitions with science department @ Dunbar."

In regard to **financial capital**, comments focused on small local enterprise and employment, alongside large employers such as coal mining (past) and oil and natural gas (current), manufacturing such as Phillips Lighting, Aluminum, and Owens Illinois (past) and the West Virginia High Tech Center (current), and government jobs with Marion County, as Fairmont is the County Seat.

**Organizational capital** was noted in several groups that serve the Westside neighborhoods, including the Fairmont Community Development Partnership, the Family Resource Network, and the BAD (Brownfields, Abandoned, and Dilapidated) Building Team.

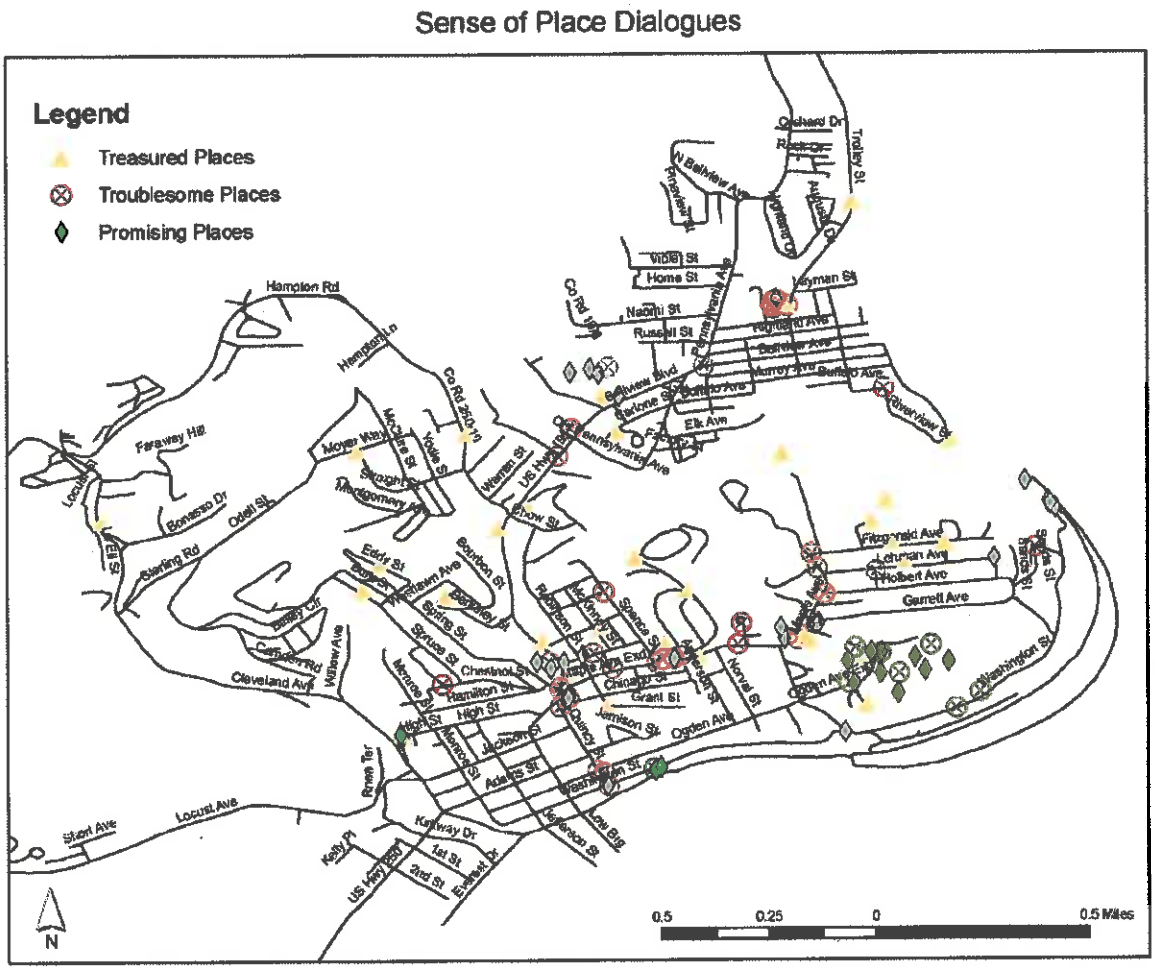
An appreciation for **political capital** was evident in comments about a visit from President John F. Kennedy as well as the City of Fairmont's efforts to inform residents through the Fairmont 101 program and its Facebook page.

**Natural capital** was not left out of the history, with participants noting events at Windmill Park, Bellview Park, and Palatine Park.

## SENSE OF PLACE DIALOGUE RESULTS

**In this dialogue, participants were asked to describe and mark on a large-scale map particular types of places, including those that are treasured, troublesome, or are promising (see Figure 2). Comments explained why each place was identified in these categories. These results provide guidance to field inventories in the planning process.**

**FIGURE 2: SENSE OF PLACE DIALOGUES**




### Treasured Places

**Beginning with the Treasured Places dialogue, participants were asked to identify places they cherished, and provide some background as to why they are valued. As shown in Appendix C, the representation of community capitals within participants' responses reveals the impact capitals have on residents' quality of life.**

**The most frequent comments described built capital, with an emphasis on both public and private recreational facilities that create opportunities for sports (football, basketball, track, and swimming), gymnasiums and playgrounds, bowling alleys, skating rinks, and dancing. Neighborhood businesses again featured**

prominently, including Colasessano's and the Westside's "downtown" on Maple Avenue: "Didn't have to go anywhere else." Again, investments in public infrastructure were noted, including recreation and transportation facilities.

The next category in terms of the number of comments is **human capital**. While both ongoing and closed public schools were mentioned (including Fairmont State University), numerous comments referred to Dunbar School, which is clearly held very dearly: "Dunbar School, considered 'Home away from home' as it provided a dedicated place for African American students." Similarly, the Fairmont Community Youth Development Center (612 Mac) was mentioned several times.

**Social capital** has a strong showing in terms of community gathering spots and venues, including both formal and informal locations, from Windmill Park to "High Street: A 'Disneyland for local kids.' Anthony's dad bought a basketball hoop for the kids on the street. Many of the kids would spend their days playing basketball and having a good time. They had a TV outside for N64 competitions. The kids would jump rope, listen to music and partake in a variety of activities with both other kids and their parents." Families gathered on Shadyside neighborhood porches and the rooftop of Hill's Department store alike to watch Independence Day fireworks.

In terms of **organizational capital**, comments noted the importance of the Fairmont Community Youth Development Center (612 Mac), but also the many neighborhood churches, the West Virginia Rescue Ministries, the Family Resource Network, the WVU Extension Service Marion County office, and the City of Fairmont Police Department.

Sources of **financial capital** noted were employers located in the area, including paper routes, government offices, and the "CSX Yard/Creek Banks – old industrial center of neighborhood, settled by B&O Railroad as economic hub."

**Natural capital** is treasured, including both public parks as well as the banks of Buffalo Creek as well as the Monongahela River where people swim and fish. The neighborhood also boasts **cultural capital** in the form of the historic Woodlawn Cemetery.

## Troublesome Places

The purpose of the Troublesome Places dialogue was to locate and gather information from participants about places that are viewed as negative or problematic. As shown in Appendix D, the troublesome places often reveal a lack of investment in community capitals.

The most frequent comments were about issues related to a lack of **social capital**—when people feel disconnected from others, they disregard caring, ethical, and lawful rules of behavior. Dangerous nuisances such as vehicular speeding in the neighborhoods, litter and junkyards, unleashed and aggressive dogs, loud parties, gambling, vandalism, and generally suspicious activities figured prominently. However, of frequent note were more serious concerns about drug-related issues of substance abuse, dealing, and burglary.

The second most frequent category noted was the lack of investment in **built capital**. Comments tell the story of a pattern of disinvestment by the City of Fairmont and private property owners alike. Many blocks throughout the neighborhoods were noted for dilapidated and abandoned houses and buildings, many of which need to be demolished and some of which need to be rehabilitated. Similarly, Windmill Park has been left to deteriorate, including outbuildings, concession stands, and sports facilities. The historic African American cemetery is overrun with brambles and nearly unidentifiable. Finally, the neighborhoods have suffered a loss

of commercial space as well as important connector streets. Most other streets lack sidewalks and street lighting to make pedestrians safe.

Interestingly, in terms of **political capital**, City Hall and the County Courthouse were noted as troublesome places because of what goes on inside of them. Comments referred to a lack of equitable distribution of resources and a lack of consultation regarding development decisions.

## Promising Places

The Promising Places dialogue was designed to gather information from participants about places that are viewed as promising within the community and why these areas are viewed as promising. As shown in Appendix E, promising places indicate where participants feel investment in community capitals will be of benefit.

The most common category noted was **built capital**, most particularly in regard to recreational facilities. Opportunities at Windmill Park include upgraded sports fields and track, connections to walking and biking trails over a Monongahela River pedestrian bridge, and a partnership with the YMCA to develop a recreation facility. Paired with these opportunities were comments about the adaptive reuse of Dunbar School as a community and cultural center. Also frequently noted was the need for more owner-occupied housing development in the many relatively flat, vacant areas of Jackson Addition. Its streets with views of the River were also noted as valuable assets. The vacant Miller School building was called out as an opportunity for adaptive reuse. While many comments referred to downtown Fairmont, a nearly equal number pointed to areas where neighborhood businesses could once again thrive: "Mom and pop stores – bring them back like the old days."

Following from the noted desire for improved recreational facilities and a community center, in regard to **human capital**, comments pointed to opportunities for youth and senior development programs at Windmill Park, Dunbar School, Miller School, and the Fairmont Community Youth Development Center (612 Mac). The new Culinary School on Pennsylvania Avenue was held up as an example for other entrepreneurship programs.

In support of **social capital**, places providing opportunities for community service efforts were noted, including vacant land, greenspace, Windmill Park, and Bellview Park.

# PATHS TO PROGRESS DIALOGUE RESULTS

The Paths to Progress Dialogue is designed to gather information from participants about their ideal community characteristics, where they are in achieving those ideals, barriers to progress, and ideas about action steps that could address those barriers and achieve the desired community characteristics. As shown in Appendices E, F, and G, these ideas were ranked through voting and priorities are indicated in bold text, while asterisks indicate items mentioned more than once in a given dialogue group. This exercise is a preview of the approach used in the planning process and provide guidance in determining which experts to bring to the team.

## Ideal Characteristics

In the Ideal Characteristics exercise, participants were asked to imagine and describe what their neighborhoods would be like after ten years of community revitalization efforts coordinated by the Westside Action Coalition. These characteristics are shown in developmental order in Appendix F. In this exercise, the natural environment was not mentioned. However, recreation featured prominently in discussion of built improvements.

In regard to **human capital,** the need for education was noted, particularly for minority entrepreneurship and youth development, mentoring, and training for the new economy as well as life preparedness. It is clear that participants wish to reclaim "youthfulness" and a sense of "hope and opportunities." Mention was also made of the need for ex-felon re-entry programs.

**Social capital,** figured prominently in ranked preferences. Specifically, participants envision community collaboration, unity and pride in the community, and community change that would enable continued thriving while eliminating the drug culture and associated lack of safety present in the community. Participants want to feel that Fairmont is "actually being the 'really' friendly city" through an increased sense of trust, honesty, and being "more neighborly." In short, they want neighborhoods that are "a great place to live and raise a family."

**Cultural capital** continued to be mentioned, in terms of valuing the past through African American owned businesses and the intended Black Culture and History Museum.

In terms of **political capital,** participants called for more civic awareness and knowledge, along with "better communication between government and community, in particular when government listens to community needs instead of making decisions without their input." One comment also noted the importance of improved code enforcement in their neighborhoods.

Participants mentioned a need for better responsiveness in terms of **organizational capital** in terms of "prioritization of needs."

In regard to **financial capital,** the desire for employment opportunities was restated, adding to this the desire for alternative energy sources to increase housing affordability. A request for more investment in community infrastructure was made, even suggesting a willingness to pay higher taxes to ensure reinvestment.

The same themes reappeared in regard to **built capital:** the need for better recreational facilities, owner-occupied homes, improved roads and sidewalks, and revitalized neighborhood commercial areas for small local business. Desired park amenities included a swimming pool and indoor recreational facilities like a gym, bike trails, an ATV track, a dog park, and community gardens and composting. Participants also want to see a community center in the neighborhoods, suggesting the possibility again for a YMCA at Windmill Park. The

priority in regard to housing is the redevelopment of blighted properties and infill development for increased home ownership, rather than "projects" and "low-income housing developments that outside organizations attempt to build in the neighborhood." Participants reiterated the desire for increased walkability through both sidewalks and lighting, as well as improved roads. Participants want more local basic goods and service businesses and opportunities for neighborhood enterprise that is now preventing by zoning ordinances. In general, participants envision a clean, beautiful, well-maintained neighborhood where residents are "taking pride in surroundings & shared responsibility", noting particular concerns with unleashed pets and trash.

Once the ideal characteristics were identified and prioritized, participants were asked to assess where the community is in achieving those ideal characteristics. The aggregated rankings of where the neighborhoods stand today clustered between 1 and 2 on the following scale, indicated much room for improvement:

1 = "Doing poorly, needs immediate action"

2 = "Needs improvement"

3 = "Average performance"

4 = "Doing well"

5 = "Doing very well"

## Barriers to Progress

In the Barriers to Progress exercise, participants were asked to identify what prevents the community from achieving its ideal characteristics. Once ideas were gathered, participants prioritized the barriers by voting. As shown in Appendix G, each group's priorities are indicated in bold text, as well as by asterisks for multiple responses from participants.

The results show the most significant barriers to be human, social, cultural, and political in nature, following by financial barriers. These results indicate a clear understanding among participants that without *community* building, development improvements to the built and natural environment through organizational and financial capital investment are not likely.

The **human capital** barriers included poor educational opportunities: "people can't get jobs or make a community difference, because a lack of education" that lead to a "sense of hopelessness of the youth; the feeling of 'no way out'". This is exacerbated by "parental apathy and lack of involvement toward getting involved with their children's activities and education".

The **social capital** barriers included "broken relationships with the community", "citizens not able to reach agreement", and a "lack of unity within the community; people don't work together". Participants also noted a lack of community awareness, a lack of knowledge, and a lack of vision, noting that "knowledge is power" and "with no vision, you perish". Participants complained that neighbors are apathetic and "don't participate to make a change" or are "resistant to change". But they also described a deep sense of hopelessness in the community and "no sense of agency", describing "fatalism", "cynicism", and "negativity". It is difficult for people to get involved when they "work multiple part-time jobs. As a result, "people have given up and exhausted their efforts"; "people are tired of trying and seeing no results".

In this historically largely African American community, it is important to consider these results in light of comments pertaining to **cultural capital**. Comments referred to stigmatization based on lifestyle, gender, race,

and economic class. Participants noted a clear "cultural divide" within the city, in terms of "East versus West sides" and "Black and White communities". They called out unequal social and economic classes, noting "The man with the gold makes the rules".

These barriers are accentuated by the barriers noted in regard to **political capital**. Participants stated that the community is not given "a voice" because there are "no minorities" on City Council and there is a "need for better representation of all people". They specifically pointed to the fact that the Westside neighborhoods are divided across three voting districts, making it virtually impossible for an African American candidate to win a seat at the table. However, "politics at all levels of government" were noted as a barrier to progress. More broadly, **organizational capital** is not responsive to community needs.

Not surprisingly, participants claimed there is a "lack of money for developing the community" from both public and private resources. In neighborhoods with high levels of "poverty" and "little opportunity" and "low paying jobs", the community relies on public and nonprofit investment of **financial capital**, but "funds are not allocated to the Westside".

Without sufficient capacity in these community capitals, the **built capital** is suffering. Participants reiterated the problem of abandoned buildings, but here noted that the ability to use eminent domain is a barrier to resolving the issue. They also noted that "laws and zoning prevent better development from forming". This "lack of control within the community" is a barrier to leveraging the potential of the built (and natural) environment. Participants also reiterated the need for improved commercial areas and affordable housing.

Combining the human, social, cultural, and political barriers, there appears to be a causal relationship at play in this community—neighbors do not have the capacity to make effective change within the political and economic context, and so they become alienated and lose hope. To make matters worse, instead of working together to overcome these barriers they often lay blame on themselves and at the feet of their neighbors: "Pride prevents us from facing the consequences of our own actions."

## Ideas for Action

In the Ideas of Action exercise, participants were asked to identify actions that would address the barriers to progress noted, better positioning them to achieve their ideal community characteristics. As shown in Appendix H, each group's priorities are indicated in bold text, as well as by asterisks for multiple responses from participants.

The most frequently noted action strategies fell in the **social capital** category. Participants stated that to mobilize and organize, neighbors need to reach out to one another informally to motivate action—"Don't say it… DO IT!!!" They understand that to "become united as one with one voice", they need to "open minds to new ideas". Participants want to use the WAC to organize for community action, starting with "a vision that is championed by youth who are under the age of 40", developed through a "Comprehensive community meeting where everyone involved in the project is present (option to live stream)". By everyone, they noted that this needs to include both residents—including youth and seniors—and stakeholders beyond the neighborhoods in order to "play to people's strengths". From there, they recommended forming "Action Boards" to move into action. In short, the Westside neighbors understand that success is largely in their own hands.

To build the capacity to engage more productively, ideas for developing human capital were reiterated. Focusing in on youth, participants noted that they need all types of education and development to prepare not only for jobs and entrepreneurship in the new economy, but for personal life and civic engagement. They

specifically pointed toward the need for apprenticeships and mentorship, particularly from "black men and women role models who can provide hope for black youth, such as those who own businesses". Previous storytelling in WAC stakeholder meetings highlighted the deep impact of the loss of such role models when Dunbar School was desegregated and later closed, moving students into schools with few African American teachers and administrators. Similarly, the loss of African American businesses that could not compete after desegregation exacerbated this lack of role models. Participants acknowledge that both youth development programs and actual involvement of youth in community affairs are necessary to "Instill sense of urgency of pride within youth".

In regard to political capital, the need to improve representation was restated, both on the City Council and City boards and commissions. Participants also acknowledge that Westside neighbors need to increase their understanding of the "social and economic system and civic participation" and that they can learn from city officials. Furthermore, they feel personal responsibility for taking political action, not only by getting out the vote, by getting involved in the political process and ensuring "community presence @ City Council events" and well as "economic and housing development decisions and planning".

Similar sentiments were noted in regard to **financial capital.** Participants feel as sense of responsibility for learning more about funding and resources available for neighborhood improvement, as well as the need to participate in creating jobs, including those that can contribute to other neighborhood objectives: "Create jobs out of tearing down old buildings and advertising those jobs".

Participants also envisioned ways to invest in the neighborhoods' built capital by engaging in "community beautification" through volunteerism and coordination with the City. Participants are willing to help find resources "to help tear down or revitalize abandoned places, and add sidewalks for improved walkability". But they also acknowledge the need for government resources and policies to support these activities.

In this dialogue, the only **organizational capital** that was mentioned is one that is particularly important in the Westside neighborhoods—the faith community. While the WAC has had little success engaging the many churches in the neighborhoods in action thus far, one suggestion was that the faith community form a "Council of Churches who will coordinate programs for volunteers and the dissemination of information benefitting the community".

## COMMUNITY VALUES AND VISION

As shown in Appendices B-H, the comments made during each of the dialogue exercises were interpreted and categorized using a community capitals framework. In this interpretation, subcategories were identified based on the type of characteristic revealed. Positive characteristics were interpreted as values, while negative characteristics were interpreted in reverse to identify other values. *This asset-based approach keeps the focus on what the community members want to achieve together.* Many values (and their nuanced meanings) reappear from dialogue to dialogue, indicating the strength of those values.

As shown in Appendix I, those values include: an appreciation for the natural environment of the neighborhoods' waterways, the largely African American population in the neighborhoods and the rich history and culture it connotes, educational opportunities and attainment supported by strong youth development programming and activities, a sense of community, hope, safety, and active civic engagement, adequate political representation and active political participation, community-serving organizations that are responsive to community needs and priorities, adequate income from both employment and business ownership paired with equitable public and private investment, and thriving neighborhood commercial and residential areas supported by adequate public infrastructure and recreational facilities.

From these results, draft value statements were proposed as a starting place for consideration by neighborhood residents—both those who participated in the Community Visioning Conversations and all others who have signed in to WAC meetings over the course of the Fostering Fairmont project to date. The feedback received to these value statements was overwhelmingly positive and no amendments were suggested.

### Natural Capital

- We value both neighborhood and regional parks and open spaces for recreation.

### Cultural Capital

- We value Fairmont's historic character and sites.
- We value our history as a largely African American community.
- We value ample opportunities for arts and entertainment.

### Human Capital

- We value formal educational opportunities and attainment, including training for entrepreneurship.
- We value lifelong learning through both youth and senior development programs.

### Social Capital

- We value our families and home lives.
- We value a sense of community supported by spaces and opportunities for community activities.
- We value a sense of safety and security supported by adequate law and ordinance enforcement.

### Organizational Capital

- We value the public and community-based organizations serving our neighborhoods.

## Political Capital

- We value civic education opportunities and adequate information about what local government is doing.
- We value adequate political representation and influence over public decision making.
- We value productive government-community relations.

## Financial Capital

- We value adequate employment opportunities, including small business ownership.
- We value equitable and adequate investment from public and nonprofit partners in the Westside neighborhoods.

## Built Capital

- While we value regional shopping opportunities and activities in downtown Fairmont, we deeply value neighborhood-based businesses.
- We highly value quality public recreation facilities.
- We value home ownership and well-maintained residential neighborhoods.
- We value well-maintained circulation infrastructure for both people and cars.

## Vision Statement

Together, these values tell a story about what the Westside neighbors envision for their future—a target for neighborhood action planning:

> We envision neighborhoods with adequate and equitable investment in both people and place, so that our youth will enjoy the quality of life that we enjoyed several decades in the past—one with family-owned homes; small local businesses serving our basic needs; neighborhood schools and churches; excellent community, parks, and recreation centers; ample employment and entrepreneurship; and pride in our shared history as a largely African American community.

Again, the draft Vision Statement was distributed for consideration by neighborhood residents—both those who participated in the Community Visioning Conversations and all others who have signed in to WAC meetings over the course of the Fostering Fairmont project to date. The feedback received to this vision statement was overwhelmingly positive and no amendments were suggested.

With these Value and Vision Statements in hand, we will turn to the next step in the Fostering Fairmont project: community-driven neighborhood action planning.

# APPENDIX A. PARTICIPANT SATISFACTION SURVEY RESULTS

## Community Visioning Conversation Satisfaction Survey
## April 29-30, 2016

Please take a moment to provide us with some feedback regarding your participation experience. Your input is important to continuous improvement of public meetings. You can use the back of the sheet for additional comments if needed. *Thank you* for your time!

Respondents = 34

1. Please check the box that applies to indicate your rating of each item:

| | Poor | Good | Excellent |
|---|---|---|---|
| Meeting Location | 0 | 8 | 25 |
| Meeting Day | 0 | 17 | 17 |
| Meeting Time | 0 | 15 | 19 |
| Meeting Facilities | 0 | 16 | 18 |
| Refreshments | 1 | 17 | 16 |
| Topic | 0 | 9 | 25 |
| Materials/Handouts | 0 | 12 | 22 |
| Presentations | 1 | 9 | 24 |
| Facilitators | 0 | 10 | 24 |
| Group Size | 4 | 12 | 18 |
| Length of Meeting | 2 | 12 | 20 |

2. What did you like most about this experience? *(Please print.)*
   - Great to see visitors/ neighbors
   - Meeting people who are interested in the community of Westside
   - Small group size
   - Being able to share ideas/dialogue
   - Seeing other community members share ideas
   - Getting information and being heard
   - Meeting people
   - Information
   - Hearing ideas from diverse people
   - I liked the group's diversity
   - Input from groups
   - Open points of view
   - Communicating ideas
   - Hearing from different people that have the same concerns with cleaning up the community

- Wonderful facilitators, great materials and prompts, nice organizations/set up
- The information that was shared
- Seeing people outside of community trying to help other communities
- Info
- Take time to listen
- Everyone participated
- Share ideas
- Hearing other's ideas
- Getting to meet and find out how other's feel
- Opening up
- The group perspective. Having the open conversation.
- The opportunity to voice opinions and concerns
- Being able to share thoughts and discuss decisions share vision.
- Very informative
- Feeling enthusiasm from others
- Listening to others
- IDEAS!
- Learning (not legible) view

3. What would you change? *(Please print.)*
   - Nothing
   - More people who are impacted by change
   - Nothing
   - Nothing/It was great
   - Nothing
   - Liked the direction
   - More folks at the table
   - This felt like kindergarten
   - Time and more money
   - Nothing
   - Bigger groups if possible
   - The facilitator's should know the information instead of reading straight from the paper
   - Nothing
   - Not a thing
   - Keep meeting
   - Nothing
   - Nothing
   - Nothing
   - Have more information about where our money goes
   - Just getting more community participation somehow
   - Would ask for detailed suggestions on specific programs
   - Start on time
   - None
   - More folks
   - Earlier break for coffee etc.
   - More community involvement
   - Not a thing

4. Should this type of gathering be used in the future? Yes: 33 No: 0 No response: 1 Why? *(Please print.)*
   - Was easy and fun
   - It gives people a chance to share their perspectives
   - Getting to know each other and ideas
   - Very worthwhile- Thought provoking and informative
   - It's needed more often
   - (not legible) and thinking forward. Think out of the box.
   - The feedback is very informative and beneficial
   - It helps with giving our information out

5. Please provide us any other comments to assist in improving this process or project *(please print).*
   - Need more time for sessions
   - Could be a little shorter
   - Invite more community leaders
   - Would like to host a walk-around of the neighborhood
   - It was all good.
   - Think more
   - Good experience
   - I think the concept is valuable!!
   - Thanks!
   - N/A
   - More analysis of how to broaden participation
   - Break out room to eliminate noise
   - These are nice sessions for this to go forward

# APPENDIX B. TREASURED MOMENTS

## Natural Capital

### Value: neighborhood and regional parks

2005 Played co-ed softball at Windmill Park
2012 Bellview Park community-driven renovation, then fire, then renovation again
2015 Palatine Park redeveloped (Park off the Mon River)

## Cultural Capital

### Value: historically African American community

Sept 30, 1954 First Black-White football game played in WV at East-West Stadium amidst tension following Brown-Topeka, Kansas Supreme Court reflecting pride in the positive community reaction
1955 Desegregation of schools (i.e. Dunbar High School)
1956 Was able to eat at an old restaurant "The Palace" and the food was nothing special
1960's Fish market outside of people's homes the business was run out of the kitchen. Many different sides were offered: coleslaw, cornbread, potato salad. The food was offered at a moderate price. The fish was caught from Buffalo Creek (Porgy, catfish, bass, perch).
1975 Black owned businesses (stores and restaurants) gave community members a place to work and meet
1980 No prejudice within Fairmont

### Value: arts and entertainment

1900-1940 Development of cultural institutions in Fairmont (i.e. opera house)
1972 Fairmont's Virginia Theater and adjacent shops burned down, reflecting the loss of a favored community asset
1976 Fairmont Theater because it was a beautiful place and it was torn down
1980s -1990s Going to the movie theater in downtown Fairmont
1991 Used to go to the theater downtown with my middle school friends.
1985 Visited Gabe's [a bar] for the first time
2000 Used to have more bars and clubs with live music downtown
2015 Palatine Park redeveloped (Park off the Mon River)
1960s-1970s Fairs and concerts at Windmill Park. The Fairmont theatre was involved with the concerts. Whisperers, a popular musical groups in the U.S, played at a carnival at Windmill Park. The event was also free

### Value: historic character

1890 Woodlawn Cemetery built which has historic significance as the burial ground for politicians and civil war heroes
1904 Development of Downtown buildings of Fairmont (i.e. courthouse)
1910-1920 Booming era in Fairmont: beautiful homes and architecture in Fairmont built

## Human Capital

### Value: youth development opportunities

1950s Used to be able to play around supervisors with crafts and games that were sponsored by the county at Windmill Park.
1960 People learned things on the playground (swimming, chess, tether ball, etc.)
1970 Learning dance, skating, and playing cards
1996 Biked safety programs at Windmill with police. The police gave out helmets, bike safety tips and checked bikes to make sure they were safe.
2006 Anthony played in the High School State Football Semi-Finals in Martinsburg for Fairmont Senior High School
2002 Egg drop and Rocket Competitions with science department @ Dunbar
2009 camps and activities at Fairmont State University
2010 Children's court was established which allowed kids to gain insight on the criminal justice process

### Value: educational opportunities and attainment

1979 Ms. Riley graduated from High School
1988 Pastor Riley graduate from Fairmont State
1990 Antoinette graduated from Fairmont Senior High School
1990s Barnes Elementary School closed; it had been the heart of the Bellview neighborhood, and neighbors came together to try to keep the school open, reflecting a sense of community pride
1998 Graduated from FSC
2002 Fairmont State College became Fairmont State University
2014 Son graduated from high school

## Social Capital

### Value: family and home

1950 Monarch bicycle, as a gift from an uncle
1960s Grew up on Merchant Street
1966 Houston Richardson was married
1970 Paw Paw Fair brought the community together
1971 Houston Richardson's first son Jason was born
1973 Started my family in Fairmont
1975 Antoinette's little sister was born and she felt like she was a mother to her.
1981 Connie got married at mother's house in Fairmont across the street from current house.
1981 Rileys were married
1981 Houston Richardson's second son Justin was born
1984 Would come up to Fairmont State to pick up my brother and move him when he'd get kicked out of housing
1988 Keith Robinson's son was born and passed
1988 Keith Robinson's daughter was born
1988 Connie's daughter was born.
1992 Connie moved into home on High St in Westside
2007 Lauren comes to Fairmont

2012 Keith Robinson's grandmother passed

### Value: community events that brought people together

1940s There were carnivals and fairs at Windmill Park that my grandparents used to tell me about
1940-1950 Halloween parade in Downtown Fairmont to celebrate Halloween. This brought the community together. Children's costume contest
1950s Boom in Downtown Fairmont: (i.e. Elks Club)
1950s-1960s Fairs at Windmill Park- brought the community together
1960s-1970s Fairs and concerts at Windmill Park. The Fairmont theatre was involved with the concerts. Whisperers, a popular musical groups in the U.S, played at a carnival at Windmill Park. The event was also free
1970s -1980s Back to school picnics/block parties. During this event there was a "Taste of Fairmont" where people would make food and share it will others. The food was locally grown and raised.
1990s Fairmont churches used to have a community Thanksgiving service
1998 Seth (Burton) Fest (deceased) festival to raise funds for youth projects, disc golf
2015 Art in the Park: community initiative to help bring community cohesiveness and gather people together

### Value: sense of community and neighborhood efforts

1960s-1970s Block Parties- brought the community together.
1970s There used to be big block parties.
1980 Westside neighborhood had love and unity
1980s Unity in the community. People in the community made provisions for food and provided them to families in need. Alice also shopped downtown in downtown Fairmont during this time at Hartley's Golden Brothers and Murphy's stores. Food provisions by neighbors for families in need
1990s Barnes Elementary School closed; it had been the heart of the Bellview neighborhood, and neighbors came together to try to keep the school open, reflecting a sense of community pride
1998 Effort to keep Barnes Elementary (Bellview) open brought neighbors together
2012 Bellview Park community-driven renovation, then fire, then renovation again
2001 community yard sale- brought the community together
1990 Drugs took over the community and destroyed unity
2000 Drugs declined within the city of Fairmont

## Organizational Capital

### Value: organizations serving the neighborhoods

1912 Fairmont Branch of Church of Jesus Christ of Latter-Day Saints was founded
1992 FCDPartnership
1999 Family Resource Network's established
2014 Bad Building Program established – neighbors involved

## Political Capital

### Value: political access and adequate information about what local government is doing

1904 Development of Downtown buildings of Fairmont (i.e. courthouse)
1963 John Kennedy came to Fairmont to speak

2013 Fairmont 101 began
2014 City of Fairmont got a Facebook

## Financial Capital

### Value: small local enterprise

1970s -1980s Back to school picnics/block parties. During this event there was a "Taste of Fairmont" where people would make food and share it will others. The food was locally grown and raised.
1975 Black owned businesses (stores and restaurants) gave community members a place to work and meet
2003 Bellview Brite Wash Laundromat built. Our participant's business is a current source of livelihood.

### Value: employment opportunities

1977 Executive Director, OIC
1980 Coal mining was booming in Fairmont
1980 Phillips lighting was in business and provided many jobs
1980 Aluminum business provided many jobs for the community
1980 Owens Illinois employed a lot of people from Fairmont
1982 Pastor Riley started work at UPS
1999 WV High Tech Center established; high paying jobs in the area
2000 Oil and gas jobs began to boom again
2009 Became a pastor in Fairmont
2012 Started a part-time job with Marion County.

## Built Capital

### Value: vibrant downtown

1950s Boom in Downtown Fairmont: shops and restaurants established (i.e. Adams Office Supplies)
1970 Thriving downtown business area in Fairmont
1980 Thriving downtown business area in Fairmont
1980s Fairmont thrived: More retail and restaurants in the community
2011 lunch downtown, pizza and subs – the restaurant closed after the DHHR building downtown was vacated
2015 Busy Beaver on County Club Rd opens; another hardware store option

### Value: neighborhood businesses

1960s Fish market outside of people's homes the business was run out of the kitchen. Many different sides were offered: coleslaw, cornbread, potato salad. The food was offered at a moderate price. The fish was caught from Buffalo Creek (Porgy, catfish, bass, perch).
1962 Variety stores in Jackson Addition. The stores offered common necessities and was like a convenient store. People didn't have to leave the neighborhood to go get things, mostly everything they needed was there
1975 Black owned businesses (stores and restaurants) gave community members a place to work and meet
1998 Bellview Foodland closed (one of our participants was the owner) - reopened as Save-A-Lot, reflecting the change from local business ownership to the arrival of corporate/regional retail chains.
1983 Used to buy furniture from Hartley's store with my parents

### Value: regional shopping

1979 Great shopping at Middletown Mall.

1980s -1990s Shopping at the local stores at the mall. The stores are either gone now or not what they were back then

2007 New Wal-Mart was built in Fairmont

2009 visiting Middletown Mall

### Value: transportation infrastructure and circulation

1957 Fairmont traffic pattern changed the way people navigate through the city

1970 First part of I-79 completed 5 miles from Middletown Mall to East Fairmont, connecting Fairmont to economic opportunities in the state

Late 1990s Historic High Level Bridge (aka Million Dollar Bridge), a main thoroughfare to Downtown Fairmont from the connector, was closed for renovation

1998 Fixing the High Level bridge (to the connector) into downtown Fairmont

2010 New connector opened

2012 Connector bridge was finished

2014 Connector constructed to I-79 (roundabouts)

### Value: public recreation facilities

1932 Finished east west stadium complex

1940-1950 Windmill park had a swimming pool

# APPENDIX C. TREASURED PLACES

## Natural Capital

### Value: natural open spaces for recreation

- Windmill Park*
- Bellview Park: took children there to play
- 5th Street Park: Playing basketball and an organic mentorship between younger and older kids. The Fairmont Sr. gym was here and there were also a lot of events at this park.
- Buffalo Creek: Area for children to go swimming
- Buffalo Creek- Fishing Trips/ Spot
- Fishing and outdoor recreation area – below Washington St.
- Coal Run Hollow – nice creek and wilderness area

## Cultural Capital

### Value: historic sites

- Woodlawn Cemetery, Dan Weber's brother's grave who was shot down at age 17
- Woodlawn Cemetery- Family connections with those who are buried there
- Woodlawn Cemetery - Galen's church worked to clean the Black portion for two years (weeding and maintenance)
- Conley Farms/Indian Caves – in the area, little known

## Human Capital

### Value: neighborhood schools (more so than regional schools)

- Neighborhood Schools- important for the youth of the neighborhood
- Butcher School: great neighborhood school
- Miller School Maple Ave section. DD attended school through 6th grade then went to
- Dunbar School: important part of Fairmont history. Used to show movies there, prom, and social dances
- Dunbar School, considered "Home away from home" as it provided a dedicated place for African American students
- Dunbar School as a center for social experience and education
- Dunbar (School) for 7th and 8th grade.
- West Fairmont High School
- Fairmont State University – education

### Value: youth development opportunities

- 612 MAC * - Youth Education and Programs
- MAC building
- 5th Street Park: Playing basketball and an organic mentorship between younger and older kids. The Fairmont Sr. gym was here and there were also a lot of events at this park.
- Trolley St. – flat and safe road for teaching kids how to ride bikes

## Social Capital

### Value: social gathering spots

- Bowling Alley *- Socialization with other community members.
- Windmill Park – gathering and sports activities
- House in Chesapeake neighborhood on 2nd street: Keith's grandmother lived there ("first place I knew in West Virginia"), reflecting positive connections with Fairmont although he is originally from Detroit (This area falls outside of the Westside neighborhoods)
- High Street: A "Disneyland for local kids." Anthony's dad bought a basketball hoop for the kids on the street. Many of the kids would spend their days playing basketball and having a good time. They had a TV outside for N64 competitions. The kids would jump rope, listen to music and partake in a variety of activities with both other kids and their parents
- Shadyside: Summer visits, 4th of July, sat on porches and watch fireworks
- Hill's department store: This was located in Bellview. On the 4th of July people gathered for activities and watched the fireworks.

## Organizational Capital

### Value: social services

- 612 MAC * - Youth Education and Programs
- WV Rescue Ministries (Union Mission of Fairmont) corner of Jefferson and High level bridge - provides 3 meals day everyday
- The Penny Pincher Thrift Store for Union Mission also provides free clothing and furniture to those in need
- Family Resource Network offices – 112 Adams St.
- WVU Extension offices – 314 Monroe

### Value: community safety

- Old police station

### Value: places of worship

- Morning Star Church: Commemoration of Martin Luther King
- Little church in Chesapeake neighborhood, the site of Keith's first Easter egg hunt; this reflects positive childhood memories (This area falls outside of the Westside neighborhoods)
- Fairmont Christian Assembly, Fulton St, reflecting another center of faith in the neighborhood
- Trinity United Methodist Church: Connie's home church. The church provided family and friendship for her.

## Financial Capital

### Value: employment opportunities

- CSX Yard/Creek Banks – old industrial center of neighborhood, settled by B&O Railroad as economic hub
- JR's home and work on Lewis St.
- Courthouse: Connie worked here on Jefferson St. It was like a second home for her

- FSU - Galen taught as a Physics professor work in 1994 (This area falls outside of the Westside neighborhoods)
- Adam's Street: Anthony found what he wanted to do with his life watching his mom work at the courthouse when she worked at the City Clerk's office. He sat on a computer at her work and learned about a career in IT.
- Old paper route: Shadyside, Maple Ave, Jackson Ave - DD delivered 160 morning papers from 10th through 12th grade starting at 4:00am
- 230 Adams St. – places where we work and play

## Built Capital

### Value: recreational facilities

- East/West stadium – used to be where every school in the county played
- Windmill Park - used to be a good spot for youth sports and programs
- Windmill Park – gathering and sports activities
- Windmill Park holds memories childhood sporting events, including meeting Willie Mays
- 5th Street Park: Playing basketball and an organic mentorship between younger and older kids. The Fairmont Sr. gym was here and there were also a lot of events at this park.
- High Street: A "Disneyland for local kids." Anthony's dad bought a basketball hoop for the kids on the street. Many of the kids would spend their days playing basketball and having a good time. They had a TV outside for N64 competitions. The kids would jump rope, listen to music and partake in a variety of activities with both other kids and their parents
- History of his family his Father & Uncles were track champions
- Windmill Park carnival and swimming pool
- Morris Park- swimming pool
- 12th Street: Local pool, Anthony spent 4 years playing sports there playing Football
- Brickyard playground
- Bellview Park: took children there to play
- Bowling Alley *- Socialization with other community members.
- Bellview Skating Rink: Near here and an area for recreational activities.
- Fairmont Hotel- there used to be dancing and school parties there
- Pal Park- (Larry left before he could elaborate on this location) [Palatine Park]
- Veteran's Square- Downtown Fairmont, military recognition, and it was a community gathering place

### Value: neighborhood businesses

- Collasessano's restaurant
- *Colasessano's because of its atmosphere, kid's games, pin ball machine, and KISS music
- Bellview Brite Wash Laundromat - 603 Bellview Blvd (Galen's business)
- Neighborhood Store- Local business. Noted for selling soda icees.
- Maple Avenue was the downtown on my (Houston's) block: "Didn't have to go anywhere else." This reflects the once walkable and integral center of community within the neighborhood as opposed to the separate Fairmont downtown.

### Value: investment in infrastructure

- Testa Fairgrounds renamed as Windmill Park, possibly signifying the transfer of ownership from family to the City.
- Million-dollar bridge
- High Level Bridge: engineering feat
- "Connector"- roundabouts. Connects both sides of Fairmont
- First Fairmont TV station erected on top of street in 1954 (UHF Channel 35), Grant St Fairmont Maple Ave section.

# APPENDIX D. TROUBLESOME PLACES

## Social Capital

### Value: safety through law enforcement

- Bellview/Murray Avenue (speeding – needs 4 way stops)
- Bellview Ave- Speeding
- Maple Ave: Speeding and big trucks coming through
- High Street: Speeding and increasing traffic traveling through to Bellview
- Big Apple- Regina described this area as the "Big Apple" and listed speeding as an issue
- Road to Bellview
- Maple Avenue near the Water Plant- people drive too fast
- Corner of Spring/Pennsylvania/Maple- Traffic and Drugs
- Locust Ave: A lot of college students commuting and there is too much traffic
- ATVs riding on roads in Bellview – no helmets, unsafe
- Adams St. – Mid city parking lot – area is increasingly unsafe and rarely used; homeless/transient population
- 4th Street area: Trouble with crime
- FCYDC - Summer Nights- drinking & dice (gang relations)
- Fairmont Hills Apartments: troublesome area, police are there a lot
- Bellview Park- vandalism in the park
- Bellview Blvd.: Too much beer, alcohol, and tobacco places
- Windmill Park entrance, Ogden Ave, where illicit activities are known to occur.
- Windmill Park is perceived to be troublesome because of the neighborhood.
- Grafton Street, which in the past was known for clubs and a "red light district" but is now improved, evidenced by the presence of churches.
- Bellview Park – teenagers hanging out, maybe drugs or other bad behavior; not safe for young children
- Playground off of Fulton St and parking lot of Fairmont Christian Assembly is a regular hangout for problem kids, drug dealers, and break-ins nearby
- Locust Ave at View Ave is considered very dangerous for lots of addiction and couch surfing activity, slumlords who rent to university students, dilapidated buildings, and drug sharing. (This area falls outside of the Westside neighborhoods)
- Virginia Avenue between 8th and 9th street, characteristic of frequent police calls, drugs, and audible fighting (This area falls outside of the Westside neighborhoods)
- Maple Avenue- Problems with drugs and gambling
- Windmill Park - drugs are an issue and it also needs revitalized.
- "Bad area" – homeless/transient population; drug-use
- Maple Avenue – drugs
- Virginia Avenue: Known for drug activity
- 4th Street: Mountaineer Mart- high drug activity ("crackmart").
- Minute Mart – "Crack Mart"
- Corner across from Maple Avenue, which was known as drug traffic corner, and continues to be, years later.

### Value: safety through ordinance enforcement

- Jackson Addition: unleashed dogs, unlit areas and no sidewalks
- Jackson Addition: unleashed dogs using restroom and not being picked up after
- Vicious dogs – letting dogs run lose all night long, people are afraid to walk around
- Hollburt Avenue – garbage is thrown everywhere and not being picked up
- Ravine just to the side of Fairmont Christian Assembly overgrown and unsafe
- Maple Ave (all over): Music too loud, too late at night
- Hollburt Avenue – no where to park

## Political Capital

### Value: good government

- Court house and city hall – the people who are in charge of the city
- Downtown Fairmont: Lack of equality for resources

### Value: community input to decision making

- Maple Avenue (corner of Maple and Spence), where three multi story housing units were erected without community input

## Built Capital

### Value: community beautification

- Abandoned/dilapidated housing – most are owned but not taken care of – Corner of Holbert and Perry Alley specifically mentioned
- Abandoned houses – 170 in the Westside community
- Corner of Maple and Fitzgerald Ave- abandoned buildings and junkyard
- Woodlawn Cemetery is neglected and there is an abandoned house nearby
- Chicago Street, renovations needed on older houses
- Spring Street, renovations needed
- Holbert Ave, renovations needed
- 4th Street: Butcher School, dilapidated, kids can enter and get hurt.
- Ogden Avenue: Messy blighted homes
- Monroe Street: Worst blighted home
- Houses in area need of demolition
- Jackson Addition/Windmill Park
- Miller School: Vacant and not being used, need of repair, currently an eye sore in the neighborhood
- Fairmont State University college area: de-appreciation of property and disrespect of neighbors
- Cemeteries

### Value: quality recreational facilities

- Windmill Park: Maintenance and activities, needs to be revitalized **
- Windmill Park – good location, fix accessibility, complete renovations and upgrades
- Windmill Park – underutilized and needs upgrades
- Windmill Park and the parking lot need renovating

- Pavement of track at Windmill park
- Jackson Addition/Windmill Park

### Value: thriving commercial areas

- CVS Pharmacy was removed from Bellview Plaza, and the plaza has remained economically depressed. The addition of Teleperformance has improved Bellview Plaza slightly

### Value: connectivity

- Washington Street: Does not connect to Jackson Addition
- Washington Street – road caved in back in the '80s, cut off park/town access to residents and the neighborhood and business activity declined (dried up)
- Washington Street: Streets have fallen in to the point where it's not feasible to fix
- Jackson Addition: unleashed dogs, unlit areas and no sidewalks

# APPENDIX E. PROMISING PLACES

## Human Capital

### Value: youth and senior development programs

- Windmill Park offers a place for youth activities and community programming *
- Windmill Park: Organized art display area for Youth to come and contribute.
- Dunbar School has the opportunity to serve as a space for both youth and senior activities.
- The efforts of Fairmont Community Youth Development Center (The MAC) offers potential for youth betterment and enhancement through its activities and engagement in the community
- 612 Building
- 612 Mac*- Heart of the community, great place for the youth to stay safe and learn
- Youth Center: Enhancing Youth programming.
- Boy Scout troops should be chartered by community organizations throughout all Westside neighborhood

## Social Capital

### Value: spaces for community activities

- Maple Ave has potential for creating gathering places for community events
- Greenspace: Potential to unify communities
- Bellview Park: Potential to unify communities
- Windmill Park: Potential to unify communities
- Maple Ave: Clean up day monthly, Keep neighborhood nice
- 12th Street: High schools have events, Need more events, For ALL the public, Walkathons, Physical challenge courses, Day of service for admission
- College area: Potential for more community service opportunities

## Financial Capital

### Value: neighborhood businesses

- Pennsylvania Ave: Culinary School, Practice Arts, Turn into restaurant, Interns into entrepreneurs, More businesses
- Mom and pop stores – bring them back like the old days
- Jackson Addition: Clear abandoned homes, more homes that are individually owned, lots of space, some type of convenient store
- Potential store front
- Fairmont Ave: Dry Cleaner

### Value: entrepreneurship

- Pennsylvania Ave: Culinary School, Practice Arts, Turn into restaurant, Interns into entrepreneurs, More businesses

## Built Capital

### Value: recreational facilities

- Windmill Park ***- Could bring in activities and programs, it just needs fixed up
- Windmill Park has potential to become a great recreational
- Windmill Park has received more attention than it had for a long time.
- Windmill park walking trail – paved trail for "senior" recreation opportunities
- Soccer Field (MCPARC) – needs upgrades, lighting and equipment, but has potential and is used by residents
- Windmill Park. Robin Gomez, the City Manager has experience with recreation work in Clearwater, FL and participants would like to see him apply the same recreation potential to Windmill Park
- Windmill Park: Needs attention because it is a wide open space
- Beautiful vacant land – opportunity to build something for community use
- Area across from Windmill Park: YMCA, Children could play in park while parents used the Y
- Madison Street has potential for recreation center that is possibly going in the White Hall area to be placed here
- Fairmont Ave: Possible business or YMCA
- Old B&O Roundhouse on Buffalo Ave, a former train station is a large area for growth and recreation opportunities along the river.
- Pedestrian bridge across Mon River is an opportunity for Rails to Trail and economic development
- Abandoned rail road for rail trail – want bike route to expand travel opportunities and recreation
- Bike route proposal – want bike route to expand travel opportunities
- ATV trails – want ATV trails near Coal Run Hollow for recreation
- Ogden Avenue – scenic overlook and picnic area
- Youth center – potential location with skating and senior citizen center
- Conley Farms – archaeological significance asset
- Arcade – used to be where nail salon in Bellview Plaza is now – provided something for the youth to do

### Value: housing development

- Large area with development potential (relatively flat, open, available)
- Jackson Addition has potential for more development
- Jackson Addition: Clear abandoned homes, more homes that are individually owned, lots of space, some type of convenient store
- Maple Ave, Jackson Addition has potential for housing restoration
- Maple Ave and Spruce Ave could have more housing development
- Garrette Ave. area has new homes being built and there is an availability of flat land
- Maple Avenue is where renovations have already started
- Ogden Ave has potential for river-view development
- River View area has potential for nice housing development
- Riverfront development: Great location with good scenery
- Miller School: Potential for Senior Citizen Building
- Miller School: Existing building that can be used (currently in the process of rehabilitation)
- Chesapeake neighborhood area – in need of support but has potential for development

### Value: neighborhood community centers

- Dunbar: Recreational Center a Senior Citizen Housing
- Dunbar School and its Cultural Center – Museum
- Dunbar school – community center
- Community education development in the area, such as a 2-year technical college like Pierpont. Perhaps the old Miller School can be put to reuse for this purpose.
- Youth center – potential location with skating and senior citizen center

### Value: downtown commercial development

- Downtown Fairmont has several resources, including state buildings, parking garage, organizations, and businesses.
- Downtown Fairmont: New organizations, new small offices & small businesses, dry cleaner
- Downtown Fairmont offers opportunities for economic growth and locally-owned businesses
- Downtown Fairmont: Re-development opportunities
- Downtown buildings could be better utilized for housing and business
- State building – place for expanded community opportunities
- Madison Street has potential to extend development into the Downtown area
- Off Garett Ave. but needs cleanup
- Abandoned lot (gravel lot across from Chamber) could make for great park [discussion that City may have plans for community garden at this site]
- Mid city parking lot could be better utilized

# APPENDIX F. IDEAL CHARACTERISTICS

## Cultural Capital

### Value: African American businesses

- **Small businesses coming back, Black owned businesses, Too hard now with zoning and taxes. ***
- **Education grants available for minority owned businesses, etc. ***
- Valuing the past and the future: The Black Culture and History Museum

## Human Capital

### Value: educational opportunities and attainment

- **Educated Community**
- **Sustainable growth from within the local community as supported by education ****
- **Education grants available for minority owned businesses, etc. ***
- Science ability: Focus on technology more than oil and gas and sustainable resource building *
- New education for new jobs
- Educational and training opportunities
- Educational and training opportunities for the youth including an entrepreneurship program
- Better graduation rates, less drop outs
- Have more neighborhood schools

### Value: youth development programming

- Senior and youth entrepreneurial center- work together and learn from each other *
- Mentorship programs for the youth
- Organized youth activities
- Activities for the youth
- Academic excellence for youth: Provide tools, Life preparedness lessons, Life skills as well as Summer programs.
- After school support: Mentorship for youth and activities such as skating, swimming and programs
- After school and day programs for the youth
- Hope and opportunities for the youth
- Youthfulness brought back
- Valuing the past and the future: The Youth Center

### Value: support for ex-felons

- Prisoner reentry program

## Social Capital

### Value: community action

- **Community Collaboration****
- **Unity in the community and gaining power with more people involved. ***
- **More pride and unity in the community— all of Fairmont***

- **Continued thriving through change in the community ***
- More collaborative project
- Community yard sales- good for socialization as well as bringing the community together.
- Strong sense of community

#### Value: high quality of life

- **Safety: Feel safe and secure ****
- **Safer and drug free community within Fairmont***
- Thriving Community*
- A great place to live and raise a family

#### Value: trust and reciprocity

- Honesty - people who share and take ownership of their faults
- Trust - allow all stakeholders to participate fully

#### Value: neighborliness

- More neighbors to know each other*
- Social: Better engagement of neighbors and be more neighborly
- Sense of belonging to a community
- Actually being the "really" friendly city – feel as if they are marketed as a friendly city, but it's not necessarily true

### Organizational Capital

#### Value: responsiveness to community needs

- Prioritization of needs
- Extended bus hours for people to get around.

### Political Capital

#### Value: productive government relations

- **Better communication between government and community, in particular when government listens to community needs instead of making decisions without their input ***
- Good communications with the city of Fairmont
- Communication with City Council & community members.
- Better communications between community and city council

#### Value: equitable government services

- Active code enforcement of properties including a more rapid response time for all neighborhoods equally (currently there is a perceived or real difference in response time)

#### Value: civic awareness

- Informed Community – what do I need to get to where I want to go etc

## Financial Capital

### Value: employment opportunities

- **Job opportunities ***
- Upwardly mobile environment. Everyone contributes to the community and people are employed
- Locally-based opportunities for work
- Funding for WAC programs
- CEDA program (Community and Economic Development Association)
- Investment in the community
- Providential planning

### Value: housing affordability

- **Power, more individual homeowners with solar panel/other power sources as to not keep monopolies afloat ***

### Value: public investment

- Higher taxes that are then invested in community infrastructure

## Built Capital

### Value: recreational facilities

- **Windmill Park in better shape, including having a swimming pool ***
- Rec Center*
- Health amenities – more recreation *
- Windmill Park to be lively, clean, active, and welcoming
- Recreation spaces – bike trails, better parks, gyms
- More recreational places in the Westside (especially seasonal options for cold weather)
- More nice outdoor areas/parks downtown
- More shared use of recreation assets between community and Falcon center and local schools
- Free recreational activities for all
- ATV track @ Bellview Park
- Dog Park
- Community Gardening/Composting

### Value: community centers

- **Community Center in Bellview – maybe Bellview Plaza****
- **Community Center/YMCA at Windmill Park ****
- Active community center *

### Value: housing development

- **Rehabilitated or replaced (as condition and funds allow) structures/buildings**
- Old houses demolished and valuable properties kept in better shape
- Strategic demolition in order to be left with usable lots
- Fix/upgrade/Remove Old Buildings

- Blighted buildings taken care of
- New developments
- Better homes
- New, Single-family homes built. As opposed to apartment buildings
- New homes built for residents that are not "projects", referring to the undesired low-income housing developments that outside organizations attempt to build in the neighborhood
- New Riverview developments

### Value: circulation infrastructure development

- **Lights and Sidewalks and get homeowners on board with this. ***
- Walkability: More sidewalks created **
- Repairs to sidewalks and a more walkable downtown
- More street lights in neighborhood like Downtown Fairmont
- Improved roads
- Bridge from I-79 to Route 19 to promote economic development
- Commuter rail to Pittsburgh – Train, where you could work or see a baseball game in Pittsburgh

### Value: neighborhood commercial areas

- **Small businesses coming back, Black owned businesses, Too hard now with zoning and taxes. ***
- Thriving downtown complex with shops and restaurants*
- Health amenities –more doctors *
- More local business
- Variety Stores back in the community
- Convenience stores in the neighborhood
- More grocery store options – in both products and competition
- Have more retail, grocery stores, and affordable housing

### Value: neighborhood beautification

- Community pride: Taking pride in surroundings & shared responsibility. **
- Clean neighborhood: Trash pickup and clean environment *
- Decrease in loose animals (i.e. feral cats) *
- Beautiful: Neighborhood pride and spirit, curb appeal
- Pride in the community
- Community takes ownership of their own area
- Personal responsibility
- Clean up & recycling programs could be utilized for art too

# APPENDIX G. BARRIERS TO PROGRESS

## Cultural Capital

### Value: social and economic equity

- **Perception of lifestyle, neighborhood, and gender *****
- **Difference/cultural divide within city, particularly East versus West sides ***
- Segregation – of the Black and White communities*
- Economic and social breeding creates unequal social classes
- Differences in social status: "The man with the gold makes the rules"
- Stigmatization

### Value: adequate entertainment opportunities

**(1) Little opportunity – for jobs and entertainment****

### Value: history

- People aren't educated on the history of Fairmont, such as Willie Mays visiting Windmill Park

## Human Capital

### Value: education

- Education – people can't get jobs or make a community difference, because a lack of education
- Disconnect between education and available jobs
- Lack of man power

### Value: youth development and involvement

- Sense of hopelessness of the youth; the feeling of "no way out"
- Boredom as experienced by the youth
- Lack of, or limited access to, summer/after school programs and childcare
- Poor youth involvement
- Need of mentors for the Youth.*
- Parental apathy and lack of involvement toward getting involved with their children's activities and education

## Social Capital

### Value: a sense of unity in the community

- **Broken Relationships within the community*****
- **Citizens not able to reach agreement ****
- Collaboration as a community education is needed on how to work together
- Lack of unity within the community; people don't work together
- More unity is needed within the community
- There's been competition instead of collaboration
- Too much self-interest.

- Varying opinions of importance, different opinions
- Trust

### Value: civic engagement

- **Complacency (attitude, mentality), exhibited by complaints without action ****
- Lack of vision. "With no vision, you perish" *
- Lack of community awareness of what is happening in the community
- Communication, people not showing up to meetings
- Ignorance and lack of knowledge and tools. "Knowledge is power"
- People finding solutions elsewhere instead of staying the Westside and creating them
- Community involvement – people don't participate to make a change
- Aging population/homeowners/residents leads to disinterest in citizen engagement
- Lack of proactive community members
- Not engaging retired community
- Apathy of adult residents in general, evidenced by a lack of action or initiative to improve one's situation; a lack of proactive community members
- People work multiple part-time jobs (hard to volunteer/get involved)
- People are resistant to change, have lost hope
- Resistance to change
- Pride prevents us from facing the consequences of our own action

### Value: hope and optimism

- **Resident apathy: No sense of agency ****
- **Fatalism**
- Cynicism *
- People have given up and exhausted their efforts.*
- Exhausted Efforts: people are tired of trying and seeing no results.
- Unseen results—failure to deliver on promises
- Follow through with actions plans, don't just talk about it
- Negative mentality— living down the old way of thinking
- Negativity in the community, uncertainties about what the future holds for the neighborhood
- Community attitude "half empty" – people here aren't positive, they only see the negative
- Community itself people don't have the want to change and contribute to it.
- People are resistant to change, have lost hope

## Organizational Capital

### Value: responsiveness to community needs

- Lack of listening to potential (and current) businesses needs and wants

## Political Capital

### Value: adequate political representation and influence

- **Poor communication (giving community a voice) ****

- **City Council "A BIG BARRIER." No minorities on the board and need for better representation of all people. ***
- **Districts of City Council, not matching up with the neighborhood map. 3 Districts for the Westside [should all be in one] ***
- City government – not helping the citizens of Fairmont*
- Lack of communication: nothing is getting done between agencies, the City of Fairmont and us
- Lack of listening to the neighborhood from the city side
- Politics at all levels of government
- Favoritism in funding from the City

## Financial Capital

### Value: equitable and adequate investment in the Westside neighborhoods

- **Lack of money for developing the community***
- **Lack of funding ***
- **Little opportunity – for jobs and entertainment****
- Money – there is not enough money to accomplish our goals*
- Money
- Lack of funding *
- Lack of funding. Funds are not allocated to the Westside. *
- Access to funding and having it properly allocated with the city.
- Funding doesn't meet needs, no state funding

### Value: employment opportunities

- **Little opportunity – for jobs and entertainment****
- Lack of jobs in Westside community *
- Lack of good paying jobs
- Low paying jobs – that don't attract the youth to stay in the community
- Poverty

## Built Capital

### Value: development control

- **Abandoned buildings/houses**
- Ability to use eminent domain
- Laws and zoning prevent better development from forming
- Lack of control within the community

### Value: thriving commercial areas

- Lack of thriving downtown area
- People avoid downtown because they feel there is no parking

### Value: affordable housing

- Access to affordable housing is low (vouchers expire before homes are available)

# APPENDIX H. IDEAS FOR ACTION

## Human Capital

### Value: educational opportunities

- **Companies train youth so that they can be equipped with skills and knowledge**
- Education
- Financial education for the youth
- Developing career tract and vocational schools for Fairmont Residents

### Value: youth mentorship

- **Training and mentorship program geared toward the young, including entrepreneurship and apprenticeships ****
- Strengthen youth center for youth mentorship. ***
- Mentorship programs – Seniors in the community helping mentor Youth*
- Mentoring: Especially for the youth *
- Black men and women role models who can provide hope for black youth, such as those who own businesses
- Role models for the youth
- Focus on positively influencing the youth

### Value: youth development programs

- **Hands on activities to engage youth (community cleanup, scheduled events and activities with childcare) *****
- Activities and programming for the youth
- Reawaken the Westside Robotics program, a youth robotics program based at Dunbar School Annex which has recently gone dormant and is in need of leadership.
- After school programs
- More funding for after school childcare programs

### Value: youth involvement

- **Instill sense of urgency of pride within youth and promote volunteerism**
- Develop service opportunities for children

## Social Capital

### Value: community organizing

- **Informally reaching out to the community*****
  **Talking to community members while out in public (grocery stores, sporting events, bowling alley, etc.) to try and get them involved with community instead of handing out flyers and using social media**
- Motivate for action—Don't say it…. DO IT!!! ***
- Open minds to new ideas. ***
- Become united as one with one voice. *

### Value: community action

- **Develop a vision that is championed by youth who are under the age of 40 and under: Visioning, Issues, Planning, Resources**
- Comprehensive community meeting where everyone involved in the project is present (option to live stream)
- Working with non-profit and non-governmental groups during the planning and development process
- Motivate for action—Don't say it.... DO IT!!! ***
- Play to people's strengths
- More involvement in the WAC
- WAC meetings at convenient times and to have higher involvement
- Build Action Boards
- Neighborhood watch: community effort group
- Close Windmill Park gate at night for better security against drug activity

### Value: civic engagement

- Civic groups need to reach out to younger people, the boards are aging
- More individual involvement and volunteering from Fairmont residents
- More community engagement
- Engage retired community

### Value: a sense of community

- **God as center** **
- Leaning on others and trying to collaborate. ***
- Asking for the help you need. ***
- "Knowing when you are drowning"
- Show pride MYSELF— self-ownership in my community
- More social gatherings to bring the community together

## Organizational Capital

### Value: interfaith cooperation

- Council of Churches who will coordinate programs for volunteers and the dissemination of information benefitting the community *

## Political Capital

### Value: adequate political representation

- Changing the voting districts *
- Support diverse candidates for city council
- Diversify city boards and commissions
- Change requirements for serving on city commissions
- Terms for serving on council and commission need changed, six year terms are not designed for average citizens
- Expand borders for greater reach: include more people to serve on boards

### Value: civic education opportunities

- Educate ourselves on programs and possibilities ***
- Education on social and economic system and civic participation
- Education: from city council to the people in the community

### Value: political action

- **Engage with leaders – community presence @ City Council events ***
- **Encourage people to vote. *****
- Community members should get involved in the political process, including voting
- Neighborhood members attend city council meetings *
- More involvement by community residents in economic and housing development decisions and planning

## Financial Capital

### Value: capacity for resource development

- Research for available funding *
- Better know what resources are available
- Look for grants to fund neighborhood improvements

### Value: sufficient income

- Create jobs out of tearing down old buildings and advertising those jobs*
- Job creation
- Creating jobs – Higher paying jobs, and more attractive jobs for all

## Built Capital

### Value: neighborhood beautification

- **Engage in community beautification ****
- Make it more attractive to people who are out of town so that people and businesses move in
- Coordinate with the city for trash pick-up
- Organize groups for cleaning
- Church involvement in cleaning and maintaining the neighborhood

### Value: quality development and redevelopment

- **Tear down abandoned buildings in Fairmont*****
- Find more government agencies to help tear down or revitalize abandoned places, and add sidewalks for improved walkability
- Laws and zoning need changed

### Value: improved walkability

- Find more government agencies to help tear down or revitalize abandoned places, and add sidewalks for improved walkability

### Value: basic goods and services

- Targeted recruitment of another grocery store chain for neighborhood

### Miscellaneous

- **Increased advertising of downtown parking options, specifically the garage, to encourage more residents to come downtown**
- Don't raise downtown parking meter rates

# APPENDIX I. VALUES DRAWN FROM RESULTS

## Natural Capital

- neighborhood and regional parks
- natural open spaces for recreation

## Cultural Capital

- historic character
- historic sites
- historically African American community
- African American businesses
- arts and entertainment
- adequate entertainment opportunities

## Human Capital

- educational attainment and opportunities
- educational opportunities and attainment
- educational opportunities
- youth development opportunities
- neighborhood schools (more so than regional schools)
- youth mentorship
- youth involvement
- youth development opportunities
- youth development and involvement
- youth development programming
- youth development programs
- youth and senior development programs
- entrepreneurship
- support for ex-felons

## Social Capital

- family and home
- neighborliness
- trust and reciprocity
- high quality of life
- sense of community and neighborhood efforts
- a sense of community
- a sense of unity in the community
- community organizing
- community action
- community action
- civic engagement
- civic engagement

- hope and optimism
- spaces for community activities
- community events that brought people together
- social gathering spots
- safety through law enforcement
- safety through ordinance enforcement

## Organizational Capital

- organizations serving the neighborhoods
- social services
- community safety
- places of worship
- interfaith cooperation
- responsiveness to community needs
- responsiveness to community needs

## Political Capital

- civic awareness
- civic education opportunities
- political access and adequate information about what local government is doing
- political action
- adequate political representation
- adequate political representation and influence
- community input to decision making
- productive government relations
- good government
- equitable government services

## Financial Capital

- employment opportunities
- employment opportunities
- employment opportunities
- small local enterprise
- housing affordability
- public investment
- equitable and adequate investment in the Westside neighborhoods
- capacity for resource development

## Built Capital

- vibrant downtown
- thriving commercial areas
- thriving commercial areas
- downtown commercial development

- regional shopping
- neighborhood businesses
- neighborhood businesses
- neighborhood businesses
- neighborhood commercial areas
- basic goods and services
- transportation infrastructure and circulation
- investment in infrastructure
- circulation infrastructure development
- connectivity
- improved walkability public recreation facilities
- recreational facilities
- quality recreational facilities
- recreational facilities
- recreational facilities
- neighborhood community centers
- community centers
- community beautification
- neighborhood beautification
- neighborhood beautification
- housing development
- housing development
- affordable housing
- development control
- quality development and redevelopment

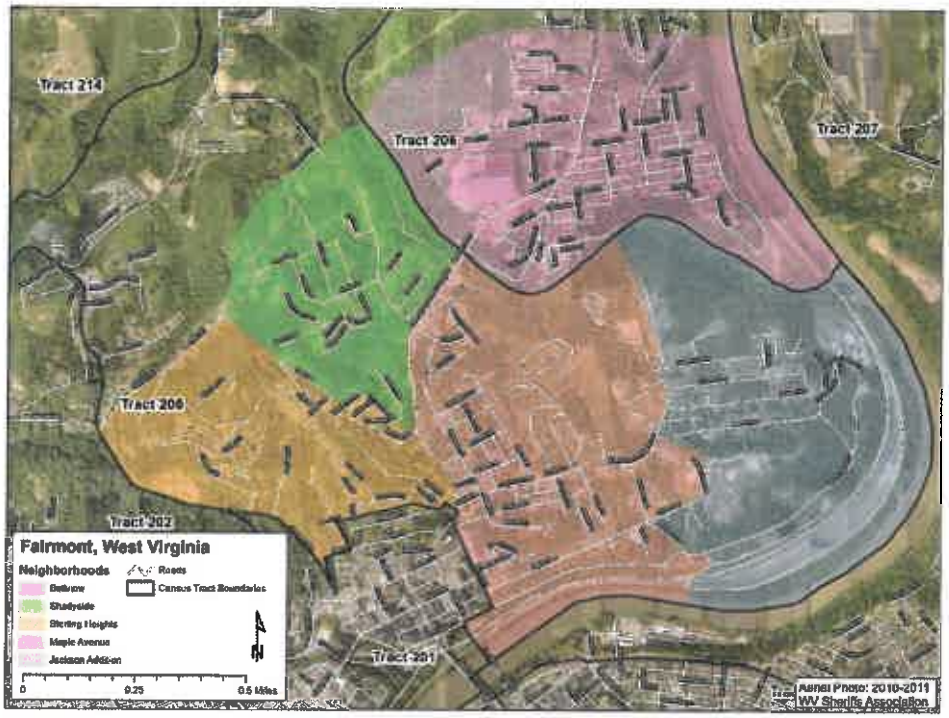
### 3.3.5 Example Neighborhood Action Plan Logic Model

# Westside Action Coalition Neighborhood Action Plan

| Strategies | Objectives | Goal | Vision |
|---|---|---|---|
| Collaboration, social events, community building, political representation | Increase a sense of belonging and solidarity among neighbors. | Improve the capacity of individuals, families, and neighborhoods to thrive. | We envision neighborhoods with adequate and equitable investment in both people and place, so that our youth will enjoy the quality of life that we enjoyed several decades in the past—one with family-owned homes, small local businesses serving our basic needs, neighborhood schools and churches, excellent community parks and recreation centers, ample employment and entrepreneurship, and pride in our shared history as a largely African American community. |
| Black History Museum, sense of place curriculum, equity in planning | Celebrate the neighborhoods' African American heritage. | | |
| Dunbar! Education, arts, recreation, mentoring, leadership | Expand and improve youth development opportunities. | | |
| Dunbar! Basic education, recreation and leisure, civic leadership | Improve adult and senior leisure and development opportunities. | | |
| Affordable, owner-occupied, market rate, small houses, rehab assistance | Improve the variety of housing options. | | |
| Entrepreneurship support, Excelerator, cooperative enterprise | Increase the number of locally-owned and operated businesses. | Increase individual and family incomes. | |
| Convenience market and green grocer, senior services | Increase the availability of basic goods and services businesses in the neighborhood. | | |
| Urban agriculture, wind and solar, deconstruction and demolition, cultural tourism, outdoor recreation and tourism | Develop enterprises associated with neighborhood assets and needs. | | |
| General workforce development, training for local enterprises, I-79 Tech | Increase workforce readiness across a wide range of occupations. | | |
| Projected Development Land Use Map, developer recruitment | Increase desired residential and commercial development in strategic areas. | Increase public and private investment in sustainable natural and built environments. | |
| Multimodal Circulation Map, Washington "Complete" Street, enhanced pedestrian routes, trails, less one-way, bus stop shelters | Improve circulation for all forms of transportation. | | |
| Windmill Park recreation complex, Ogden overlook, ATV park, Buffalo Creek access, Rail Trail, Dunbar School restoration | Expand parks and public facilities to meet informal education, recreation, and leisure needs. | | |
| Demolish or rehabilitate BAD Buildings, code enforcement teams, crime prevention design and lighting | Increase the safety for private and public spaces. | | |

### 3.3.6 Example Neighborhood Action Plan

# NEIGHBORHOOD ACTION PLAN




12/3/2016

## Fairmont, WV: Westside Action Coalition

**This plan summarizes the results of the community planning workshop held October 15, 2016. However, the information used to draft goals, objectives, and strategies also includes *all* previous Fostering Fairmont project data: Community Profile, Community Survey, Community Visioning Conversations, Neighborhood Walkabout field inventories, and all other stakeholder discussions.**

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# Neighborhood Action Plan

FAIRMONT, WV: WESTSIDE ACTION COALITION

## SUMMARY

| Strategies | Objectives | Goal | Vision |
|---|---|---|---|
| Collaboration, social events, community building, political representation | Increase a sense of belonging and solidarity among neighbors. | Improve the capacity of individuals, families, and neighborhoods to thrive. | We envision neighborhoods with adequate and equitable investment in both people and place, so that our youth will enjoy the quality of life that we enjoyed several decades in the past—one with family-owned homes, small local businesses serving our basic needs, neighborhood schools and churches, excellent community parks and recreation centers, ample employment and entrepreneurship, and pride in our shared history as a largely African American community. |
| Black History Museum, sense of place curriculum, equity in planning | Celebrate the neighborhoods' African American heritage. | | |
| Dunbar! Education, arts, recreation, mentoring, leadership | Expand and improve youth development opportunities. | | |
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| Affordable, owner-occupied, market rate, small houses, rehab assistance | Improve the variety of housing options. | | |
| Entrepreneurship support, Excelerator, cooperative enterprise | Increase the number of locally-owned and operated businesses. | Increase individual and family incomes. | |
| Convenience market and green grocer, senior services | Increase the availability of basic goods and services businesses in the neighborhood. | | |
| Urban agriculture, wind and solar, deconstruction and demolition, cultural tourism, outdoor recreation and tourism | Develop enterprises associated with neighborhood assets and needs. | | |
| General workforce development, training for local enterprises, I-79 Tech | Increase workforce readiness across a wide range of occupations. | | |
| Projected Development Land Use Map, developer recruitment | Increase desired residential and commercial development in strategic areas. | Increase public and private investment in sustainable natural and built environments. | |
| Multimodal Circulation Map, Washington "Complete" Street, enhanced pedestrian routes, trails, less one-way, bus stop shelters | Improve circulation for all forms of transportation. | | |
| Windmill Park recreation complex, Ogden overlook, ATV park, Buffalo Creek access, Rail Trail, Dunbar School restoration | Expand parks and public facilities to meet informal education, recreation, and leisure needs. | | |
| Demolish or rehabilitate BAD Buildings, code enforcement teams, crime prevention design and lighting | Increase the safety for private and public spaces. | | |

# PROJECT BACKGROUND

Margaret Stout

In spring 2015, a group of community members from the west side of Fairmont decided they wanted to improve the quality of life in their neighborhoods. These community members realized that if they received the technical assistance needed to guide their passion for improving their community, they could become a driving force for community and economic development. Collectively, these group members also serve on the boards of the Fairmont Community Youth Development Center, the Dunbar School Foundation, and the Marion County NAACP. This core group formed the Westside Action Coalition (WAC), an expanding group of neighbors and representatives from community-based organizations who are willing to work together in a collaborative effort to build community and economic sustainability within their community. The area of focus includes several Westside neighborhoods: Jackson Addition, Maple Avenue, Sterling Heights, Shadyside, and parts of Bellview. The WAC invites other community members, businesses, agencies, and government representatives to join this growing movement to foster community and economic development in these neighborhoods.

The WAC is receiving technical assistance through a two-year agreement with West Virginia University (WVU) faculty and students who specialize in community and economic development. This initiative is called the Fostering Fairmont project, which is designed to assist community members who want to see the assets in their community be put to better use. The project's purpose is to equip neighbors with the tools necessary to enhance their neighborhood through learning, mobilizing, planning, and then acting on the strategies necessary to enhance their community. The Fostering Fairmont project includes four phases:

- The first phase began in fall 2015. Activities focused on learning about the community through community stakeholder meetings, neighborhood tours, and secondary research. This information was compiled in a Community Profile report, which is a powerful tool for learning about the community's assets and conducting resource development. Workshops were also provided to build community capacity for understanding local governance, community development, and community organizing.

- The second phase was initiated in spring 2016 with a dual focus. The first objective was to equip the WAC with a Public Engagement Plan that contains information about the Fostering Fairmont project, guidance on how to effectively engage community members, and a list of stakeholders and resources that can assist residents with their community enhancement initiatives. The second objective was to document the vision residents have for their neighborhoods. This was achieved by facilitating Community Visioning Conversations. The information gathered from these conversations identified shared values, visions, and ideas about community issues and potential action.

- In fall 2016, the third phase brought community members, businesses, agencies, and government representatives to the table with experts on tap to develop a Neighborhood Action Plan, which will be used to guide residents and partners in their collaborative efforts to strengthen their community socially, economically, and physically. This phase included field inventories guided by community stakeholders.

- In spring 2017, the fourth phase will focus on action. Community stakeholders will prioritize the strategies in the Neighborhood Action Plan, select projects to launch, and work collaboratively to

implement them. Stakeholders will learn about how they can work together effectively and what part they can play in making the community's vision a reality.

The Fostering Fairmont project is designed to follow the theory of asset-based community development (ABCD). The ABCD approach establishes a positive outlook by focusing on capacities rather than deficiencies, empowers residents to create positive change within their community "from the inside out", and emphasizes the importance of relationships in achieving shared purpose (Kretzmann & McKnight, 1996). The successful implementation of a neighborhood action plan depends on the level of community capacity, which is the synergy created by combining human, social, organizational, and political resources (Chaskin, 2001). Therefore, building community capacity through training and technical support is key to the success of any community development initiative. Leader mentoring, community meetings, and learning workshops are used to build community capacity. This community development approach employs inclusive, participatory, and collaborative methods that are most democratic and effective (IAP2, 2007; Kaner et al., 1996). The technical assistance providers work *with* the community, rather than simply doing things *for* it, or worse, *to* it.

To understand a community's capacity, the ABCD approach begins with assessing community assets, emphasizing the human and social capacities in place. The Fostering Fairmont project uses the more comprehensive community capitals framework (CCF) (Flora, Flora and Fey, 2003), which identifies and analyzes the key elements that contribute to a community's vitality and provides insight to how each asset can be used to grow and strengthen other assets within a community (Emery & Flora, 2009). The CCF works well in participatory practice because both planners and community stakeholders identify community assets, combining inside and outside perspectives.

Specifically, we consider the CCF capitals: natural; cultural; human; social; political; financial; and built types. Following comprehensive community initiatives (Chaskin, 2001) and collaborative approaches to community development list (Chrislip, 2001), we add organizational capital to this set. Natural capital consists of environmental resources, geographic location, natural beauty, and climate. Cultural capital comprises the history, traditions, worldview, and language of residents. Human capital includes the skills and abilities used to access knowledge and resources, identify effective practices, and provide leadership that "leads across difference" in an inclusive and participatory manner. Social capital represents the relational connections among individuals and organizations that enable communities to function more cooperatively and effectively. Political capital includes the access to power and the ability to influence public policy either directly or through representatives. Organizational capital includes the collective capacity for action of groups serving the community. Financial capital includes the resources available to invest in development. Built capital is the man-made infrastructure within a community, including buildings, roads, sidewalks, and utilities.

The community capitals framework was used in the Community Profile to provide information about the neighborhoods and was used to guide development of the Public Engagement Plan. This framework was also used to analyze the responses from participants in the Community Visioning Conversations and to guide asset identification and creative combinations during the field inventories and planning workshop.

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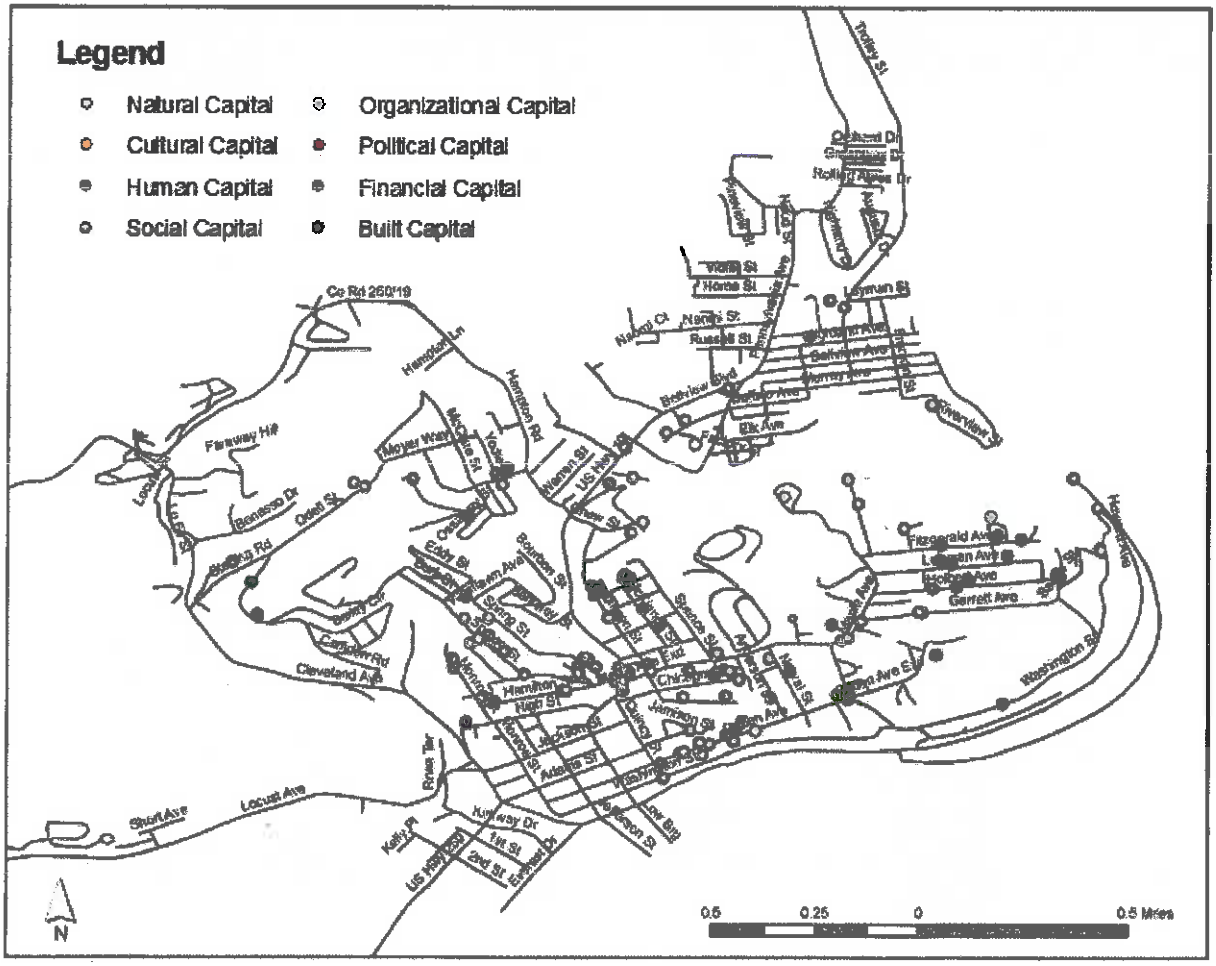
## THE PLANNING PROCESS

**On September 17, 2016, the Fostering Fairmont project team convened with community stakeholders to complete field inventories during a Neighborhood Walkabout. The destinations guiding the team members' routes included: (1) the places identified during the Community Visioning Conversations Sense of Place Dialogue, (2) the Brownfields, Abandoned, and Dilapidated (BAD) Buildings inventory, (3) the Fairmont-Morgantown Housing Authority property inventory, and (4) the Fairmont Community Development Partnership property inventory. As shown on the map in Figure 1, these features represent natural and built assets to be leveraged or improved to enhance the quality of life in the Westside neighborhoods. Descriptors of each feature can be found in Appendix A.**

Neighborhood Walkabout



On October 14, 2016, the Westside Action Coalition hosted an evening Pizza and Performance Party in which neighbors were invited to share stories about neighborhood life and their hopes and dreams for its future. While the 12 adult participants engaged in informal conversation early in the evening, 14 youth from the Fairmont Community Youth Development Center's programs joined the party later in the evening, telling their stories and sharing some fun dance and cheerleading moves.

On October 15, 2016, the Fostering Fairmont project team facilitated an all-day neighborhood planning workshop organized around a Community Enterprise Game. While only seven community members participated in the session, they were highly engaged and productive. As explained by the facilitator, a community enterprise can include any type of project, program, group, or organization that has a purpose that will fulfill a community need. The enterprise could be operated by a for-profit business, a nonprofit organization, or a voluntary coalition.

The Community Enterprise Game began with the Name That Asset! exercise, during which participants named every asset they could think of according to the Community Capitals Framework employed throughout the project (see Appendices B and C). WVU team members who had participated in the Neighborhood Walkabout and previous stakeholder meetings and events also contributed assets.

In the Mix it Up! exercise, participants were asked to combine neighborhood assets in creative ways to produce Community Enterprise proposals. Individual planning and discussion took place in three small groups. Worksheets helped participants think through which assets could be combined for the greatest community impact (see Appendix D).

The enterprise ideas generated by participants were:

- Indoor recreation center at Windmill Park (FCDP property expansion)—possibly with YMCA
- Enhancement of Windmill Park amenities (master plan with WVU Landscape Architecture)
- Community center at Dunbar School with a vast array of youth, adult, and senior programs
- Urban agriculture and community gardens on vacant FCDP lots
- Cooperative convenience market and green grocer at the FCYDC property
- Bed and breakfast at 500 Ogden Avenue
- Pocket park overlook next to 500 Ogden Avenue (Pierpont coal mine, Palatine Park)
- History walk through Civil War, coal field, and African American cultural sites
- Hiking trail to Buffalo Creek from Jackson Addition (Dominion Gas right-of-way)
- Rail trail along Buffalo Creek (abandoned line in the City of Fairmont Connectivity Plan)

Each participant was asked to pitch their idea during the Promote It! exercise. The other participants provided feedback and creative ideas to augment the enterprise, fleshing out each proposal.

After the pitches were finished, participants voted on their favorite idea in each of three categories: social, economic, and physical development. Each winning enterprise received further attention during a facilitated strategic planning session called the Startup Lab.

The results of the neighborhood planning workshop were considered in development of the Neighborhood Action Plan elements below, along with all previous information collected throughout the Fostering Fairmont project. These resources include:

- Community Profile
- Community Survey
- Community Visioning Conversations
- Neighborhood Walkabout
- Stakeholder meetings and conversations

# COMMUNITY VALUES AND VISION

**Drawing from the results of the Community Visioning Conversations and community feedback to the draft report, the following values guided development of the Neighborhood Action Plan:**

## Natural Capital

- We value both neighborhood and regional parks and open spaces for recreation.

## Cultural Capital

- We value Fairmont's historic character and sites.
- We value our history as a largely African American community.
- We value ample opportunities for arts and entertainment.

## Human Capital

- We value formal educational opportunities and attainment, including training for entrepreneurship.
- We value lifelong learning through both youth and senior development programs.

## Social Capital

- We value our families and home lives.
- We value a sense of community supported by spaces and opportunities for community activities.
- We value a sense of safety and security supported by adequate law and ordinance enforcement.

## Organizational Capital

- We value the public and community-based organizations serving our neighborhoods.

## Political Capital

- We value civic education and adequate information about what local government is doing.
- We value adequate political representation and influence over public decision making.
- We value productive government-community relations.

## Financial Capital

- We value adequate employment opportunities, including small business ownership.
- We value equitable and adequate investment from public and nonprofit partners in the Westside neighborhoods.

## Built Capital

- While we value regional shopping opportunities and activities in downtown Fairmont, we deeply value neighborhood-based businesses.
- We highly value quality public recreation facilities.
- We value home ownership and well-maintained residential neighborhoods.
- We value well-maintained circulation infrastructure for both people and cars.

## Vision Statement

**Together, these values tell a story about what the Westside neighbors envision for their future—a target for neighborhood action strategies:**

> **We envision neighborhoods with adequate and equitable investment in both people and place, so that our youth will enjoy the quality of life that we enjoyed several decades in the past—one with family-owned homes, small local businesses serving our basic needs, neighborhood schools and churches, excellent community parks and recreation centers, ample employment and entrepreneurship, and pride in our shared history as a largely African American community.**

# SOCIAL DEVELOPMENT

Emily Hawkins, Allyson Hoch, and Amy Loomis

Social development activities prioritize human needs and social and economic justice in the pursuit of a high quality of life. Based on community data, the goal of the Social Development section is to increase the capacity of individuals, families, and neighborhoods to thrive. To achieve this goal, the Westside Action Coalition will focus on: (1) increasing a sense of belonging and solidarity among neighbors, (2) celebrating the largely African American heritage, (3) expanding and improving youth development opportunities, (4) improving leisure and development opportunities for adults and seniors, and (5) improving the variety of housing options. A review of academic and practice literature identified promising practices that are responsive to these objectives.

## Sense of Belonging

The National Civic League suggests that communities benefit from residents being more involved and proactive neighbors and citizens. Community building activities that increase mutual understanding and trust and bridge group boundaries help develop a shared community identity and sense of belonging. Furthermore, collaboration among community organizations, businesses, and individuals will allow Westside residents to pool resources, avoid program duplication, establish long-term community connections, and draw on talent from diverse sources to create high quality programs. Collaboration among the Westside's many churches and community-based organizations is vital in fostering a sense of belonging within the neighborhoods. The Westside Action Coalition should continue to host fun and purposeful community events that bridge diversity, build community, and encourage interfaith collaboration.

## Celebrating African American Heritage

Discussions throughout the Fostering Fairmont project have clearly indicated that cultural identity and history should be considered and celebrated. For example, the area's Civil War history, Civil Rights era events, historically Black schools and cemetery, and Black-owned businesses are all deeply valued. Indeed, residents report that the loss of those schools and businesses after desegregation are still felt today with a decline in African American educators, mentors, and leaders in the community. While often paired with painful memories, this cultural history is rich in ideas for healing and rebuilding, as well as potential for cultural tourism. Therefore, every part of the Neighborhood Action Plan should consider how to celebrate, leverage, and augment this cultural heritage.

## Community-Based Programming

Westside residents have consistently articulated a need for expanded community programming for youth, adults, and seniors. Program design should be sensitive, equitable, and responsive to the varying needs of residents. Particularly for youth living in poverty, extracurricular activities are needed to boost educational achievement and attainment, develop a positive sense of identity and healthy peer relations, and to prepare for adult life. While the Fairmont Community Youth Development Center offers a few programs, they are underfunded, understaffed, and lack adequate facilities and equipment. This organizational asset needs capacity building to provide sufficient affordable, accessible, and regularly scheduled youth programming. Youth and parents desire hands-on learning and creative cultural

expression, sports and physical activities, life skills education, and leadership. Mentorship of youth is highly desired, as residents report a significant loss of African American role models and educators following desegregation. However, the Westside Action Coalition should engage youth more significantly in specific program design.

In regard to adult and senior programming, Westside residents have expressed the need for basic and continuing education, life skills, financial literacy, leadership and civic engagement, expanded social and leisure activities as well as educational enhancement and workforce development (for the latter, see the Economic Development section). They also wish for at least some of these activities to feature intergenerational programming to meet the community's civic participation and mentorship needs as well as hobby and leisure interests. While these types of programs may exist elsewhere in Fairmont, partnerships that bring programming into the neighborhood at affordable costs are desired.

Given Dunbar School's history as the heart of the community, Westside neighbors would like the building to house these various social development programs. Because completion of renovations necessary to support occupancy may take some time to fund and complete, programs could be hosted in the immediate term at the Fairmont Community Youth Development Center and the Dunbar School Annex.

## Housing Options

Housing is a foundation of healthy family life and neighborhood stability. Ensuring that housing is of adequate quality, diverse in type, high in owner-occupancy, and affordable for a range of incomes achieves these outcomes equitably. However, maintaining this balance while avoiding displacement through gentrification or encroachment of more lucrative commercial land uses is a constant challenge for housing policy. Residents within the Westside neighborhoods have stated a desire to simultaneously maintain housing affordability, increase owner-occupied housing, and remedy dilapidated houses that lower home values and neighborhood charm.

In the recent past, development in the neighborhoods by both the Fairmont-Morgantown Housing Authority (FMHA) and the Fairmont Community Development Partnership (FCDP) has overemphasized low-income rental housing. To increase owner-occupied housing while maintaining housing affordability over time, infill development could include use of a Community Land Trust. This will maintain the affordability of a portion of owner-occupied housing over time, thereby protecting against overall gentrification. These protections against home loss through increased property values will enable incentivizing market-rate infill housing development to remedy the problem of dilapidated houses, as well as other infill development to expand available owner-occupied housing types such as small-lot homes and townhomes.

## Social Development Action Plan

Based on this overview of community assets and preferences, the overall goal for social development is ***to improve the capacity of individuals, families, and neighborhoods to thrive***. Based on responsive promising practices, the action plan for achieving this goal is broken down into the following objectives and strategies.

1. Increase a sense of belonging and solidarity among neighbors.
    1.1. Encourage collaboration among voluntary organizations (e.g., churches, coalitions, neighborhood associations, civic groups).
    1.2. Host regular social events that bring neighbors together for fun.
    1.3. Host purposeful community building events (e.g., bridging diversity, community coalitions, interfaith activities, beautification and service projects).
    1.4. Improve local political representation.
        1.4.1. Develop a redistricting proposal for City Council districts with the NAACP.
        1.4.2. Partner with NAACP to deliver civic development programming, including hosting speakers, workshops, voter drives, and candidate forums.
2. Celebrate the neighborhoods' African American heritage.
    2.1. Create and curate the Marion County Black History Museum.
        2.1.1. Partner with the West Virginia Division of Culture and History.
        2.1.2. House the Museum at the renovated Dunbar School building.
    2.2. Coordinate delivery of the "sense of place" curriculum developed by the WVU Community Resource Management team.
        2.2.1. Host the program at the Dunbar School Annex until the Museum is available.
    2.3. Develop interpretive signage and materials for cultural tourism purposes.
        2.3.1. Partner with the Tourism Division of the West Virginia Department of Commerce (see Economic Development section).
    2.4. Ensure that racial equity is considered in all future planning and decision making by the City of Fairmont and community-based organizations serving the neighborhoods.
        2.4.1. Members of the Westside Action Coalition will maintain consistent advocacy efforts.
3. Expand and improve youth development opportunities in the neighborhoods.
    3.1. Host youth programs at the Fairmont Community Youth Development Center and the Dunbar School Annex until the Dunbar School building becomes available.
    3.2. Provide educational enhancement programs.
        3.2.1. Partner with Energy Express Marion to provide summer literacy and nutrition programs.
        3.2.2. Partner with Learning Options, FSU Black Student Union, Harrison County YMCA, and Marion County or Mountaineer Boys & Girls Club to develop after school educational enrichment opportunities, including tutoring, literacy, and robotics.
    3.3. Provide creative arts programs.
        3.3.1. Partner with local arts businesses such as Joe N Throw to develop arts programming.
    3.4. Provide recreational programs.
        3.4.1. Partner with MCPARC and Adventure WV to provide outdoor recreational activities.

3.4.2. Partner with Harrison County YMCA and MCPARC to provide year-round access to team sports and physical activity.

3.4.3. Create indoor intergenerational recreation programs, including gaming options such as video gaming and chess.

3.5. Provide adult mentoring programs.

3.5.1. Partner with FSU's Black Student Union, Harrison County YMCA, and Marion County or Mountaineer Boys & Girls Club to provide adult mentoring following the Quality Life Initiative model developed by the Coalfield Development Corporation.

3.6. Provide youth leadership programs.

3.6.1. Partner with Boy/Girl Scouts and Adventure WV to provide leadership training.

4. Improve adult and senior leisure and development opportunities in the neighborhoods.

4.1. Host programs at the Fairmont Community Youth Development Center and the Dunbar School Annex until the Dunbar School building becomes available.

4.2. Provide basic and continuing education programs.

4.3. Provide adult recreation and leisure activity programs.

4.3.1. Develop or recruit programs based on participant requests.

4.4. Provide civic leadership training to complement Fairmont 101.

4.4.1. Work in partnership with the NAACP and other civic groups to develop training.

5. Improve the variety of housing options in the neighborhoods.

5.1. Advocate for ongoing availability of affordable rental housing and improved management.

5.1.1. Add tenant associations and activities to management plans for FMHA and FCDP rental housing.

5.2. Increase sustainable homeownership through financing, homeowner education, and ongoing maintenance assistance.

5.2.1. Work with the Fairmont Community Development Partnership to develop programs modeled after Habitat for Humanities' homeowner support methods.

5.3. Ensure ongoing affordable owner-occupied housing through mechanisms such as a Community Land Trust.

5.3.1. Work with the Fairmont Community Development Partnership to develop programming.

5.4. Increase the availability of market-rate owner-occupied units in strategic locations (see Physical Development section).

5.4.1. Recruit developers who build the type of housing desired.

5.5. Advocate for a new zoning ordinance for small single family homes on lots that have been cleared through demolition (see Physical Development section).

5.6. Increase the quality of housing through rehabilitation programs and financing.

5.6.1. Work with the Fairmont-Morgantown Housing Authority or the Fairmont Community Development Partnership to develop programs.

# ECONOMIC DEVELOPMENT

Leah Cunningham, Kelsey Staggers, and Ben Spurlock

A key foundation for a high quality of life is a vibrant and stable economy that provides sufficient individual and family income while minimizing the cost of living. A strong local economy is generated by an economic base that brings outside resources into the community, while limiting the resources that leave the community. Therefore, the more that can be done with assets at hand and the more ownership can be retained within the community, the better. This approach to community economic development is sometimes referred to as "economic gardening," which often requires creativity. Supporting such planning and growth requires expanding the capacity of individuals and groups to maximize talents and skills for innovation, production, and trade. These development activities require effective, collaborative institutions focused on advancing mutual gain for the public and private sector.

Economic development is a necessity for improving the quality of life in the Westside neighborhoods. While residents were once employed in high-paying blue-collar jobs associated with a strong economic base in natural resource industries, the transition toward high-tech industries and white collar jobs has left many behind in the lowest paying service jobs. While the unemployment rate is extremely low, poverty rates are very high. Furthermore, the neighborhoods have lost many basic goods and service businesses, making in more expensive and inconvenient to live in the area. In response to these conditions, residents desire an increase in minority-owned local businesses and entrepreneurship, and fulfillment of basic needs and services, and workforce development for existing and new employment opportunities.

## Enterprise Development

Locally-owned businesses, particularly women and minority-owned businesses, were once a staple in the Westside neighborhoods. To rebuild the economic base of small businesses in the neighborhood, entrepreneurial development programming, financing, and incubation are needed. While general small business training and support should be provided, following an economic gardening approach, enterprises that draw upon local assets, fulfill basic goods and service needs, and potentially lower the cost of living should also be identified and encouraged. Furthermore, enterprise models that increase worker income and create youth employment opportunities are desirable. Based on resident input, these would include: businesses that will serve future tenants of the Miller School senior living adaptive reuse development project, a cooperative convenience store and green grocer, outdoor recreation associated with adjacent waterways and planned rail trails, cultural tourism associated with local sites, urban agriculture on vacant lots, construction trades associated with demolition and infill development, and solar or wind power generation.

## Workforce Development

While workforce development programs from federal and state agencies are abundant, they are not necessarily accessible for Westside neighbors, particularly those currently working multiple jobs to make ends meet. Therefore, the Westside Action Coalition should work toward bringing programs and services to the neighborhoods. Training should be designed to meet underemployed residents where they are in pursuit of available higher paying jobs or entrepreneurial opportunities. This training should support the enterprise development priorities identified by the community, in addition to opportunities available in

the I-79 Technology Park and various public agencies and institutions located in Fairmont. In terms of local enterprise training, models provided by the Coalfield Development Corporation are particularly promising.

## Economic Development Action Plan

Based on this overview of community assets and preferences, the overall goal for economic development is ***to increase individual and family incomes within the Westside neighborhoods***. Based on responsive promising practices, the action plan for achieving this goal is broken down into the following objectives and strategies.

1. Increase the number of locally-owned and operated businesses.
    1.1. Partner with the WVU Entrepreneurship and Innovation Law Clinic to deliver entrepreneurship programs.
        1.1.1. Deliver services at the Fairmont Community Youth Development Center and/or the Dunbar Annex until the Dunbar School building renovation is completed.
        1.1.2. Once the Paul Laurence Dunbar Community Center is operating, transform the Fairmont Community Youth Development Center into a Westside Community Enterprise Center.
        1.1.3. Seek support from the West Virginia Small Business Development Center (WVSBDC), and the U.S. Small Business Association (SBA).
    1.2. Promote use of the Excelerator business incubator in partnership with the Fairmont Community Development Partnership and WesBanco.
    1.3. Promote the use of cooperative enterprise models that increase worker income.
        1.3.1. Place a WVU AmeriCorps VISTA volunteer with the Community Action Lab to provide technical assistance and capacity building for this type of enterprise.
2. Increase the availability of basic goods and services businesses in the neighborhoods.
    2.1. Establish a cooperative convenience market and green grocer.
        2.1.1. Renovate the accessory building at the Fairmont Community Youth Development Center to house the market.
    2.2. Recruit senior-oriented service businesses to support the forthcoming adaptive reuse of Miller School.
3. Develop enterprises associated with neighborhood assets and needs.
    3.1. Develop urban agriculture enterprise.
        3.1.1. Partner with the Fairmont Community Development Partnership to replicate the Coalfield Development Corporation Refresh Appalachia agricultural entrepreneurship program.
        3.1.2. Seek funding from the USDA Rural Development Program.
    3.2. Develop wind and solar energy enterprise.
        3.2.1. Partner with statewide initiatives such as WV SUN and Solar Holler.
        3.2.2. Seek funding from the Rural Energy for America Program Renewable Energy Systems & Energy Efficiency Improvement Loans & Grants.

3.3. Expand deconstruction and demolition enterprise to support BAD Buildings Team efforts.

3.3.1. Encourage the City of Fairmont to partner with FCDP to acquire and clear dangerous properties for redevelopment using the Property Rescue Initiative loan program from the West Virginia Housing Development Fund.

3.3.2. Encourage local businesses like Mike Jecker or Reclaim Company LLC to expand operations in Fairmont.

3.4. Develop cultural tourism enterprise.

3.4.1. Establish a Marion County Black History Museum (see Social Development section).

3.4.2. Establish a Civil War Walk through associated historic sites (see Social Development section).

3.5. Develop outdoor recreation and tourism enterprise.

3.5.1. Work with the WVU Entrepreneurship and Innovation Law Clinic to complete market feasibility studies for outdoor recreation businesses associated with the Buffalo Creek access points, the future Rail Trail, and the potential ATV park at the historic Roundhouse site (see Physical Development section).

4. Increase workforce readiness across a wide range of occupations.

4.1. Provide general workforce development training.

4.1.1. Deliver services at the Fairmont Community Youth Development Center and/or the Dunbar Annex until the Dunbar School building renovation is completed.

4.1.2. Once the Paul Laurence Dunbar Community Center is operating, transform the Fairmont Community Youth Development Center into a Westside Community Enterprise Center.

4.1.3. Provide resource and referral to available workforce development programs…

4.1.4. Partner with WorkForce West Virginia; Governor's Guaranteed Work Force program, Temporary Assistance for Needy Families (TANF), WV Women Work, and the State Workforce Development Board to bring training to the neighborhood.

4.2. Provide training related to urban agriculture.

4.2.1. Partner with Coalfield Development Corporation to replicate the Refresh Appalachia: Agricultural Entrepreneurship Program.

4.3. Provide training related to solar energy.

4.3.1. Partner with Solar Holler and Coalfield Development Corporation to replicate the Center for Mining the Sun apprenticeship program that leads to an associate's degree as well as NABCEP solar certification.

4.4. Provide training related to deconstruction and construction.

4.4.1. Partner with Fairmont Community Development Partnership and local businesses like Mike Jecker or Reclaim Company LLC to replicate the Coalfield Development Corporation's Quality Jobs Initiative.

4.5. Provide training related to science, engineering, and technology.

4.5.1. Partner with I-79 Technology Center businesses, Fairmont State University, and Pierpont Community College for training programs.

# PHYSICAL DEVELOPMENT

John Michael Aurednik, Phillip Avis, Chris Agbo, Bob Riddle

The natural and built environment is the foundation a community relies upon to sustain itself socially and economically. Beyond resource extraction, natural capital can enable recreation for residents and visitors alike. Built capital supports the needs of people, businesses, and other organizations. Together, the possibilities enabled by the natural and built environment determine both social and economic development. Therefore, identifying constraints and opportunities among nature, people, and economic activities helps to determine strategies for sustainable community growth.

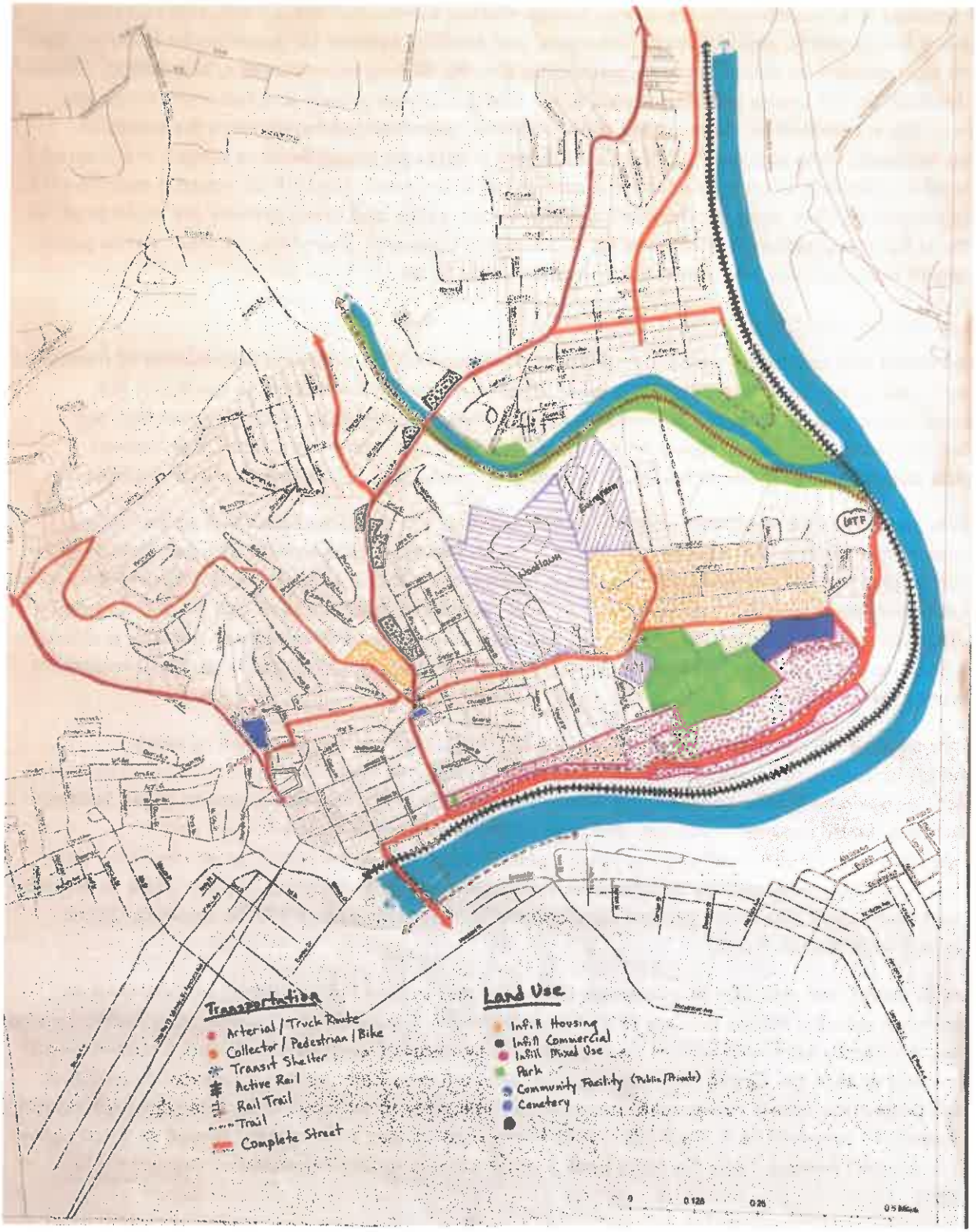
Ultimately, the goal of physical development in the Westside community is to increase public and private investment in sustainable natural and built environments in the Westside neighborhoods. Due to a history of disinvestment in the area, plans for physical development must be culturally competent, equitable, and consider a vision shared by most residents. Westside neighbors have expressed many preferences for physical development, including public facilities, parks and open space, transportation and circulation, and safe places.

## Projected Land Use

Land use planning is the first step toward desired development because it indicates the local jurisdiction's intent for public investment and preferences for private investment. Land use planning identifies how each parcel of land will be used, considering its relation to other parcels, public infrastructure, transportation, and other essential services. Zoning classifications and associated property rights are awarded without variance according to land use plans, therefore planning for future land use poses a challenge when proposing changes that do not fit current zoning rights. Planning decisions about these changes should be responsive to the neighborhood's residents, businesses, and property owners. This is particularly important in communities that have not felt a sense of agency and voice in previous development decisions.

Throughout the Fostering Fairmont project, residents of the Westside have expressed a sentiment that public investment has been lacking and that development decisions have not been responsive. As shown on the Projected Development Map (see Figure 1), residents desire public facilities as well as residential and commercial development in strategic areas that will not change the character of the existing neighborhoods. This land use map is based on all sections of the Neighborhood Action Plan and can be used in developer recruitment efforts by the City of Fairmont and in project planning by the Fairmont Community Development Partnership and Fairmont-Morgantown Housing Authority.

**FIGURE 1: PROJECTED DEVELOPMENT MAP**



## Public Facilities

Public facilities include utilities, water, sewer, transportation, communications, schools, and recreation facilities. It is essential to provide the infrastructure and facilities needed for a community to thrive. Such projects must account for future land use, population growth, demographic patterns, and zoning. Although these facilities do not create growth, they do guide and encourage growth and therefore shape the quality of life in communities. Some of the public facilities recommended herein serve the needs of existing residents, while also incentivizing development in strategic areas. Because schools are located outside of the planning area, and because most utility and communications infrastructure is maintained by private companies, they are not addressed directly. While water and sewer systems are maintained by the City of Fairmont, neither service came up in community comments. Therefore, we focus on the public provision of transportation infrastructure and recreation facilities.

### Transportation and Circulation

Transportation and circulation are vital to physical development. The ease and convenience of movement of people and goods from one place to another within a community contributes to quality of life. Adequate routes and facilities for automobiles, trucks, emergency vehicles, transit, pedestrians and bicyclists are necessary. Recent transportation policies encourage "complete streets" that support walkable communities to promote health, safety, comfort, sociability, accessibility, and attractiveness.

Westside residents have identified a lack of pedestrian and bicycle facilities, as well as insufficient connections from the neighborhood to downtown for both cars and commercial trucks, particularly those traveling to and from the Wastewater Treatment Facility. Residents seek better circulation via streets, sidewalks, and identified truck routes, as well as trail linkages to Buffalo Creek and the Monongahela River. They also seek increased street capacity and connections should development intensify in strategic areas. Because some of these facilities will be very costly to build, planning and resource development should begin now.

As shown on the Projected Development Map (see Figure 1), changes are indicated to better accommodate both vehicles and pedestrians/bicyclists. In terms of vehicular transportation, circulation is impeded by one-way traffic zones on key neighborhood collector streets and routes to public facilities such as parks, future community centers, and cemeteries (see Maple/Garrett Avenue and Weatherwax/High Street). Furthermore, Washington Street needs to be rebuilt as an identified truck route between downtown and the Wastewater Treatment Facility. If designed as a complete street, this reopened route could incentivize private development on the mostly vacant hillside between Ogden Avenue and Washington Street.

In terms of pedestrian and bicycle circulation, sidewalks and proper lighting should be provided on neighborhood collector streets leading to and from Route 19. The addition of shade trees, traffic calming features, and public art would enliven these streets as the heart of each neighborhood. Complete street design would enable the City to seek funding from alternative sources related to community health. In addition, pedestrian access routes could be made on both sides of Buffalo Creek. From the south bank it could connect to Windmill Park via the Dominion Hope right-of-way to Fitzgerald Street, to Washington Street, to Garrett Avenue. From the north bank it could connect to Old Pennsylvania Avenue via an extension.

Plans should also be considered for bicycle traffic. This could be accomplished by having established bike routes on both sides of the Monongahela River with access points at Garrett Avenue to Washington Street, through the Wastewater Treatment Facility and the at-grade railroad crossing. A connection can also be made from the Buffalo Creek rail trail to Palatine park via on-street routes along Washington Street to the Jefferson Street Bridge, to a ramp from Merchant Street to Water Street. The on-street routes would include signage such as "Share the Road" and "Bicycle Route" to warn motorists to take care.

Finally, to better serve transit riders, it would be beneficial to install bus shelters with public art elements at key public facilities such as the Dunbar School, Windmill Park, and Fairhills Plaza.

### Parks and Open Space

Parks and recreation facilities encourage healthy lifestyles and build community by accommodating social gatherings and interactions. These facilities have positive impacts on air, water, tourism, and property values that cumulatively result in a greater quality of life and sense of belongingness. Westside residents have expressed a lack of adequate parks and recreation facilities. Residents would like to see upgrades to Windmill Park sports fields, courts, track, outbuildings, concession stands, sidewalks, parking, and lighting, along with the addition of a dog park and other outdoor activities. They also want to see an indoor recreation center constructed in or adjacent to Windmill Park to accommodate gym and pool facilities. This could be accomplished through public-private partnerships. A master plan that considers all these potential improvements is recommended.

Vacant lots amidst development provide small open spaces that should be considered for temporary or permanent use as pocket parks or community gardens/urban agriculture sites. Activity deters behaviors like dumping and overgrowth that depress values of adjacent properties. However, open space also includes natural areas and greenways that provide routes and destinations for outdoor recreation and provide essential linkages between habitat areas, allowing wildlife to thrive even in urban areas. The Westside neighborhoods are blessed with the Monongahela River and Buffalo Creek, along with an abandoned rail line that provide many opportunities to expand usable open space and generate regional rail trail connections. Given that neighborhood youth are fond of riding ATVs and dirt bikes illegally on the streets and private property, it would be wise to designate some of this open space for this purpose. The planned Marion County Connector rail trail will extend from Mannington to Morgantown, and from there to both Pittsburgh and Washington, D.C.

Finally, the Westside neighbors wish to complete an adaptive reuse of Dunbar School as a community center hosting a wide range of youth, adult, and senior programming. This could be accomplished through public-private partnerships.

### Safe Places

Physical development decisions should consider both building and community safety. In terms of building safety, it is clear that City of Fairmont code enforcement officers have not been able to achieve objectives given the plethora of Brownfield, Abandoned, and Dilapidated (BAD) Buildings in the Westside neighborhoods. While the legalities of enforcement are constrained by West Virginia Code, stepped up prevention could be accommodated through creative staffing approaches. In terms of community safety, building and landscape design should follow Crime Prevention Through Environmental

Design (CPTED) guidelines. These tactics modify the physical environment to help people take control of spaces where they live and work. The four basic principles of CPTED are: natural surveillance through visibility and lighting, territorial reinforcement through borders and fences, natural access control through landscape deterrents, and target hardening through the use of adequate locks or other barriers to entry. Of these, enabling natural surveillance encourages neighbors to look out for one another, thereby building a sense of community.

## Physical Development Action Plan

Based on this overview of community assets and preferences, the overall goal for physical development is ***to increase public and private investment in sustainable natural and built environments in the Westside neighborhoods***. Based on responsive promising practices, this goal will be achieved through the following objectives and strategies.

1. Increase desired residential and commercial development in strategic areas.
    1.1. Create a Projected Development Land Use Map based on all sections of the Neighborhood Action Plan.
        1.1.1. Identify viewsheds where there is greater potential for infill development opportunities.
    1.2. Use land use map in developer recruitment efforts with the City of Fairmont and the Fairmont Community Development Partnership.
2. Improve circulation for all forms of transportation.
    2.1. Rebuild Washington Street as a Complete Street and identified Truck Route between downtown and the Wastewater Treatment Facility.
    2.2. Design and build safe pedestrian routes to and from Route 19, including sidewalks, pedestrian lighting, shade trees, and public art.
        2.2.1. Create a Multimodal Circulation Map.
    2.3. Install "Share the Road" and "Bicycle Route" signage along identified pedestrian routes.
    2.4. Establish pedestrian access routes to both sides of Buffalo Creek.
        2.4.1. Connect the Buffalo Creek Rail Trail to Windmill Park via on-street bike routes from the Wastewater Treatment Facility to Washington Street, to Garrett Avenue.
        2.4.2. Connect Fitzgerald Street to Buffalo Creek via the Dominion Hope right-of-way access road.
        2.4.3. Connect Old Pennsylvania Avenue to Buffalo Creek via an extension.
    2.5. Establish pedestrian/bicycle access routes to both sides of the Monongahela River.
        2.5.1. Establish an access point via Garrett Avenue to Washington Street, through the Wastewater Treatment Facility, and across the at-grade railroad crossing.
        2.5.2. Connect the Buffalo Creek Rail Trail to Palatine Park via on-street routes along Washington Street to the Jefferson Street bridge, to a Merchant Street ramp to Water Street.
    2.6. Eliminate one-way traffic barriers to circulation on neighborhood collectors and routes to public facilities.

2.7. Install bus shelters with public art elements at key public facilities.

2.7.1. Include the Dunbar School stairs (Barrackville Route); both entrances to Windmill Park (Jackson Addition Route); and Fairhills Plaza (Fairview/Rivesville Routes).

3. Expand parks and public facilities to meet informal education, recreation, and leisure programming needs (see Social Development section).

3.1. Expand Windmill Park to Garrett Avenue through the Fairmont Community Development Partnership lot.

3.2. Generate a master plan for Windmill Park improvements.

3.2.1. Work with the WVU Landscape Architecture program, the City of Fairmont, and the Marion County Parks and Recreation Commission.

3.3. Design and build an indoor recreation center on Garrett Avenue.

3.3.1. Establish a partnership among the City of Fairmont, Marion County Parks and Recreation Commission, and the YMCA.

3.3.2. Work with Fairmont State University's Architecture program for conceptual design.

3.4. Design and build the Francis H. Pierpont Overlook pocket park next to the historic house at 500 Ogden Avenue.

3.4.1. Work with the WVU Landscape Architecture program and the City of Fairmont.

3.5. Design and build an ATV park at the abandoned Roundhouse site.

3.5.1. Work with the WVU Landscape Architecture program, the City of Fairmont, and a private operator.

3.6. Formalize Buffalo Creek use areas as public pocket parks.

3.6.1. Including: (1) the railroad trestle location, (2) the end of the Dominion Gas right-of-way, and (3) the extension off Old Pennsylvania Avenue.

3.7. Develop the first section of the Buffalo Creek Rail Trail.

3.7.1. Complete the section from the Wastewater Treatment Facility (active freight railway) to the Johnny Johnson Bridge.

3.8. Design and renovate the historic Dunbar School building and site as the Paul Laurence Dunbar Community Center.

3.8.1. Establish a partnership between the Dunbar School Foundation and the Fairmont Community Development Corporation.

3.8.2. Work with Fairmont State University's Architecture program and WVU's Landscape Architecture Program for conceptual design.

4. Increase the safety of private and public spaces.

4.1. Demolish or rehabilitate buildings on the BAD Buildings Team inventory list.

4.1.1. Establish a partnership between the City of Fairmont and the Fairmont Community Development Partnership, using Property Rescue Initiative funding from the West Virginia Housing Development Fund.

4.2. Form a property code enforcement prevention team of retirees and youth who wish to work part-time for the City of Fairmont without benefits.

4.3. Advocate with the City of Fairmont to add Crime Prevention Through Environmental Design (CPTED) to its zoning and design review policies and procedures.

4.3.1. Ensure guidelines improve visibility, lighting, and security in private developments.

4.4. Increase visibility and lighting in and around public facilities.

# APPENDIX A. NEIGHBORHOOD WALKABOUT FEATURES

## Natural Capital

### Buffalo Creek Access, Pocket Parks, and Trails

- Wastewater Treatment Facility
- Dominion Hope right-of-way
- Old Pennsylvania Avenue trail
- Johnny Johnson Bridge (Pennsylvania Avenue) trail
- Abandoned Railway (Marion County Connector Trail)
- Abandoned Roundhouse Site

### Parks and Pocket Parks

- Windmill Park
- Bellview Park
- 502 Ogden Avenue
- Bellview Avenue "triangle"

## Cultural Capital

### Cemeteries

- Evergreen
- Fairmont City
- Woodlawn

### Historic Buildings

- Dunbar School
- Miller School
- Barnes School
- Woodlawn Cemetery Caretaker's Home and Chapel
- 500 W. Ogden

## Social Capital

### Churches

- Church of God
- Church of God MPGT
- Fairmont Christian Assembly
- Highland Methodist
- Miles Chapel and Divine Café

- Morning Star Baptist
- Mount Zion Baptist
- Temple of Christ
- Ultimate Health Mind and Body Recreative Ministry

### Social Services

- Barnes Learning Center
- Head Start
- Fairmont Community Youth Development Center
- Women, Infants and Children (WIC) Office

### Criminal Activity (Drugs)

- Spring/Maple/Quincy/Pennsylvania Avenue intersection

## Financial Capital

### Affordable Housing

- 211-233 Billingslea Street (FMHA)
- 600-612 Carlone Street (FMHA)
- 100-110 Maple Avenue (FMHA)
- 609-621 Ogden Street (FMHA)
- Spence at Maple (FCDP)

### Local Businesses

- Brite Wash Laundry
- Funeral Home
- Skate-A-Way
- Sno-Cone Stand
- TRANSFLO Service Bulk Transfer Terminal

## Built Capital

### Brownfields, Abandoned, and Dilapidated (BAD) Buildings

- 201 Billingslea Street
- 527 Boydson Street
- 120 Cedar Street
- 137 Chestnut Street
- 139 Chestnut Street
- 313 Chicago Street
- 323 Chicago Street
- 327 Chicago Street

- 334 Chicago Street
- 109 Chew Street
- 395 Garrett Avenue - Old Carriage House
- 403 Garrett Avenue
- 238 Grant Street
- 260 Grant Street
- 216 Hamilton Street
- 344 Hamilton Street
- 350 Hamilton Street
- 17 Holbert Avenue
- 292 Holbert Avenue
- 396 Holbert Avenue
- 401 Holbert Avenue
- Holbert Avenue and Garrett Avenue Alley
- 235 Lehman Avenue
- 320 Lehman Avenue
- 324 Lehman Avenue
- 214 McKinney Street
- 640 Monroe Street
- 642 Monroe Street
- 644 Monroe Street
- 403 Montgomery Avenue
- 102 Odell Street
- 140 Odell Street
- 414 Odell Street
- 518 Ogden Avenue
- 523 Ogden Avenue
- 524 Ogden Avenue
- 527 Ogden Avenue
- 600 Ogden Avenue
- 601 Ogden Avenue
- 605 Ogden Avenue
- 553 Pierpont Street
- 320 Persis Way
- 312 Robinson Street
- 406 Robinson Street
- 813 Sand Street (marked Howard)
- 221 Spring Street
- 227 Spring Street
- 609 Spring Street
- 613 Spring Street
- 123 Spruce Street

- 126 Spruce Street
- 130 Spruce Street
- 211 Spruce Street
- 221 Spruce Street
- 98 Sterling Road
- 99 Sterling Road
- 315 Sutton Drive
- 37 Williams Street
- 320 Yodie Street

### Vacant FCDP Lots

- 129 Abbott Street
- Baltimore Street near Ogden Avenue
- 115 Billingslea Street
- 115 Chew Street
- 162 Fitzgerald Avenue
- 163 Fitzgerald Avenue
- Loree Avenue near Wastewater Treatment Facility
- 201 Maple Avenue
- 309 McKinney Street
- 813 Ogden Avenue
- 400 Robinson Street
- 404 Robinson Street
- 407 Robinson Street
- 414 Robinson Street
- 109 Wheeling Street

### Vacant Lots

- Windmill Park entrance dead end road
- 700 block Maple Avenue

### Key Circulation Routes

- Maple/Garrett
- Weatherwax/High/Monroe/Hamilton/Spring
- Hampton
- Bellview/Riverview
- Fulton/Trolley
- Washington Street
- Quincy Avenue Pedestrian Bridge

## APPENDIX B. COMMUNITY CAPITALS DEFINITIONS HANDOUT

# COMMUNITY CAPITALS

**Natural Capital**
The geography, climate, natural resources, and natural beauty of a place

**Cultural Capital**
The traditions, history, language, and creativity of the people

**Human Capital**
The skills, knowledge, abilities, and attitudes of individuals

**Social Capital**
The relationships that enable bonding among individuals and bridging across groups

**Organizational Capital**
The structure, policies, plans, and track record of existing groups

**Political Capital**
The ability to make or influence public policy at local, county, and state levels of government

**Financial Capital**
The ability to access funding, investment, lending, and income

**Built Capital**
The trails, sidewalks, lights, roads, bridges, buildings, and utility systems

# APPENDIX C. ASSETS IDENTIFIED DURING THE PLANNING WORKSHOP

## Natural Capital

- Scenic land x 2
- Amazing hilltop/side views x 2
- Mon River X 2
- Access to river
- Ogden and Washington x2
- Scenic Views on Ogden Ave.
- Washington St. overlook and access
- Washington Street Right-of-way
- Windmill Park
- Expansion potential at Windmill Park
- Open Green Space Utilization
- Community garden
- Green spaces on Holbert Ave and Ogden
- Lots near Windmill
- Farmable vacant lots
- Vacant lots x3
- Bellview Park x2
- Buffalo Creek Access
- Buffalo Creek
- Kayaking possibilities - Buffalo Creek
- Fishing/swimming opportunities

## Cultural Capital

- African-American history/culture x2
- Civil war history x2
- Woodlawn cemetery x2
- Governor Pierpont burial site
- Dunbar school x3
- History of Diversity
- History
- Pepperoni Rolls
- First Father's Day
- Windmill Park fairground history
- Rich in immigrant history
- Historic buildings
- Evergreen cemetery (was 1 or 1st black cemetery in WV)
- Evergreen Cemetery
- History Negro baseball league
- Appalachian Identity

- Diversity
- Brothers' cooking
- Cultural Appreciation (music, dance, etc...)

## Human Capital

- Ms. Charlotte
- Neighbors who care and do
- Caring neighbors
- Business owners who care and do
- Community leaders who care and do
- Youth/adults interactions with older adults
- Old People
- Children Play
- Affordable sports/activities
- Optimistic attitudes
- Skills from elders
- Community willingness to change
- Awareness of opportunities
- Awareness of needs
- Dance, Music & Cheerleading
- Parents/others support kids
- Good principals and teachers
- Youth still enjoy outside vs. computer/screens
- Youth who want to grow
- WV work ethic
- Fundraise
- Access to Fairmont schools
- Engaged youth
- After school program
- Retired teachers
- Diverse youth programs and activities

## Social Capital

- Strong sense of collaboration
- Neighbors who know each other
- SAFE neighborhoods
- Safe streets – people outside
- Church youth groups
- Youth sports
- Youth activities
- Outdoor activities

## Organizational Capital

- Independent groups working on projects
- Head Start
- Learning Options
- Churches + Church Communities (4x)
- Fairmont State (2x)
- WV Foodlink
- Churches in neighborhood – Highland Ave other church
- Westside Robotics
- 612 MAC
- Westside Action Coalition (WAC)
- Women's Club (took lead in neighborhood PRESERVATION)
- NAACP
- Dunbar School Foundation
- Church Congregations
- Boy Scouts of America
- Sports Leagues
- Senior Programs
- Fairmont Community Development Partnership
- PAWV (Preservation Alliance)
- WV Robotics
- Marion County Black History Team (Charlotte Meade)
- Highland Ave. Methodist
- Bad Buildings Team/NBAC
- Fairmont State University
- FCYDC "The Mac"
- Pierpont College
- Dominion Hope
- Men's Conference
- Fairmont Christian Assembly
- Access to Soup Opera, etc. Opportunities for service
- Woodlawn now has an active board and strategic plan
- The Hub
- Alternative Learning Center (Barnes School)

## Political Capital

- Active Delegates
- Legislators who engage
- House of Reps
- Responsive City Manager
- Quick Grabs
- Senator Manchin + Gayle

- County Commission – Palatine Park
- City of Fairmont- Limited
- 3 Council Districts
- Zoning= Penn + Washington zones for commercial

## Financial Capital

- Main Street Fairmont
- Woodforest Bank
- State Historic Preservation Office
- WesBanco CDC and CRA
- Fairmont Federal Credit Union
- MCPARC Grants
- City Grants
- Assistance with dilapidated houses still occupied
- Property Recovery Initiative loans
- National Endowment for Arts Grants
- BBW Laundry
- Bridge in Bellview
- Dominion Hope Right of Way to Buffalo Creek
- Bank Investments
- Attention of the FCDP and FMHA

## Built Capital

- Dilapidated Building List in GIS database
- GIS Map/ Data
- Vacant Lots for Infill Development
- Proximity to State Building + Departments
- Close to downtown
- Walkable to Downtown
- Proximity to Educational Opportunities
- Proximity to state parks
- Access to Dick Ritter - Fairhillls Plaza owner
- Fairhills Plaza and businesses
- Skate-a-way
- History of family-owned businesses
- Local Small Businesses
- Small Businesses
- Colassenos
- Broken Egg
- 24/7 Laundromat
- Small businesses along boulevard
- BBQ restaurant

- Former cornerstore (Maple)
- Ms. Ann (snowcones)
- Older Businesses
- Mom/Pop Stores Businesses
- Roller rink (Skate-Away)
- Entrances to town – except rt.19
- Expansion of Windmill Park Facilities
- Windmill – (Needs Additional facilities, Horseshoe Pit, Track, Update Playground Equipment)
- Water Treatment Plant
- Abandoned Railroad Track (Buffalo Creek)
- Abandoned Railroad Roundhouse Site
- Woodlawn Cemetery Caretakers House
- Woodlawn Cemetery
- Dunbar School
- Million Dollar Bridge
- 500 Ogden (Turret House)
- 500 Ogden Ave – Historical Architectural Rehab Potential
- FCYDC Property
- Active Railway Access
- Beauty of Architecture
- Miller School
- Bellmont Hotel
- Old Post Office in Bellview
- Access to 5th St. Park + Gym
- East West Stadium
- "Urban" area for Marion County

# APPENDIX D. ENTERPRISE PITCH SHEET

## Community Enterprise Pitch Sheet

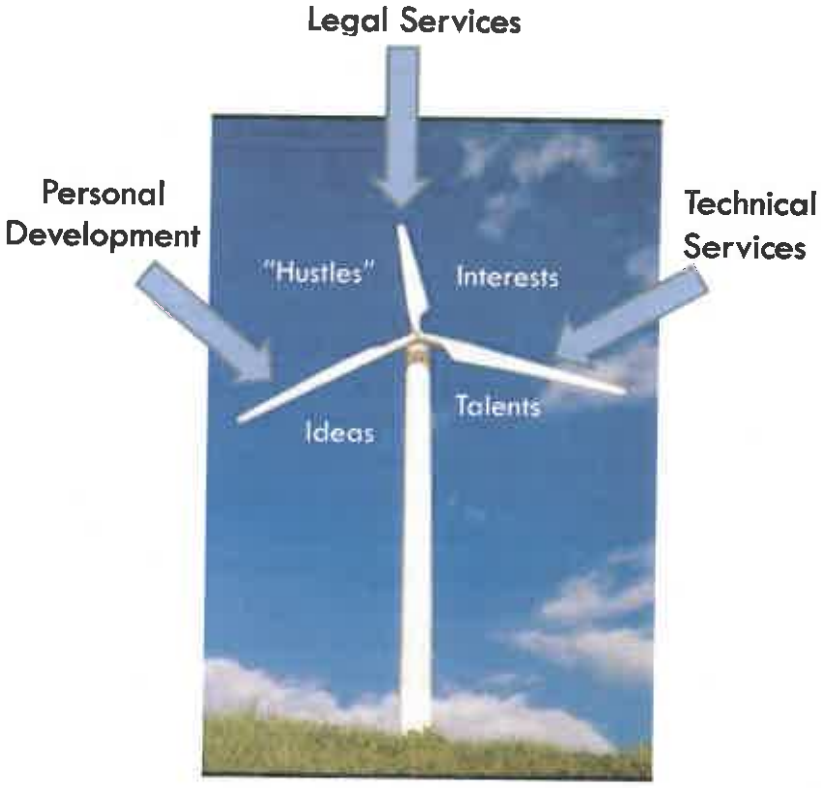
**What specific assets will you use to make this happen?**

**What do you seek to do and why? Do you have a name for your enterprise?**

**What is your name and what are you willing to do to make it happen?**

### 3.3.7 Windmill Entrepreneurship Support Clinic Project Plan

# THE WINDMILL ENTREPRENEURSHIP SUPPORT CLINIC




5/15/2017

Daniel Eades and Margaret Stout

Just as a windmill collects diffuse energy from the wind and transforms it into focused, rotational energy, The Windmill Entrepreneurship Support Clinic will collect and focus the ideas, interests, and talents of Westside residents into viable business opportunities. The Windmill will provide entrepreneurial support and transactional law services to potential and existing entrepreneurs seeking to leverage the community's local assets and fulfill basic goods and service needs.

# The Windmill Entrepreneurship Support Clinic

PROJECT PLAN

## EXECUTIVE SUMMARY

Small businesses are critical to community and economic development. Microenterprises with fewer than five employees may be especially important for local economic growth and supporting minority communities. The Westside neighborhoods have lost many of the basic goods and service businesses that fulfilled the basic needs of residents and provided economic security to individuals and families. As a result, the community is exploring opportunities to recreate and reinvigorate its small business community.

Just as a windmill collects diffuse energy from the wind and transforms it into focused, rotational energy, The Windmill Entrepreneurship Support Clinic will collect and focus the ideas, interests, and talents of Westside residents into viable business opportunities. The "vanes" of the Windmill will include entrepreneurial support and transactional law services provided to potential and current entrepreneurs in the Westside neighborhoods, including general small business training and support to a breadth of business ventures, but with an eye toward enterprises that leverage the community's local assets and fulfill basic goods and service needs. These services will be provided by several resource providers operating in and around the Westside neighborhoods and the larger Fairmont community. Currently, it is expected that programing and services will be delivered by WVU faculty and students operating out of the Women's Business Clinic and WVU Law Entrepreneurship and Innovation Legal Clinic, and pro bono legal professionals. Services will be housed at the Fairmont Community Development Partnership's downtown Excelerator space, with additional programing held at the Dunbar School Annex and other neighborhood locations.

This document outlines entrepreneurship support polices at the federal, state, and local levels highlighting the institutions and organizations that should be engaged in service delivery; presents relevant legal information; and provides a project implementation plan that details the necessary steps required to undertake the project. The action plan is organized by sequential phases of activities including: predevelopment, outreach, program delivery, and evaluation. Programs for future resource development are also included; however, many of the project costs will be satisfied by grants already secured by partner organizations and technical service providers committed to working in the community.

# INTRODUCTION

A vibrant and stable economy that provides sufficient employment opportunities, and individual and family income is key for a high quality of life. While the unemployment rate in Fairmont's Westside neighborhoods is extremely low, poverty rates are very high. The neighborhoods have lost many basic goods and service businesses, making it increasingly expensive and inconvenient to live in the area. In response to these conditions, residents desire an increase in minority-owned local businesses and entrepreneurship and the fulfillment of basic needs and services (Stout, et al., 2016).

Locally-owned businesses, particularly women and minority-owned businesses were once a staple in the Westside neighborhoods. To rebuild the economic base of small businesses in the neighborhood, entrepreneurial development programming, financing, and incubation are needed (Stout, et al., 2016). General small business training and support should be provided, and following an economic gardening approach, enterprises that draw upon local assets and fulfill basic goods and service needs should be identified and encouraged.

The Windmill Entrepreneurship Support Clinic will fulfill many of these entrepreneurial training and support needs. The Clinic was conceived through in-depth community-driven visioning and strategic planning. Through a partnership with Margaret Stout, Associate Professor of Public Administration at West Virginia University, a team of faculty, staff, and students accompanied neighbors in a two-year process of learning, organizing, visioning, planning, and action (2015-2017). The resulting Neighborhood Action Plan contains a host of strategies designed to achieve objectives and goals for social, economic, and physical development. Through prioritization of these strategies, projects were selected for immediate action by members of the Westside Action Coalition, which includes both individuals and organizational representatives. This project is one of those selected for action.

The Clinic helps the Westside Action Coalition (WAC) achieve goals and objectives in the Economic Development component of the Neighborhood Action Plan (Stout, et al., 2016) by connecting entrepreneurs to the educational and monetary resources, technical support, and mentorship opportunities necessary to successfully launch and grow a small business. These activities will increase the number of locally owned and operated businesses in the neighborhoods and increase individual and family incomes. Ultimately the project should contribute to the WAC's vision of neighborhoods with small local businesses serving residents basic needs, and ample employment and entrepreneurship opportunities. These investments will support many other goals and objectives for social, economic, and physical development in the neighborhoods.

The following sections outline how The Windmill Entrepreneurship Support Clinic will help the WAC achieve goals and objectives from its Neighborhood Action Plan; the federal state and local policies, programs, and resources that support the project; legal considerations; best practices from similar projects; an action plan to guide project development; and resources that the Clinic might leverage to grow and expand the project in the future.

# RESEARCH FINDINGS

This section summarizes the research finding deemed critical to successful project completion, including federal, state, and local policies; legal issues; and technical requirements.

## Policy Findings

Policy research has been conducted describing how entrepreneurship supports community and economic development goals, and the organizations and institutions that advocate, support, and facilitate entrepreneurship and small business development.

Entrepreneurs are critical to the long-term health of an economy. Data from the U.S. Census Bureau and Bureau of Labor Statistics estimate that small businesses make up 99.7% of U.S. employer firms and generate 64% of new private sector jobs (SBA, 2012). Comparable to the nation, 99.7% of West Virginia businesses meet the Small Business Administration's (SBA) "small business" threshold of 500 employees. However, while small businesses dominate, the state lags in many measures of entrepreneurial success: The state ranks 47th in startup activity, 35th in growth entrepreneurship, and last in the rate of business ownership (41 business owners per 1,000 adults). Additionally, less than half (48%) of West Virginia startups survive the first five years (Morelix, Fairlie, Reedy, & Russell, 2016).

County Business Patterns data from the U.S. Census Bureau recorded 1,213 employing establishments in Marion County in 2014. Of these, all but three meet the SBA 500 employee threshold for small business classification. The vast majority of these businesses would meet nearly any definition of "small", with 45% of businesses reporting fewer than five employees, and 67% reporting fewer than 10 employees. An additional 2,600 businesses (more than twice the number of businesses with paid employees) are sole-proprietorships with no employees.

These microenterprises, defined by the SBA as a sole proprietorship, partnership, or corporation with fewer than 5 employees (including the owner) (Rappa, 2006) may be especially important for local economic growth. Advocates and researchers argue that they stimulate competition, ultimately enhancing efficiency, innovation, and productivity. For example, Acs and Audretsch (1993) describe how the small-scale, and flexible production technologies of microenterprises in the manufacturing sector have enabled firms to expand and prosper relative to more established businesses. Robbins et al., (2000) identify microenterprises as sources of experimentation and innovation which contribute to changes in market structures.

Even when these businesses are not focused on innovation and growth they may still provide substantial benefits to local communities and economies. For example, because they are often more labor intensive they are better able to promote employment growth (Deller, 2010). Partridge and Rickman (2006) identify microenterprises as a strategy for poverty mitigation as they often represent "necessity entrepreneurs" and draw from secondary labor markets (e.g., lower educated populations, women, minorities, immigrants, etc.). Finally, Binks & Jennings (1986) and Quintana & Pulignano (2006) suggest that because microenterprises are often family owned and depend heavily on their small labor force, they extend the familial atmosphere to their employees. These relationships often increase employees' role in decision making and buffer communities against larger economic downturns as the relationships minimize layoffs.

Because of their beneficial role in the economic development of a community and relatively high risk of failure, equipping entrepreneurs and small business owners with the resources, skills, and relationships necessary to survive and thrive is of the upmost importance. Therefore, policy at the federal, state, and local levels all advocate for public support for these private endeavors.

### Federal Policy Initiatives

The bulk of federal entrepreneurship programs are developed and directed by the Small Business Administration (SBA), which was created in 1953 as an independent agency of the federal government to "aid, counsel, assist and protect the interests of small business concerns, to preserve free competitive enterprise

and to maintain and strengthen the overall economy of our nation" (SBA Mission). In addition to small business funding, the SBA maintains an extensive network of field offices and partnerships with public and private organizations for technical assistance.

In addition to the SBA, the Department of Agriculture (USDA), the Department of Commerce, the Department of Housing and Urban Development (HUD), and the Appalachian Regional Commission are all strong supporters of small business and entrepreneurship.

While originally unrelated to small business, the federal government began formally funding Legal Services during the Johnson Administration's War on Poverty, specifically via the passage of the 1964 Economic Opportunity Act which established the Office of Economic Opportunity (OEO) to distribute funding for the Legal Services Corporation. Most work focuses on litigation around issues like housing, healthcare, and family law (Housman, 1989). However, some civil legal aid service providers have begun to expand into business law in recent years, acknowledging the importance of entrepreneurship in lifting people out of poverty.

### West Virginia State Policy Initiatives

Promotion and support for small businesses and West Virginia entrepreneurs is directed by the WV Development Office in the WV Department of Commerce. Business assistance comes from the West Virginia Development Office's Small Business Development Centers (SBDCs).

Legal Aid of West Virginia (LAWV), a federally funded civil legal aid non-profit, focuses its work in three broad program areas: Civil Legal Aid, Behavioral Health Advocacy, and Long-Term and Elder Care (Ombudsman). However, the organization has recently expanded its services to include entrepreneurial legal support, reflecting the importance of small business to West Virginia's economy.

### Local Policies and Institutions

As noted by the National League of Cities, picking winners for business investment is not the role of local government. However, local governments can and should work to assemble the partner organizations that can ultimately assist local entrepreneurs. Fairmont, Marion County, and the larger north-central West Virginia region are served by several public and non-profit entities that advocate for small business success, including the Marion Regional Economic Development Authority, the Marion County Chamber of Commerce, and Main Street Fairmont.

## Legal Findings

The legal requirements for the Clinic and its service providers are fortunately minimal. The legal issues the Clinic will have to maintain expertise in to serve entrepreneurs and small businesses include organizational structure choices and regulations for registration and licensure. However, because many of the would-be entrepreneurs in low-income areas often have other legal issues that hinder their ability to meet these legal requirements, additional legal services may also be needed. For example, clients may require expungement of past arrests and convictions or assistance settling minor violations and fines that may prevent them from easily holding a job or starting a business.

### Clinic Requirements

The Clinic will provide legal advice and transactional law services on topics such as organization and structure, registration, and licensing. Technical service providers who are not currently licensed to practice law cannot provide legal advice. Any volunteers engaged in transactional law work as part of the Clinic's activities are required to maintain a current law license to practice and provide legal advice. Specific eligibility

requirements for admission to the practice of law in West Virginia are outlined under *Rule 2.0 General requirements for admission*, in the West Virginia Judiciary "*Rules for Admission to the Practice of Law*" (2001).

Under current state statutes, lawyers are required to submit a Financial Responsibility Disclosure form which indicates, among other things, whether they carry malpractice insurance. Although West Virginia lawyers are not required to maintain legal malpractice insurance unless they practice under a limited liability form of business, many do carry this insurance. Regardless, Legal Aid of West Virginia, which will provide the majority of transactional law assistance in the Clinic, maintains legal malpractice insurance which covers paid staff as well as pro bono volunteers.

### Organization and Structure

The IRS and SBA recognize a breadth of business structures. These include sole proprietorships, partnerships, limited liability companies, and traditional shareholder owned corporations. These distinct business structures require different processes for formation, have different tax structures, and present specific advantages and disadvantages for the owner(s). Beyond these traditional business structures, both the federal government and the state of West Virginia recognize other distinct types of corporations, including cooperative associations, which may figure prominently in future community-oriented business ventures in the Westside neighborhoods. The Clinic service providers will need to be well-versed in supporting all options.

### Registration and Licensing

All businesses, whether an individual, group of individuals, or formal corporation or association, and whether employing or non-employing entities are required to pay a $30 business registration fee and obtain a business registration certificate from the West Virginia State Tax Department.

Other businesses may require additional licensing fees and requirements. For example, it is expected that some businesses in the neighborhood will be oriented toward demolition and salvage of vacant and dilapidated structures or construction-related work focused on the maintenance and improvement of neighborhood residences. Work on any construction/repair/alteration/demolition project valued at more than $2,499 will require additional registration with the Contractor's Licensing Board. Contractors subject to licensing include:

- Electrical contractor
- Piping contractor
- General building contractor
- Plumbing contractor
- General engineering contractor
- Residential building contractor
- Heating, ventilating and cooling (HVAC) contractor
- Specialty contractor
- Multifamily building contractor

Other home-based businesses that may be relevant to Westside residents such as accounting, home healthcare, and barbers and cosmetologists also require professional licensing, including local licensing. Educational resources and transactional services relevant to theses specific business topics will be part of the suite of services offered by the Clinic.

### Additional Legal Issues

Some would-be entrepreneurs experience legal issues that hinder their ability to start or manage a business. For example repossession of a vehicle or traffic violations may limit effective and easy transportation options. For others, past felonies or misdemeanors may impact the entrepreneur's ability to secure loans or receive the best possible loan rate. Even the complications of child support arrangements can complicate loan applications. For these types of reasons, more typical Legal Aid services will be included in the services offered by the Clinic.

## Technical Findings

The National League of Cities (NLC) recommends that cities pursuing entrepreneurship as an economic development strategy draw from outside organizations which already have technical experience, resources, and relationships necessary for starting, growing, and sustaining small businesses (Robins, 2014). The NLC specifically identifies government programs, including Small Business Development Centers and SCORE mentors, community organizations, and partnerships with nearby universities and community colleges. These latter institutions can assist in local policy development, provide services directly to entrepreneurs, and facilitate connections between small businesses and workforce training resources. Taken together, these resources and social networks should create "pipeline opportunities" that connect the individual entrepreneur and their business to the appropriate technical and developmental resources they need, when they are needed (see Lichtenstein and Lyons, 2010).

To build this pipeline, the Clinic will draw on the technical resources from a breadth of service providers, including programs at federal, state, and local levels.

### Federal Programs

The Office of Entrepreneurial Development (OED) serves as SBA's technical assistance arm and oversees a network of programs and services that support the training and counseling needs of small business. As described by the SBA's website (SBA, n.d.) programs and services within OED's network include:

> Small Business Development Centers (SBDCs) - A broadband service delivery network of 63 lead centers and more than 900 service centers designed to make a significant, strategic investment in building and enhancing local economies within the United States.
>
> Women's Business Centers (WBCs) - With more than 100 locations, including one at West Virginia University (WVU), WBCs promote the growth of women-owned businesses through programs that address business training and technical assistance, and provide access to credit and capital, federal contracts, and international trade opportunities.
>
> Entrepreneurship Education (OEE) - The Office of Entrepreneurship Education administers programs and activities designed to provide information, education, and training to prospective and existing small business owners. OEE's primary resource partner is SCORE - "Counselors to America's Small Business", a non-profit association dedicated to providing entrepreneurs with free, confidential business counseling through 13,000+ volunteer business counselors and 348 chapters. Other OEE initiatives include free online learning tools and a range of other partnerships.

Beyond the SBA, there are myriad other federal programs targeted to entrepreneurial support. A 2012 Government Accountability Office report identified more than 52 programs, most of which were housed in the SBA, the Department of Agriculture (USDA), the Department of Commerce, the Department of Housing and

Urban Development (HUD). Unfortunately, programs to support entrepreneurs are fragmented and frequently overlap in the type of assistance they are authorized to provide and the type of entrepreneur they are authorized to serve (U.S. Government Accountability Office, 2012). Navigating this system to obtain what is needed can be daunting.

In addition to strictly federal programs, the Appalachian Regional Commission, a federal-state partnership, supports a variety of activities to promote entrepreneurship and business development in the Appalachian Region. The majority of these programs focus on business lending. As a result, they will be relevant to enterprise development in the Westside neighborhoods, but may not be directly relevant to the activities of the Clinic. Readers should refer to the Resource Development section of this document for relevant programs.

### State Programs

The two state agencies that small businesses and entrepreneurs will most likely engage are the Business Division of the WV Secretary of State's Office and the WV Development Office in the WV Department of Commerce. The Secretary of State maintains the official state records of formation, change, and termination for businesses and non-profit associations. Business assistance comes from the West Virginia Development Office's Small Business Development Centers (SBDCs).

The WV SBDC serves businesses with fewer than 500 employees through a state-federal partnership with services provided at little or no charge, via funding from the SBA and matching funds from the state and local entities. There are currently 14 SBDCs located throughout the state providing a range of counseling, training, and technical assistance to businesses in their respective areas. Unfortunately, most SBDCs are minimally staffed (1 or 2 professionals), limiting their activity.

According to their website (http://wvsbdc.com/), WV SBDC services include:

- Low-cost training in business fundamentals workshops;
- No-cost one-on-one confidential advising with our statewide network of credentialed business coaches;
- Practical advice in a broad spectrum of business knowledge, including developing a viable business plan, marketing, innovation, technology and management skills; and
- Connections to financial resources and capital access opportunities.

Assistance from the WV SBDC is limited to technical assistance. However, the organization works with banks and other lending agencies and organizations to develop financial projections.

Support services to entrepreneurs are also provided via federal-state volunteer initiatives, specifically, Legal Aid of West Virginia (LAWV). The group is actively collaborating with the WVU Entrepreneurship and Innovation Law Clinic to develop educational resources and programing that address business licensing, forming a limited liability company, qualifying for non-profit status, protecting intellectual property, and how to legally open specific types of businesses. Additionally, the group will address those legal issues that may not pertain directly to business establishment, but which could negatively impact an entrepreneur's ability to easily and effectively access services and capital or obtain necessary licensure or certifications.

### Local Programs

Main Street Fairmont and the Marion County Chamber of Commerce both provide leadership and programing to improve the economic environment and quality of life for those that work and/or live in Fairmont and Marion County. The Fairmont Community Development Partnership (FCDP) advocates for

community economic development—the most locally-oriented approach to social enterprise and economic gardening.

FCDP collaborated with the USDA, the WV Development Office, the Marion County Commission, and the Marion Regional Development Corporation recently purchased a property (517 Fairmont Avenue) to develop space for business startups. The "Excelerator" offers below-market rents for up to eight furnished office spaces and shared use of a conference room, fax machine, copier, and internet service, and on-site camera monitoring. The Excelerator will be key to the development of entrepreneurial support programing in the neighborhoods.

Several institutions of higher education offer classes and programs focused explicitly on entrepreneurship development. For example, Pierpont Community College offers an Entrepreneurial Studies Skill Set Certificate and is an active partner with many county/community groups promoting entrepreneurship and small business development. Fairmont State University offers a degree in Business Administration and several faculty have experience in entrepreneurship.

Finally, WVU offers several entrepreneurship outreach services. The institution houses the SBA Women's Business Center. Andrea McCardle's program, the "Ice House Entrepreneurship Program," was developed through a partnership with the Kauffman Foundation and the Entrepreneurial Learning Initiative (ELI), and speaks specifically to the challenges and successes of minority entrepreneurs. The WVU Entrepreneurship and Innovation Law Clinic provides legal and technical assistance to small businesses, nonprofits, and community organizations. Specific topics include business structure and governance, contracts and agreements, taxes, government regulations, employment, risk management, and intellectual property.

### Serving the Pipeline

Drawing upon these various federal, state, and local resources, the Windmill Entrepreneurship Support Clinic will engage and address the needs of entrepreneurs at multiple stages of their small business journey, from those with little or no idea about what they want to do, to those with active "side hustles" or even established small businesses (see Figure 1).

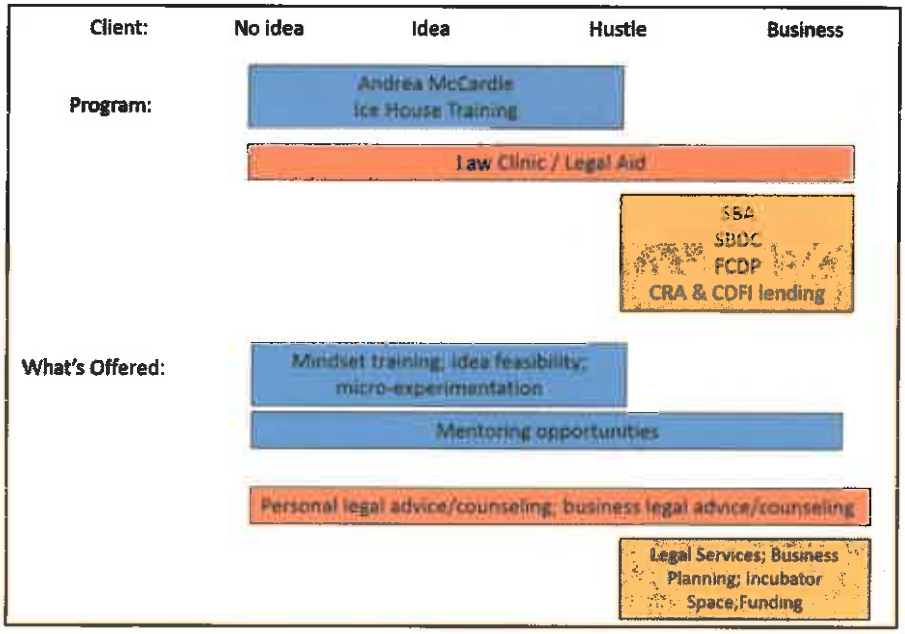



Figure 1. Westside Neighborhoods' Entrepreneurial Pipeline

Training on concepts such as entrepreneurial mindset, idea feasibility, micro-experimentation, and mentoring will be delivered through the Ice House Entrepreneurship Program at the WVU SBA Women's Business Center.

Transactional law services for entrepreneurs at all stages of development will be provided by a joint venture between WV Legal Aid and the WVU Law Entrepreneurship and Innovation Law Clinic. Just as low income residents often struggle with housing, family, or entitlement issues, low-income small business owners also face hurdles including limited access to capital and credit, little or no familiarity with business law, and an inability to pay for legal assistance. The proposed model connects the dots between the entrepreneurship and small business clinical education programs developed at law schools with the original legal clinics operated out of legal aid offices to serve public needs.

In designing and launching the Windmill Entrepreneurship Support Clinic, the lead collaborators will draw upon proven practices in other places. Similar legal clinics have been in operation since the late 1970s and early 1980s (Jones, 1997). Many were funded with grant funds as part of the then experimental SBDC (1977) program and also leveraged small business loan programs specifically targeted to minorities such as the SBA 8(a) program, and other federal lending programs and legislation like the Community Reinvestment Act (1977) (Jones, 1997). For example, the George Washington University Small Business Clinic in Washington, D.C. was established in 1977 as the legal services sub center of the Washington, D.C. Small Business Development Center.

Today, university-based entrepreneurship law programs are numerous; for example, Jones and Lainez (2013) identified more than 149 transactional clinics including 62 focused on small business and entrepreneurship. However, few focus explicitly on microenterprise development (Jones and Lainez, 2013). The George Washington University Small Business Clinic, which can serve as university-driven model for program delivery, continues to operate its Small Business and Community Economic Development Clinic and has an explicit focus on microentrepreneurs. Most of the Clinic's clients are microbusinesses comprising of 1-5 persons with less than $35,000 in start-up capital. Clients are chosen based on a range of factors, which include the variety of caseloads, the number of clients already represented, and the complexity of the client's case. Services are offered based on the academic year. The GW Clinic lists as its services:

- Drafting Articles of Incorporation
- Drafting Bylaws for Corporations (for profit and non-profit)
- Creating Limited Liability Companies
- Reviewing Leases
- Conducting Legal Research on Specific Problems
- Business Licenses and Permits
- Trademark and Copyright Applications
- Contract Drafting and Contract Review
- Application for Federal Tax-Exemption Status

The GW Clinic does not handle litigation, draft business plans, engage in financial negotiations, develop loan packages, or assist with tax returns.

In West Virginia, a similar program, Community Economic Development Legal Assistance Work (CEDLAW), was piloted last year in the West Side neighborhoods of Charleston, WV by Legal Aid of West Virginia and Mountain State Justice, Inc. Funding for the project supports an attorney for two years who is able to provide free legal assistance to non-profits and income eligible entrepreneurs (below 300% of the federal poverty

level) who are starting or expanding a small business that benefits the neighborhood either in terms of products and services or employment opportunities. Additional assistance is provided by pro bono volunteers and students affiliated with the WVU Entrepreneurship and Innovation Law Clinic. Specific services include:

- Addressing legal aspects of the formation of community and business organizations;
- Establishing employment policies and procedures;
- Seeking a trademark, copyright, or patent;
- Reviewing commercial leases and third party contracts;
- Counseling clients regarding the legal conduct of business activities;
- Providing transactional support, including acquisition of property, financing, development, compliance with land use and zoning requirements;
- Providing representation on issues related to taxations;
- Negotiating and drafting loan agreements;
- Doing legal work for non-profits to support their goals – including goals related to the clearance of vacant and dilapidated property; and
- Assisting individual clients referred by non-profits and community partners with individual legal barriers to employment.

The strategies outlined for CEDLAW's implementation and the anticipated outcomes closely follow community oriented, critical lawyering approaches and community development best practices. For example, the program emphasizes and tracks partnerships formed, educational materials developed, and workshops presented; transactional legal work completed on behalf of individual entrepreneurs and non-profits; and legal assistance to remove employment barriers.

While these models address the legal needs of entrepreneurs they may not address the nuts-and-bolts of business development such as market feasibility, business planning, securing funding, etc. Therefore, additional technical assistance to start-ups and established small businesses in the Westside neighborhoods will be coordinated through partners such as the SBA and local SBDC.

## ACTION PLAN

Based on the policy, legal, and technical findings this project will bring together technical service providers to coordinate a "pipeline" of entrepreneur and small business development services. The Windmill Entrepreneurship Support Clinic will address the small business development needs of the Fairmont community, and the specific needs Westside community resident entrepreneurs, paying particular attention to the legal needs of clients and the local assets that can be leveraged to create strong, sustainable, neighborhood focused small businesses.

This project should begin the implementation phase by organizing a Project Action Team (see Appendix A) and securing space in which to deliver services. At the same time, pre-development activities and outreach conducted by partner groups such as the Women's Business Center, the CEDLAW clinic should be initiated. The following section details what needs to be done to implement and manage the Clinic using the following format:

1. Overall Activity: What
    1.1. Action Step: How
        1.1.1. Detailed Tasks: Who, Where, When…

1. Form a Project Action Team.
    1.1. Identify stakeholders interested in being champions for the project.
        1.1.1. Ask WVU EILC to act as the lead agency during start-up.
        1.1.2. Ask FCDP to be the anchor organization in Fairmont.
    1.2. Convene monthly to shepherd the project forward.
2. Secure funding resources (ASAP).
    2.1. Identify opportunities and complete grant applications for funding.
        2.1.1. Legal Aid and Mountain State Justice have secured $329,000 in funding to support community economic development legal support services at select locations across the state (CEDLAW); West Virginia University Law, Entrepreneurship and Innovation Law Clinic is providing entrepreneurial transaction law services in communities as part of these efforts; $146,400 will support an attorney for two years to staff the legal support clinic.
3. Identify programing space (ASAP).
    3.1. Connect with current and future resource providers to identify workspace in the community.
        3.1.1. WVU, EILC and local groups including the WAC and Fairmont Community Development Partnership will coordinate to secure space for training and service delivery.
    3.2. The FCDP Excelerator provides service space within a mile of the Westside neighborhoods.
    3.3. The Dunbar School Annex provides training space within the neighborhoods.
4. Hire a Project Attorney to coordinate Legal Aid/WVU EILC services (within 2 months).
5. Complete program design, naming, and branding.
    5.1. Request technical assistance from Andrea McCardle, WVU/SBA Women's Business Center.
    5.2. Request technical assistance from Eve Faulkes and her graphic design students in the WVU Creative Arts College.
    5.3. Mind Your Own Business! is proposed.
6. Complete a market study to determine the feasibility of targeted, asset-based businesses, including alternative energy, urban farming, recreational tourism, cultural tourism, and demolition, salvage, and construction.
    6.1. Connect with the Ohio Employee Ownership Center to discuss research design and cost.
    6.2. Identify and obtain funding to conduct the study.
7. Complete outreach and promotion of services (Present – 3 months).
    7.1. Coordinate outreach to the Westside neighborhoods with the WAC.
    7.2. Complete a Needs and Opportunities assessment (4-6 months).
        7.2.1. Host community focus groups.
    7.3. Conduct a "Passions, Products, and Services Survey" to identify skills, interests, and "side hustles" that represent entrepreneurship potential.
    7.4. Engage with post-incarceration re-entry programs, churches, recovery programs, and current small businesses.

7.5. Engage with local faith groups and other community groups.

7.6. Engage with broader community through economic development organizations.

7.7. Host a "Show of Hands" or other micro-lending event

8. Recruit pro bono services from the local legal community.

8.1. A Pro Bono Steering Committee will be assembled by the Legal Aid/WVU EILC Project Attorney.

8.2. Follow-up with those interested in starting or growing a business.

9. Develop Educational Materials (within 6 months)

9.1. The Project attorney will consult with the pro bono steering committee to create small business development and non-profit educational materials (e.g., Handyman 101), including presentations, handouts, and web-based materials.

10. Initiate program delivery (within 6 months).

10.1. Andrea McCardle, will deliver Ice House Entrepreneurship Training to residents who have shown interest in pursuing a small business venture.

10.2. The project attorney and the pro bono steering committee will deliver workshops and one-on-one sessions.

10.2.1. Hold monthly workshops for Westside community members.

10.3. Assist entrepreneurs and non-profits on individual organizational transactional law issues.

10.3.1. The Project attorney and the pro bono steering committee will deliver one-on-one services.

11. Foster asset-based enterprise and basic goods and service businesses.

11.1. Recruit or identify local "back office" service providers to support the incubator and to develop as entrepreneurial venture(s).

11.2. Develop or expand demolition, salvage, and construction businesses.

11.3. Establish an urban farming enterprise.

11.4. Identify interest in businesses associated with outdoor recreation (e.g., Windmill Park and Marion County Connector Rail Trail).

11.5. Identify interest in businesses associated with cultural tourism (e.g., Marion County Black History Museum and the Woodlawn, City, and Evergreen Cemeteries).

11.6. Identify interest in establishing basic goods and services missing from the Westside neighborhoods.

12. Evaluate activities and outcomes annually.

12.1. Track partnerships established, workshops presented, volunteers recruited, work completed for individuals, work completed for non-profits, etc.

12.2. Legal Aid/ WVU EILC project attorney will track how materials are accessed, clients served, and the number of businesses that are created or expanded.

## RESOURCE DEVELOPMENT

Resources to support this project will come from a variety of sources. Much of the "seed funding" to begin the project has already been secured from partner organizations. For example, the FCDP already has space for programing and business incubation in the Excelerator. Legal Aid and Mountain State Justice have secured $329,000 in funding to support community economic development legal support services at select locations

across the state (CEDLAW). West Virginia University Law, Entrepreneurship and Innovation Law Clinic is providing entrepreneurial transaction law services in communities as part of these efforts. The groups have committed to staffing transactional law services in Fairmont four days a week for at least two years. Finally, the WVU Research Corp was awarded $150,000 grant to host the SBA's Women's Business Center which offers one-on-one counseling, networking, training workshops, technical assistance, and mentoring to entrepreneurs.

While these resources will provide substantial support to the initiative the Clinic and local project action team will want to identify additional resources to maintain and hopefully expand services in the future. This should include human capital such as pro bono legal volunteers and local business owners who can serve as mentors. It should also include financial capital from public and private sources for working capital and technical assistance.

### Federal Grant Programs

There are a breadth of Federal policy initiatives that could directly benefit local entrepreneurs. The bulk of these programs are loan programs directed to individual businesses and entrepreneurs. However, there are a limited number of programs from the USDA, SBA, and EDA that could be accessed by the Clinic. A table containing these resource opportunities is included in Appendix B. Additional resources for individual borrowers, especially SBA programs targeted to women and minority business owners are included in the SBA "Resource Guide for Small Business" (included as attachment, Appendix C).

### Private Grant Programs

Like many of the federal programs, private lending institutions are generally focused on loans to individual entrepreneurs and businesses. However, as part of Community Reinvestment Act requirements, many banks also provide grants to entities that support and encourage job creation, and property improvements which ultimately enhance the quality of life for the communities which they serve. For example, in Eastern Kentucky, BB&T has actively partnered with the Mountain Association for Community Economic Development (MACED) to increase entrepreneurial activity through the Capacity Building for Entrepreneurial Development in Eastern Kentucky Initiative. The organization received two grants from BB&T to support training and mentorship opportunities for future entrepreneurs and existing small businesses (Branch Banking & Trust Company, 2014).

Several banks operating in Fairmont maintain active community lending programs including: BB&T, MVB Bank, Huntington Bank, United Bank, and WesBanco.

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# APPENDICES

Appendix A: Project Action Team

Appendix B: Federal Grant Sources

Appendix C: SBA Resource Guide for Small Business

## Appendix A: Project Action Team

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## Appendix B: Federal Grant Sources

| Agency | Program | Description | Eligibility | Funding Amoun |
|---|---|---|---|---|
| Small Business Administration (SBA) | SBA Growth Accelerator Fund Program | Capital to support "Growth Accelerators" which helping entrepreneurs and their startups speed the launch, growth and scale of their businesses. Applicants may be industry focused, technology focused, product centric, cohort based or more long term. | Eligible entities must utilize models that include most of the following elements:<br><br>Selective process for clients;<br>Regular networking opportunities;<br>High-growth and tech-driven startup mentorship and commercialization assistance;<br>Shared working environments focused on building a strong startup community;<br>Resource sharing and co-working arrangements for startups;<br>Opportunities to pitch ideas and startups to investors along with other capital formation avenues to startups;<br>Small amounts of angel money, seed capital or structured loans to startups;<br>Service to underserved communities, such as women, veterans, and economically disadvantaged individuals. | $50,000 |

| Agency | Program | Description | Eligibility | Funding Amoun |
|---|---|---|---|---|
| United States Department of Agriculture (USDA) | Rural Microentrepreneur Assistance Program | Provides microloans for microenterprise startups and growth through a Rural Microloan Revolving Fund<br><br>Provide training and technical assistance to microloan borrowers and micro entrepreneurs | Nonprofits; Federally-recognized Tribes; Institutions of higher learning<br><br>Areas with populations less than 50,000 | $205,00( annually for technical assistance 15% matching funds are required.<br><br>$50,000 $500,00( for Rural Microloar Revolving Funds |
| Economic Development Administration (EDA) | Economic Development Assistance Programs (EDAP) | Grants made under EDAP leverage regional assets to support regional economic development strategies designed to create jobs, leverage private capital, and encourage economic development.<br><br>Investment priorities include: collaborative approaches, public private partnerships, underserved communities, sustainability. | Non-profits; Institutions of higher education; city, county, & state governments. | $3 millior $100,00( |

## Appendix C: SBA Resource Guide for Small Business

(Attached.)

2017

# Resource Guide *for* Small Business

**U.S. Small Business Administration • National Winter/Spring Edition**

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PAGE 13 Capital

PAGE 28 Contracting


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SMALL BUSINESS

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NATIONAL WINTER/SPRING 2017

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# COUNSELING

## Getting Help to Start, Market and Manage Your Business

Every year, the U.S. Small Business Administration and its nationwide network of resource partners help millions of potential and existing small business owners start, grow and succeed.

Whether your target market is global or local, the SBA and its resource partners can help at every stage of turning your entrepreneurial dream into a thriving business.

If you're just starting out, the SBA and its resources can help you with business and financing plans. If you're already in business, you can use the SBA's resources to help manage and expand your business, obtain government contracts, recover from disaster, find foreign markets for your produce or services, and make your voice heard in the federal government.

You can access SBA information at **www.sba.gov** or visit one of our local offices for assistance.

## SBA'S RESOURCE PARTNERS

In addition to our district offices, which serve every state and territory, the SBA works with a variety of local resource partners to meet your small business needs: SCORE chapters, Small Business Development Centers (SBDCs), and Women's Business Centers (WBCs). This partner network reaches into communities across America: More than 13,000 business counselors, mentors and trainers are available through over 320 SCORE chapters, 900 Small Business Development Centers, and 110 Women's Business Centers. These professionals can help with writing a formal business plan, locating sources of financial assistance, managing and expanding your business, finding opportunities to sell your goods or services to the government, and recovering from disaster. To find your local district office or SBA resource partner, visit **www.sba.gov/tools/local-assistance.**

## SCORE

SCORE is a national network of more than 11,000 entrepreneurs, business leaders and executives who volunteer as mentors to America's small businesses. SCORE leverages decades of experience from seasoned business professionals to help small businesses start, grow companies and create jobs in local communities. SCORE does this by harnessing the passion and knowledge of individuals who have owned and managed their own businesses and want to share this "real world" expertise with you. With more than 320 offices throughout the country, SCORE provides key services both face-to-face and online to busy entrepreneurs who are just getting started or in need of an experienced business professional as a sounding board for their existing business. SCORE can help you as they have done for more than 10 million entrepreneurs and small business owners by matching your specific needs with a business mentor, traveling to your place of business for an on-site evaluation, and teaming with several SCORE mentors to provide you with tailored assistance in a number of business areas.

- SCORE mentors understand the needs and challenges of managing successful businesses because they've experienced them too. Most have owned and operated their own businesses or served in management positions for our nation's top companies.
- SCORE chapters provide business workshops and seminars on topics customized to the needs of the local business community. In all communities, SCORE offices advocate the need for business planning and offer an introduction to the fundamentals of a business plan.
- For established businesses, SCORE offers in-depth training on topics such as customer service, hiring practices, using the Internet for business, marketing, home-based business operations and many other issues.

Since 1997, SCORE has offered a leading online business resource for entrepreneurs – www.score.org. This site is a comprehensive small business resource that includes SCORE's 24/7 email mentoring service. Entrepreneurs can use email mentoring available at www.score.org/mentors to search a database of hundreds of SCORE online

### ON THE UPSIDE

*It's true, there are a lot of reasons not to start your own business. But for the right person, the advantages of business ownership far outweigh the risks.*

- You get to be your own boss.
- Hard work and long hours directly benefit you, rather than increasing profits for someone else
- Earnings and growth potential are unlimited.
- Running a business will provide endless variety, challenge and opportunities to learn.

mentors with a combined knowledge of more than 600 business backgrounds.

For information on SCORE and to get your own business mentor, visit www.sba.gov/score, go to **www.score.org** or call 1-800-634-0245 for the SCORE office nearest you.

## SMALL BUSINESS DEVELOPMENT CENTERS

The U.S. Small Business Administration's Small Business Development Centers (SBDC) mission is to build, sustain, and grow small businesses; promote small business development; and enhance local economies by creating businesses and fulfilling its mission of creating jobs.

The SBDCs are vital to SBA's entrepreneurial outreach and have been providing service to small businesses for over 35 years. It is one of the largest professional small business management and technical assistance networks in the nation. With over 900 locations across the country, SBDCs offer existing and future entrepreneurs free one-on-one expert business counseling and low-cost training by qualified small business professionals.

In addition to its core business development services, the SBDCs offer special focus areas such as disaster recovery and preparedness, technology transfer and commercialization, regulatory compliance, and accessing unique resources for women, minority, and veteran business owners and entrepreneurs. SBDCs have also increased their capacity to help U.S. entrepreneurs enter global markets through export readiness assessment, training, regulatory compliance and a broad range of international trade assistance for new and existing exporters.

The program combines a unique combination of federal, state and private sector resources to provide, in every state and territory, the foundation for the economic growth of small businesses. In FY2015 they:

- Assisted more than 12,000 entrepreneurs to start new businesses – equating to nearly 32 new business starts per day.
- Provided counseling services and training services to over 549,000 clients.
- Raised more than 4.68 billion in capital infusion.

The efficacy of the SBDC program has been validated by a nationwide evaluation study. Of the clients surveyed, more than 80 percent reported that the business assistance they received from the SBDC counselor was worthwhile. The top five impacts of counseling cited by SBDC clients were revising marketing strategy, increasing sales, expanding products and services, improving cash flow and increasing profit margin. More than 40 percent of long-term clients who received five hours or more of counseling reported an increase in sales and profit margins.

For information on the SBDC program, visit **www.sba.gov/sbdc**.

### U.S. Export Assistance Centers

SBA trade finance specialists are co-located in 19 U.S. Export Assistance Centers throughout the U.S., with U.S. Department of Commerce and, in some locations, Export-Import Bank of the U.S. personnel. This multiple agency collaboration provided trade promotion and export-finance assistance in a single location. The USEACs also work closely with other federal, state and local international trade organizations to provide assistance to small businesses. To find your nearest USEAC, visit: **http://www.sba.gov/content/us-export-assistance-centers**. You can find additional export training and counseling by contacting your local SBA district office.

## WOMEN'S BUSINESS CENTERS

The SBA's Women Business Center (WBC) program is a network of over 100 community-based centers that provide business training, counseling, coaching, mentoring and other assistance geared toward women, particularly those who are socially and economically disadvantaged. WBCs are located in nearly every state and U.S. territory including the District of Columbia and the territories of Puerto Rico and American Samoa. They are partially funded through a cooperative agreement with the SBA.

To meet the needs of women entrepreneurs, WBCs offer services at convenient times and locations, including evenings and weekends. WBCs are located within non-profit host organizations that offer a wide variety of services in addition to the services provided by the WBC. Many of the WBCs also offer training and counseling and provide materials in different languages in order to meet the diverse needs of the communities they serve.

WBCs often deliver their services through long-term training or group counseling, both of which have shown to be effective. WBC training courses are often free or are offered for a small fee. Some centers will also offer scholarships based on the client's needs.

A number of WBCs also provide courses and counseling via the Internet, and in mobile classrooms and satellite locations. In fiscal year 2015, the WBC program counseled and trained over 140,000 clients, creating local economic growth and vitality. The WBCs helped entrepreneurs access more than $87 million dollars in capital. Based on a 2010 Impact Study, of the WBC clients that have received three or more hours of counseling, 15 percent indicated that the services led to hiring new staff, 34 percent indicated that the services led to an increased profit margin, and 47 percent indicated that the services led to an increase in sales.

In addition, the WBC program has taken a lead in preparing women business owners to apply for the Women-Owned Small Business (WOSB) Federal Contract program that authorizes contracting officers to set aside certain federal contracts for eligible women-owned small businesses or economically disadvantaged women-owned small businesses. For more information on the program, visit **www.sba.gov/wosb**.

To find the nearest SBA WBC, visit **www.sba.gov/women**.

## SBA EMERGING LEADERS

The intense seven-month entrepreneurship training for identified SBA Emerging Leaders creates a learning environment to accelerate the growth of high-potential small businesses, stimulates job creation and helps drive economic development within their communities. A competitive selection process results in company executives participating in high-level training and peer-networking sessions led by professional instructors. Graduates are poised to create an economic ripple effect because they are now equipped with the support, resources and enhanced business skills necessary to succeed.

**Impact of Emerging Leaders:**

The initiative is currently offered in 51 underserved communities across the country.

To date 3,000 businesses have participated and nearly 2,700 Emerging

Leaders have graduated since its inception. A study of Emerging Leaders past participants reported that:

- Nearly 70% obtained revenue growth
- Over 80% created new jobs or retained all
- Participants secured federal, state, local and tribal contracts awards over $1 Billion
- 95% were satisfied with the Emerging Leaders program

Visit **www.sba.gov/emergingleaders** for more information.

## SBA'S LEARNING CENTER

SBA's Learning Center is a virtual campus complete with free online courses, workshops, podcasts and learning tools.

**Key Features of the SBA's Learning Center:**

- Training is available anytime and anywhere — all you need is a computer (or mobile device) with Internet access.
- Nearly 50 free online and interactive courses are available.
- Checklists and worksheets to get your business planning underway.
- Course topics include how to write a business plan, financing options that include SBA lending programs, mastering overseas markets through exporting, public sector procurement tactics, and specialty material for veterans, young entrepreneurs, and women business owners.
- Over ten new courses launched in the last year; including a new Spanish-language version of a course for Young Entrepreneurs.

Visit **www.sba.gov/learning** for these free resources.

## SBA'S CLUSTER INITIATIVE

The SBA is investing in regional innovation clusters throughout the US that span a variety of industries, ranging from energy and manufacturing to advanced defense technologies. Clusters are geographic concentrations of interconnected companies, specialized suppliers, academic institutions, service providers and associated organizations with a specific industry focus. They provide high-value, targeted connecting of small and large businesses, including networking with potential industry partners abroad.

The Regional Innovation Clusters serve a diverse group of sectors and geographies. Three of the initial pilot clusters, termed Advanced Defense Technology clusters, are specifically focused on meeting the needs of the defense industry. The Wood Products Cluster, debuted in 2015, supports the White House's Partnerships for Opportunity and Workforce and Economic Revitalization (POWER) Initiative for coal communities. All of the clusters support small businesses by fostering a synergistic network of small and large businesses, university researchers, regional economic organizations, stakeholders, and investors, while providing matchmaking, business training, counseling, mentoring, and other services to help small businesses expand and grow.

COUNSELING

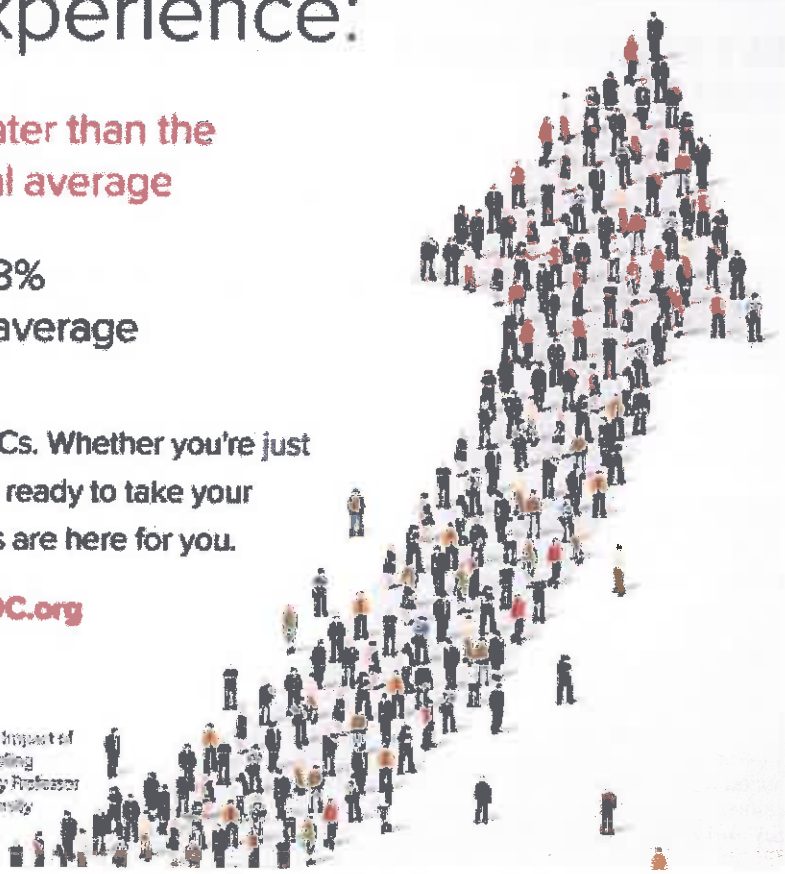

SBDC Clients Experience:

**16.8%** in annual sales growth | 4x greater than the national average

**17.6%** average job growth | versus 1.8% national average

Find the help you need with America's SBDCs. Whether you're just starting out, experiencing growing pains, or ready to take your business to the next level, America's SBDCs are here for you.

Find your SBDC today! **www.AmericasSBDC.org**



AMERICA'S SBDC

Source of statistics: SBA and the "Economic Impact of Small Business Development Center Counseling Activities in the United States: 2013-2014," by Professor James J. Chrisman of Mississippi State University

Throughout the initiative, SBA has asked a third- party evaluator to examine SBA's Regional Innovation Clusters in detail, including their various stakeholder participants and the services and activities provided by the clusters, with a focus on small business participants. Some highlights from the Year 3 report, released in July 2014, include the following:

- 80% of participants agree that cluster activities led to increases in collaborative activity within their region;
- Cluster administrators provided more than 13,000 hours of one-on-one assistance to more than 460 small businesses, with recipient small businesses receiving an average of nearly 29 hours each.
- The value of economic activity in the third year of the program totaled more than $3.9 Billion
- Employment in cluster-associated small businesses grew an average of 6.9%, more than 4 times faster than the regional benchmark.
- Revenues in cluster-associated small businesses increased an average of 6.9%, nearly twice as fast as comparable firms

For more information on SBA's Cluster Initiative, go to **www.sba.gov/clusters.**

## SBA'S SCALEUP AMERICA INITIATIVE

The SBA's new ScaleUp America Initiative is designed to help small firms with high potential to "scale up" and grow their businesses so that they will provide more jobs and have a greater economic impact, both locally and nationally. The SBA has structured this community-focused initiative with local entrepreneurial ecosystems in mind: a key emphasis of the program is building and strengthening entrepreneurial networks within a particular community, so that firms can grow by leveraging and complimenting the existing resources and expertise in their areas.

The ScaleUp initiative functions by supporting communities' efforts to deliver cohort-based intensive assistance to established high-potential small businesses and entrepreneurs that are primed for growth beyond the start-up or early stages. The initiative provides funds to organizing entities in local communities to do the following:

- deliver a proven entrepreneurship education curriculum for growth-oriented entrepreneurs and small businesses; provide on-going one-on-one support,
- provide mentoring and technical assistance;
- facilitate connections to growth capital; and
- identify opportunities to build and strengthen connections and networks in their community.

Since launching this initiative, the SBA has awarded funding support to a geographically and organizationally diverse group of fifteen ScaleUp communities.

For more information on SBA's ScaleUp America Initiative, go to **www.sba.gov/scaleup**

## FINANCIAL LITERACY

If you want to start a business or learn how to better manage your business money, consider Money Smart for Small Business. Money Smart for Small Business provides a practical introduction to the everyday tasks of starting and managing a business. Developed jointly by the Federal Deposit Insurance Corporation (FDIC) and the U.S. Small Business Administration (SBA), this instructor-led curriculum consists of 13 modules. Each module includes a fully scripted instructor guide, participant workbook, and PowerPoint slides. These resources enable an organization to offer Money Smart for Small Business classes right away. The modules provide the most essential information on running a small business from a financial standpoint. In addition to grounding participants in the basics, the curriculum serves as a foundation for more advanced training and technical assistance. You can find this curriculum by visiting **www.sba.gov/moneysmart.**

To learn more about the Financial Literacy and Education Commission, visit **www.mymoney.gov.**

# REACHING UNDERSERVED COMMUNITIES

The SBA also offers a number of programs specifically designed to meet the needs of underserved communities.

## ENCORE ENTREPRENEURS

With their range of life experiences and their tendency to have more disposable income, entrepreneurs age 50 and older are one of the fastest growing groups of business owners. To help meet the needs of "encore entrepreneurs," SBA and AARP have joined forces to mentor, counsel, and educate Americans age 50 and over on how to start or grow a small business. Through this partnership, SBA and AARP collaborate to connect the 50+ population to small business development resources, including online courses, webinars, live workshops, conferences, and mentoring activities.

For additional information, visit **www.sba.gov/encore.**

## BUSINESS SMART TOOLKIT

SBA's Office of Entrepreneurial Development in partnership with the National Association of Government Guaranteed Lenders (NAGGL) developed the Business Smart Toolkit. The toolkit is a ready-to-use workshop that lays the groundwork for helping new and aspiring entrepreneurs launch a business idea and understand the steps to building a business that is credit ready. The Business Smart Toolkit was designed to provide resources for underserved communities.

The information is laid out simply in three modules. The three modules focus on: 1) Basics of Business startup; 2) Essentials of becoming credit-ready; and 3) How and where to find additional small business support and educational resources. The toolkit is designed for local community organizations whose constituents are interested in starting a business but do not know where to begin. The curriculum will allow the local organization to provide their constituents with enough basic

knowledge to get them on the right track in starting and connecting them to local resources—along with providing further support along their entrepreneurial journey. The toolkit and instructor guide are written at a level so that a community volunteer can feel comfortable presenting the information. The Business Smart Toolkit is free and readily-downloadable at **www.SBA.gov/BusinessSmart**.

## FAITH-BASED AND COMMUNITY INITIATIVES

SBA's Center for Faith-Based and Community Initiatives works to engage and build strong partnerships with community and nonprofit organizations, both secular and faith-based, to support entrepreneurship, economic growth and promote prosperity for all Americans. The Center works in coordination with other offices within the Agency to formulate policies and practices that extend the reach and impact of SBA programs into local communities. SBA recognizes the important role community leaders and networks have in economic development at the local and national level. Further, the Center plays a key role in helping identify, engage and impact underserved communities. For additional information, visit **www.sba.gov/faith-based**.

## LGBT BUSINESS OUTREACH INITIATIVE

The SBA's groundbreaking outreach to the Lesbian, Gay, Bisexual and Transgendered (LGBT) community is for the first time bringing SBA resources directly to LGBT business owners. Recognizing the unique challenges faced by the nation's 1.4 million LGBT-owned businesses, the SBA has partnered with several national business advocacy organizations, including the National Gay and Lesbian Chamber of Commerce, to increase the use of SBA programs by LGBT owned businesses.

The SBA is the nation's leading advocate and champion for all entrepreneurs and is deeply committed to helping LGBT-owned small businesses launch, innovate, hire and grow. Across the country, our resource partners are providing LGBT entrepreneurs with game-changing business advice. For more information on LGBT business development, go to **www.sba.gov/LGBT** or e-mail: **lgbt@sba.gov**.

## NATIVE AMERICAN BUSINESS DEVELOPMENT

The SBA Office of Native American Affairs (ONAA) ensures that American Indians, Alaska Natives and Native Hawaiians seeking to create, develop and expand small businesses have full access to the business development and expansion tools available through the Agency's entrepreneurial development, lending, and contracting programs.

The office provides a network of training initiatives that include a Native Entrepreneurial Empowerment Workshop, a Native American 8(a) Business Development Workshop, a Money Smart Workshop, an Incubator Workshop and the online tool, "Small Business Primer: Strategies for Growth." ONAA also is responsible for consulting with tribal governments prior to finalizing SBA policies that may have tribal implications. Visit **www.sba.gov/naa** for more information.

## WOMEN BUSINESS OWNERS

Women entrepreneurs are changing the face of America's economy. In the 1970s, women owned less than 5 percent of the nation's businesses.

Today, they are majority owners of about a third of the nation's small businesses and are at least equal owners of about half of all small businesses. SBA serves women entrepreneurs nationwide through its various programs and services, some of which are designed especially for women.

The SBA's Office of Women's Business Ownership (OWBO) serves as an advocate for women-owned businesses. The office oversees a nationwide network over 100 Women's Business Centers that provide business training, counseling and mentoring geared specifically to women, especially those who are socially and economically disadvantaged. The program is a public-private partnership with locally-based nonprofits.

Women's Business Centers serve a wide variety of geographic areas, population densities, and economic environments, including urban, suburban, and rural. Each Women's Business Center tailors its services to the needs of its individual community, but all offer a variety of innovative programs, often including courses in different languages. They provide training in finance, management, and marketing, as well as access to all of the SBA's financial and procurement assistance programs.

In addition to the women's business centers, the Office of Women's Business Ownership works with other offices

within SBA to monitor how women are utilizing SBA programs such as our loan programs, investment programs and contracting opportunities. OWBO also establishes partnerships with many women's business organizations to help ensure that more women have access to the services provided by SBA and its partners.

Through a strategic alliance with Thunderbird School of Global Management, SBA is pleased to provide access to the DreamBuilder online training curriculum in both English and Spanish. This curriculum is currently being used by over 30 women's business centers. It is available at no cost to entrepreneurs at https://www.dreambuilder.org/sba

For the second year, the Office of Women's Business Ownership has held the InnovateHer competition. The InnovateHER Challenge provides an opportunity for entrepreneurs to showcase products and services that: have a measurable impact on the lives of women and families, have the potential for commercialization, and fill a need in the marketplace. SBA's InnovateHER: Innovating for Women Business Summit on March 17, 2016 in Washington, D.C. will bring together creative ideas to support women's efforts to push the limits, break the glass ceiling and create long-term, positive changes in gender equality.

## YOUNG ENTREPRENEURS

The SBA recognizes the importance of fostering young entrepreneurs and small business owners and their role in the economy. The SBA offers different activities and resources throughout the year aimed at aspiring young entrepreneurs, including social media outreach and customized online courses available at www.sba.gov/learning. For additional information, visit **www.sba.gov/young**.

SBA also administers two contracting and business development programs that are specifically designed to benefit underserved communities. For more information on the 8(a) Business Development Program and the HUBZone Program, see the Contracting section.

# SERVING THOSE WHO SERVED OUR COUNTRY

Each year SBA serves over 200,000 veterans, service disabled veterans and military spouses across the United States and at military installations around the globe. SBA provides training and mentorship, access to capital, preparation for opportunities in federal procurement, cultivating connections within commercial supply chains and disaster relief assistance.

SBA's Office of Veterans Business Development (OVBD) offers a number of programs and services to support aspiring and existing veteran entrepreneurs and military spouses of all eras, women veterans, and service disabled veterans. These programs, Boots to Business, Boots to Business: Reboot, Veteran Women Igniting the Spirit of Entrepreneurship (VWISE), and Entrepreneurship Bootcamp for Veterans with Disabilities (EBV), offer cutting edge, experiential training in entrepreneurship and small business management. These programs were developed to introduce transitioning service members, veterans, and military spouses, to entrepreneurship, exploring self-employment opportunities, and turning an idea into a growth venture. In addition, these programs also help to connect participants to SBA's local network of resource partners and establish a support structure for graduates.

For more information on any of SBA's program for veterans, please visit **www.sba.gov/veterans**.

## BOOTS TO BUSINESS AND BOOTS TO BUSINESS: REBOOT

Boots to Business is an entrepreneurial education and training program offered by the U.S. Small Business Administration (SBA) as a training track within the Department of Defense's Transition Assistance Program (TAP). The curriculum provides valuable assistance to transitioning Service members exploring business ownership or other self-employment opportunities by leading them through the key steps for evaluating business concepts and providing the foundational knowledge required to develop a business plan. In addition, participants are introduced to SBA resources available to help access start-up capital and additional technical assistance.

Boots to Business Reboot is a two-step entrepreneurship training program offered by the U.S. Small Business Administration through a public private partnership with the Institute of Veterans and Military Families, the Marcus Foundation and First Data Corporation. This course is open to Veterans of all eras (Servicemembers, including members of the National Guard and Reserves) and their spouses. The curriculum provides assistance to those interested in exploring business ownership or other self-employment opportunities by leading them through the key steps for evaluating business concepts and providing foundational knowledge required to develop a business plan. In addition, participants are introduced to SBA resources available to access start-up capital, technical assistance and contracting opportunities.

## VETERAN WOMEN IGNITING THE SPIRIT OF ENTREPRENEURSHIP (V-WISE)

Veteran Women Igniting the Spirit of Entrepreneurship (V-WISE) is a three-phase program, V-WISE is offered three times per year across the nation, to approximately 200 participants per session. The program includes a growth track for women veterans and women military spouses already in business as well as start-up training for new entrepreneurs.

## ENTREPRENEURSHIP BOOTCAMP FOR VETERANS WITH DISABILITIES

The EBV National Program is a novel, one-of-a-kind initiative designed to leverage the skills, resources and infrastructure of higher education to offer cutting-edge, experiential training in entrepreneurship and small business management to post-9/11 veterans with service-connected disabilities and a passion for entrepreneurship as well as military family members who serve in a caregiver role to a veteran with a service-connected disability. The aim of the program is to open the door to economic opportunity for our veterans and their families by developing their competencies in creating and sustaining an entrepreneurial

## VETERANS BUSINESS OUTREACH CENTERS (VBOCS)

The Veterans Business Outreach Center Program is designed to provide entrepreneurial development services such as business training, counseling

and mentoring, and referrals for eligible veterans owning or considering starting a small business. The SBA has 14 organizations participating in this cooperative agreement and serving as Veterans Business Outreach Centers (VBOC).

Veterans Institute for Procurement (VIP) - VIP is designed for veteran owned businesses to increase their ability to win government contracts by establishing best business practices. The training is available to established veteran business owners through a cooperative agreement between SBA, the Montgomery County Chamber of Commerce, the State of Maryland, and private sponsors. VIP includes an accelerator-like in-residence educational training program consisting of a three-day comprehensive certification course instructed by professional service experts, government officials, and agency representatives. Since the program launched in 2009, VIP has graduated 546 veteran-owned businesses from 37 states, Washington D.C., and Guam.

## CONTINUITY OF OPERATIONS DURING DEPLOYMENT

SBA also connects veterans and military spouses to lenders that offer loan programs providing fee relief for eligible veterans and military spouses and offers special low-interest-rate financing to small businesses when an owner or essential employee is called to active duty. SBA's Veterans Advantage program provides fee relief for eligible veterans and military spouses and survivors. The Military Reservist Economic Injury Disaster Loan Program (MREIDL) provides loans up to $2 million to eligible small businesses to cover operating costs that cannot be met due to the loss of an essential employee called to active duty in the Reserves or National Guard.

Most new business owners who succeed have planned for every phase of their success. Thomas Edison, the great American inventor, once said, "Genius is 1 percent inspiration and 99 percent perspiration." That same philosophy also applies to starting a business.

First, you'll need to generate a little bit of perspiration deciding whether you're the right type of person to start your own business.

## IS ENTREPRENEURSHIP FOR YOU?

There is simply no way to eliminate all the risks associated with starting a small business, but you can improve your chances of success with good planning, preparation and insight. Start by evaluating your strengths and weaknesses as a potential owner and manager of a small business. Carefully consider each of the following questions:

- **Are you a self-starter?** It will be entirely up to you to develop projects, organize your time, and follow through on details.
- **How well do you get along with different personalities?** Business owners need to develop working relationships with a variety of people including customers, vendors, staff, bankers, employees and professionals such as lawyers, accountants, or consultants. Can you deal with a demanding client, an unreliable vendor, or a cranky receptionist if your business interests demand it?
- **How good are you at making decisions?** Small business owners are required to make decisions constantly – often quickly, independently, and under pressure.
- **Do you have the physical and emotional stamina to run a business?** Business ownership can be exciting, but it's also a lot of work. Can you face six or seven 12–hour workdays every week?
- **How well do you plan and organize?** Research indicates that poor planning is responsible for most business failures. Good organization — of financials, inventory, schedules, and production — can help you avoid many pitfalls.
- **Is your drive strong enough?** Running a business can wear you down emotionally. Some business owners burn out quickly from having to carry all the responsibility for the success of their business on their own shoulders. Strong motivation will help you survive slowdowns and periods of burnout.
- **How will the business affect your family?** The first few years of business start-up can be hard on family life. It's important for family members to know what to expect and for you to be able to trust that they will support you during this time. There also may be financial difficulties until the business becomes profitable, which could take months or years. You may have to adjust to a lower standard of living or put family assets at risk.

Once you've answered these questions, you should consider what type of business you want to start. Businesses can include franchises, at-home businesses, online businesses, brick-and-mortar stores or any combination of those.

## FRANCHISING

There are more than 3,000 business franchises. The challenge is to decide on one that both interests you and is a good investment. Many franchising experts suggest that you comparison shop by looking at multiple franchise opportunities before deciding on the one that's right for you.

Some of the things you should look at when evaluating a franchise: historical profitability, effective financial management and other controls, a good image, integrity and commitment, and a successful industry.

In the simplest form of franchising, while you own the business, its operation is governed by the terms of the franchise agreement. For many, this is the chief benefit for franchising. You are able to capitalize on a business format, trade name, trademark and/or support system provided by the franchisor. But you operate as an independent contractor with the ability to make a profit or sustain a loss commensurate with your ownership.

If you are concerned about starting an independent business venture, then franchising may be an option for you. Remember that hard work, dedication and sacrifice are key elements in the success of any business venture, including a franchise.

Visit **www.sba.gov/franchise** for more information.

## HOME-BASED BUSINESSES

Going to work used to mean traveling from home to a plant, store or office. Today, many people do some or all their work at home.

### Getting Started

Before diving headfirst into a home-based business, you must know why you are doing it. To succeed, your business must be based on something greater than a desire to be your own boss. You must plan and make improvements and adjustments along the road.

Working under the same roof where your family lives may not prove to be as easy as it seems. One suggestion is to set up a separate office in your home to create a professional environment.

***Ask yourself these questions:***

- Can I switch from home responsibilities to business work easily?
- Do I have the self-discipline to maintain schedules while at home?
- Can I deal with the isolation of working from home?

### Legal Requirements

A home-based business is subject to many of the same laws and regulations affecting other businesses.

***Some general areas include:***

- **Zoning regulations.** If your business operates in violation of them, you could be fined or shut down.
- **Product restrictions.** Certain products cannot be produced in the home. Most states outlaw home production of fireworks, drugs, poisons, explosives, sanitary or medical products and toys. Some states also prohibit home-based businesses from making food, drink or clothing.

Be sure to consult an attorney and your local and state departments of labor and health to find out which laws and regulations will affect your business. Additionally, check on registration and accounting requirements needed to open your home-based business. You may need a work certificate or license from the state. Your business name may need to be registered with the state. A separate business telephone and bank account are good business practices.

Also remember, if you have employees you are responsible for withholding income and Social-Security taxes, and for complying with minimum wage and employee health and safety laws.

# WRITING A BUSINESS PLAN

After you've thought about what type of business you want, the next step is to develop a business plan. Think of the business plan as a roadmap with milestones for the business. It begins as a pre-assessment tool to determine profitability and market share, and then expands as an in-business assessment tool to determine success, obtain financing and determine repayment ability, among other factors.

Creating a comprehensive business plan can be a long process, and you need good advice. The SBA and its resource partners, including Small Business Development Centers, Women's Business Centers, Veterans Business Outreach Centers, and SCORE, have the expertise to help you craft a winning business plan. The SBA also offers online templates and a course to get you started.

**In general, a good business plan contains:**

## Introduction

- Give a detailed description of the business and its goals.
- Discuss ownership of the business and its legal structure.
- List the skills and experience you bring to the business.
- Discuss the advantages you and your business have over competitors.

## Marketing

- Discuss the products and services your company will offer.
- Identify customer demand for your products and services.
- Identify your market, its size and locations.
- Explain how your products and services will be advertised and marketed.
- Explain your pricing strategy.

## Financial Management

- Develop an expected return on investment and monthly cash flow for the first year.
- Provide projected income statements and balance sheets for a two-year period.
- Discuss your break-even point.
- Explain your personal balance sheet and method of compensation.
- Discuss who will maintain your accounting records and how they will be kept.
- Provide "what if" statements addressing alternative approaches to potential problems.

## Operations

- Explain how the business will be managed day-to-day.
- Discuss hiring and personnel procedures.
- Discuss insurance, lease or rent agreements.
- Account for the equipment necessary to produce your goods or services.
- Account for production and delivery of products and services.

## Concluding Statement

Summarize your business goals and objectives and express your commitment to the success of your business. Once you have completed your business plan, review it with a friend or business associate and professional business counselor like SCORE, WBC or SBDC representatives, SBA district office economic development specialists or veterans' business development specialists.

Remember, the business plan is a flexible document that should change as your business grows.

# CAPITAL

## Financing Options to Start or Grow Your Business

Many entrepreneurs need financial resources to start or expand a small business and must combine what they have with other sources of financing. These sources can include family and friends, venture-capital financing and business loans.

This section of the Small Business Resource guide discusses SBA's primary business loan and equity financing programs. These are: the 7(a) Loan Program, the Certified Development Company or 504 Loan Program, the Microloan Program and the Small Business Investment Company Program. The distinguishing features for these programs are the total dollar amounts that can be borrowed, the type of lenders who can provide these loans, the uses for the loan proceeds and the terms placed on the borrower. The SBA does not provide grants to individual business owners to start or grow a business.

## SBA BUSINESS LOANS

If you are contemplating a business loan, familiarize yourself with the SBA's business loan programs to see if there may be a viable option. The SBA has a variety of loan programs which are distinguished by their different uses of the loan proceeds, their dollar amounts, and the requirements placed on the actual lenders. The three principal players in most of these programs are the applicant small business, the lender and the SBA. (*The Agency does not actually provide the loan, but rather they guaranty a portion of the loan provided by a lender (except for microloans)*). The lender can be a regulated bank or credit union, or a community based lending organization.

For help locating a lender in your area, SBA has an online tool called LINC that matches small businesses with participating SBA lenders. LINC begins with a simple online form that requests basic information about your business and financing needs. That information is transmitted to all participating SBA lenders operating within your county. If a lender is interested, you will receive an email with the contact information for that lender. LINC can be accessed through SBA's website at **https://www.sba.gov/tools/linc**.

Submitting an inquiry through LINC does not constitute a loan application but is instead a valuable tool to identify SBA lenders within your community. Once you have identified those lenders, you will apply directly to the lenders by providing them the documents they require. Generally an application includes a business plan that explains what resources will be needed to accomplish the desired business purpose including the associated costs, the applicants' contribution, planned uses for the loan proceeds, a listing of the assets that will secure the loan (collateral), a history of the business and explanation of how the business generates income, and most important, an explanation of how the business will be able to repay the loan in a timely manner.

The lender will analyze the application to see if it meets their criteria and make a determination if they will need an SBA guaranty in order to provide the loan. SBA will look to the lender to do much, if not all, of the analysis before it provides its guaranty to the lender's proposed loan. The SBA's business loan guaranty programs provide a key source of financing for viable small businesses that have real potential but cannot qualify for credit on reasonable terms by themselves.

If no lenders respond to your inquiry through LINC or if you are unable to secure financing from the lenders that you have contacted, please contact your local SBA District Office for additional resources.

## 7(a) LOAN PROGRAM

The 7(a) Loan program is the SBA's primary business loan program. It is the agency's most frequently used non-disaster financial assistance program because of its flexibility in loan structure, variety of uses for the loan proceeds and availability. The program has broad eligibility requirements and credit criteria to accommodate a wide range of financing needs.

Congress authorized SBA to provide financial assistance either directly or in cooperation with banks or other financial institutions through agreements to participate in section 7(a) of the Small Business Act. Historically, a 7(a) loan was provided either directly from SBA or from regulated lenders who provided the loan after they obtained a guaranty from SBA. Since 1996, all 7(a) loans have only been provided on a guaranteed basis, meaning from a lender participating in the 7(a) Loan Guaranty Program.

The business loans that SBA guarantees do not come from the Agency, but rather from banks and other approved lenders. The loans are funded by these organizations and they

## What to Take to the Lender

Documentation requirements will vary depending upon the purpose of the loan. Contact your lender for the information you must supply.

**Common requirements include the following:**

A Business Plan that includes:

- Purpose of the loan
- History of the business
- Projections of income, expenses and cash flow as well as an explanation of the assumptions used to develop these projections
- Personal financial statements on the principal owners
- Resume(s) of the principal owners and managers.
- Amount of investment in the business by the owner(s)
- Projected opening-day balance sheet (new businesses)
- Lease details
- Proposed Collateral

Three Years of Financial Statements that include:

- Balance Sheet and Income Statement (P&L) for three years (existing businesses) (Tax Returns usually suffice)
- Interim Financial Statements dated within 180 days of the request for assistance
- Schedule of term debts (existing businesses)
- Aging of accounts receivable and payable (existing businesses), plus
- Interim Financial Statements dated within 180 days of the request for assistance

### How the 7(a) Program Works

Small Business applicant assembles their request for financing based on the intended purpose of the proposed loan and what documents the lender requires. A loan to help a moving company acquire a new truck will be less involved than a loan to acquire or start-up a business. The paperwork can be completed on either a business loan application provided by the lender or an SBA application, but using the SBA forms does not actually increase the change an applicant has in getting a business loan. The applicant then submits their loan application to a lender for the initial review. If the applicant is applying for their first business loan, it is recommended that the selected lender be the one who maintains the personal account of the owner(s).

The lender will generally review the credit merits of the request before deciding if they will make the loan themselves or if they will need an SBA guaranty. If a guaranty is needed, the lender will also review the application for SBA eligibility. The applicant should be prepared to complete some additional documents if the lender says they need an SBA guaranty for approval. Applicants who feel they need more help with the process should contact their local SBA district office or one of the SBA's resource partners for assistance.

There are several ways a lender can request a 7(a) Guaranty for a proposed business loan from SBA. The main differences between these processing methods are based on the experience the lender has in requesting guarantees from SBA, the documentation the lender provides to SBA, the amount of review the SBA conducts after receiving the request, the amount of the loan and the lender responsibilities in case the loan defaults and the business' assets must be liquidated. The current different processing methods are:

- Standard 7(a) Guaranty
- Certified Lender Program
- Preferred Lender Program
- SBA Express
- Export Express
- Community Advantage

When a lender requests a 7(a) guaranty for a business loan they propose to provide a small business their application consist of two parts. The applicant fills out SBA Form 1919 while the lender completes SBA Form 1920. The Form 1919 is designed for the applicant to explain what they intend to do with the money and how they will repay the loan. The Form 1920 requires the lender to explain their analysis of the eligibility and credit merits of the request.

When the request loan amount is smaller (generally under $350,000) the lender is allowed to provide SBA with less information in their application for guaranty but that does not mean the applicant business can provide the lender with less information. The lender has the ability to ask the applicant for as much detail as they believe is necessary for them to make their decision on the specific request.

When the SBA receives a request for guaranty from a lender they will either re-analyze, review or trust the lender's eligibility and credit analysis before deciding to approve or reject the request. See the section on 7(a) Loan Processing from Lenders later on in this article for more detail on what SBA does when it receives a request for guaranty from the lender.

By guaranteeing a loan, the SBA assures the lender that, in the event the borrower does not repay the loan, the government will reimburse the lending institution for a percentage of the amount owed. By providing this guaranty, the SBA is able to help tens of thousands of small businesses every year get financing they might not otherwise obtain.

When SBA approves a guaranty they notify the lender who will work with the applicant to make sure the terms and conditions designed for the specific loan are met before closing. The lender also disburses the funds and assumes responsibility for collecting the payments and general servicing. The borrower makes loan payments directly to the lender. As with any loan, the borrower is obligated to repay the full amount of the loan in a timely manner.

### What the SBA Looks for:

- Ability to repay the loan on time from the projected operating cash flow;
- Owners and operators who are of good character;
- Feasible business plan;
- Management expertise and commitment necessary for success;
- Sufficient funds, including (but not limited to) the SBA guaranteed loan, to operate the business on a sound financial basis (for new businesses, this includes the resources to meet start-up expenses and the initial operating phase);
- Adequate equity invested in the business; and
- Enough collateral to fully secure the loan or, all worthwhile available business collateral plus personal real estate if the loan cannot be fully secured.

### The Impact of a Credit Score

SBA also credit scores every business that is a potential recipient of a loan guaranteed by SBA. If the loan is for $350,000 or less, the credit score obtained will have a significant impact on the amount of work the lender has to complete when applying for an SBA guaranty. As such it is important for any owner of a business to be aware of their credit score and correct any discrepancies prior to approaching their lender.

make the decision to approve or deny the applicant's loan request.

The guaranty that SBA provides the lender reduces the lender's risk of borrower non-payment because the guaranty assures the lender that if the borrower defaults, the lender can request that SBA pay the debt rather than the borrower. SBA only guarantees a portion or percentage of every loan, so in the event of default the lender will only get partially repaid by SBA. However the borrower is still obligated for the full loan amount.

To qualify for an SBA guaranteed loan, a small business must meet the lender's criteria and the 7(a) program requirements. One of those requirements is that the lender must certify that it would not provide this loan under the proposed terms and conditions without an SBA guaranty. If the SBA is going to provide a lender with a guaranty, the applicant must be eligible and creditworthy and the loan structured under conditions acceptable to the SBA.

The 7(a) Program includes ten (10) types of loans which all share certain eligibility requirements but which also have some different requirements so they can accommodate specific business needs and/or give lenders greater flexibility with loan structure. The most popular 7(a) loan type is the Basic 7(a) Loan, which can be used for the most diverse purposes. The other nine 7(a) loan types are variations of the Basic 7(a) Loan with different uses for the loan proceeds and alternative structures.

The applicant business must:

1. Be an operating business (except for loans to Eligible Passive Companies);
2. Be organized for profit;
3. Be located in the United States;
4. Be able to demonstrate a need for the desired credit.
5. Be a business, along with its Affiliates, that meets SBA's Size Standard Requirements.
6. Be a business that is not engaged in a prohibited business activity or owned by a non-qualified owner, or located at a prohibited place.
7. Only use the Loan Proceeds for only acceptable purposes, which includes proceeds to start-up a new business, buy an existing business, acquire machinery & equipment and/or furniture & fixtures, acquire or renovate a building which the business will occupy, permanent working capital, and refinancing existing business debt under certain conditions. Proceeds from a Basic 7(a) cannot be used to buy investments that are held for their potential appreciation, or to be provided to an associate of the business except under very limited circumstances.
8. Be able to demonstrate that it can't get the proceeds from its own resources or those of its principal owners and the lender must certify that they would only approve the loan if it is able to obtain a guaranty from SBA.
9. Have ownership that is of Good Character
10. Be able to satisfy any Miscellaneous Eligibility Requirements that may be imposed on a loan request based on the circumstances of the case including, but not limited to the purpose of the loan.

## THE BASIC 7(a) LOAN

The Basic 7(a) Loan is the most commonly provided type of SBA business loan based on historical dollars approved. They are the most flexible types of SBA loans because they can help finance such a large variety of business purposes for the largest number of business types, engaged in the widest spectrum of activities.

In the Federal Government's 2013 Fiscal Year (October 1, 2012 to September 30, 2013) about 80 percent of the dollars and 38 percent of the number of all 7(a) loans were Basic 7(a) Loans. The reciprocal percentages were divided between the nine other 7(a) Programs.

The Basic 7(a) Loan is a term loan usually repaid with one monthly payment of principal and interest. Interest only repayment periods are permitted when needed, such as for a start-up business that doesn't achieve breakeven in its initial months of operation. Other repayment structures are also permitted depending upon the borrower's needs and the flexibility of the lender.

A Basic 7(a) Loan does not revolve so the sum of the disbursements is the loan amount. SBA can guaranty revolving lines of credit, but that is accomplished through some of the nine variations to the Basic 7(a) Loan.

The following aspects of the Basic 7(a) Loan are also applicable to all other 7(a) Loan unless specifically referenced as not applying to a specific Special 7(a) Loan.

### Percentage of Guarantees and Loan Maximums

SBA only guarantees a portion of any particular 7(a) loan so each loan will have an SBA share and an unguaranteed portion which gives the lender a certain amount of exposure and risk on each loan. The percentage of guaranty depends on either the dollar amount or the program the lender uses to obtain its guaranty. For loans of $150,000 or less the SBA generally guarantees as much as 85 percent and for loans over $150,000 the SBA generally provides a guaranty of up to 75 percent.

The maximum dollar amount of a single 7(a) loan is $5 million and there is no minimum. The maximum dollar amount of the SBA share which can be provided to any one business (including affiliates) is $3,750,000.

### Interest Rates

The actual interest rate for a 7(a) loan guaranteed by the SBA is negotiated between the applicant and lender but is subject to the SBA maximums. Both fixed and variable interest rate structures are available. The maximum rate comprises two parts, a base rate and an allowable spread. There are three acceptable base rates (Wall Street Journal Prime*, London Interbank One Month Prime plus 3 percent, and an SBA Peg Rate). Lenders are allowed to add an additional spread to the base rate to arrive at the final rate. For loans with maturities of less than seven years, the maximum spread will be no more than 2.25 percent. For loans with maturities of seven years or more, the maximum spread will be 2.75 percent. The spread on loans under $50,000 and loans processed through Express procedures have higher maximums.

Most 7(a) term loans are repaid with monthly payments of principal and interest. For fixed-rate loans the payments stay the same because the interest rate is constant. For variable rate loans the lender can change the payment amount when the interest rates change. Applicants can request that the lender establish the loan with interest-only payments during the start-up and expansion phases (when eligible) to allow the business time to generate income before it starts making full loan payments.

## Guaranty and Other Fees

Loans guaranteed by the SBA are assessed a guaranty fee. This fee is based on the loan's maturity and the dollar amount guaranteed, not the total dollar amount of the loan. The guaranty fee is initially paid by the lender and then passed on to the borrower at closing. The funds the business needs to reimburse the lender can be included in the overall loan proceeds.

On any loan with a maturity of one year or less, the fee is just 0.25 percent of the guaranteed portion of the loan. On loans with maturities of more than one year, the normal guaranty fee is:

- 2.0 percent of the SBA guaranteed portion on loans up to $150,000; **
- 3.0 percent on loans over $150,000 but not more than $700,000; and
- 3.5 percent on loans over $700,000. There is also an additional fee of 0.25 percent on any guaranteed portion over $1 million.

**** All references to the prime rate refer to the base rate in effect on the first business day of the month the loan application is received by the SBA.***

***** For all SBA-guaranteed loans of $150,000 or less that are approved between October 1, 2016 and September 30, 2017, the guaranty fee will be 0%.***

**Benefit For Veterans and/or Spouses with 51% ownership or more:** Any guaranteed loans approved to businesses owned by Veterans of any era or their Spouses during fiscal year 2017 (October 1, 2016 through September 30, 2017) will receive the benefit of having its regular guaranty fee reduced by 50%, for loans between $150,001 and $500,000 only.

If the loan being provided a business owner by qualifying veterans is for $350,000 or less and the lender chooses to apply for its guaranty of that loan by using Express processing procedures (described elsewhere in this article) then the guaranty fee will be zero as long as the guaranty is approved before September 30, 2017.

The lender may not charge a prepayment penalty if the loan is paid off before maturity but the SBA will charge the borrower a prepayment fee if the loan has a maturity of 15 or more years and is pre-paid during the first three years.

## 7(a) Loan Maturities

The SBA's loan programs are generally intended to encourage longer term small-business financing, but actual loan maturities are based on the ability to repay, the purpose of the loan proceeds and the useful life of the assets financed. Maturity generally ranges from 7 to 10 years for working capital, business start-ups, and business acquisition type loans, and up to 25 years if the purpose is to acquire real estate or fixed assets with a long term useful life.

## Collateral

The SBA expects every 7(a) loan to be secured first with the assets acquired with the loan proceeds and then with additional business and personal assets, depending upon the loan amount and the way the lender requests their guaranty. However, SBA will not decline a request to guaranty a loan if the only unfavorable factor is insufficient collateral, provided all available collateral is offered. When the lender says they will need an SBA guaranty, the applicant should be prepared for liens to be placed against all business assets. Personal guaranties are required from all the principal owners of the business. Liens on personal assets of the principals may also be required. SBA does not require any collateral for any 7(a) guaranteed loan for $25,000 or less but the lender can require collateral if they chose.

## Loan Structure

The structure of a Basic 7(a) Loan is that repayment has to be set up so the loan is paid in full by maturity. Over the term of the loan there can be additional payments or payment relaxation depending on what Is happening with the business. Balloon payments and call provisions are not allowed on any 7(a) term loan.

## Eligibility

7(a) loan eligibility is based on a number of different factors, ranging from Size and Nature of Business to Use of Proceeds and factors that are case specific.

## Size Eligibility

The first eligibility factor is size, as all loan recipients must be classified as "small" by the SBA. The size standards for all 7(a) loans are outlined below. A more in-depth listing of standards can be found at: **www.sba.gov/size.**

**SBA Size Standards have the following general ranges:**

- Manufacturing — from 500 to 1,500 employees
- Wholesale Trades — Up to 100 employees
- Services — $2 million to $35.5 million in average annual receipts
- Retail Trades — $7 million to $35.5 million in average annual receipts
- Construction — $7 million to $33.5 million in average annual receipts
- Agriculture, Forestry, Fishing, and Hunting — $750,000 to $17.5 million in average annual receipts

There is an alternate size standard for businesses that do not qualify under their industry size standards for SBA funding. That Alternative is that the applicant business (plus affiliates can't have a tangible net worth exceeding $15 million and average net income exceeding $5 million for the last two years. This new alternate makes more businesses eligible for SBA loans and applies to SBA non-disaster loan programs, namely its 7(a) Business Loans and Certified Development Company programs.

## Nature of Business

The second eligibility factor is based on the nature of the business and the process by which it generates income or the customers it serves. The SBA has general prohibitions against providing financial assistance to businesses involved in such activities as lending, speculating, passive investment, pyramid sales, loan packaging, presenting live performances of a prurient nature, businesses involved in gambling and any illegal activity.

The SBA also cannot make loan guaranties to non-profit businesses, private clubs that limit membership on a basis other than capacity, businesses that promote a religion, businesses owned by individuals incarcerated or on probation or parole, municipalities, and situations where the business or its owners previously failed to repay a federal loan or federally assisted financing, or are delinquent on existing federal debt.

## Use of Proceeds

The third eligibility factor is Use of Proceeds. A Basic 7(a) Loan can provide proceeds to purchase machinery, equipment, fixtures, supplies, and to make improvements to land and/or buildings that will be occupied by the subject applicant business.

**Proceeds can also be used to:**

- Permanent Working Capital;
- Purchase Inventory;
- Expand or renovate facilities;
- Acquire machinery, equipment, furniture, fixtures and leasehold improvements;
- Acquire a business;

- Start a business;
- Acquire Land and Build a Location for the applicant business; and
- Refinance existing debt under certain conditions.

**SBA 7(a) loan proceeds cannot be used:**

- For the purpose of making investments.
- To provide funds to any of the owners of the business except for ordinary compensation for actual services provided.
- For Floor Plan Financing
- For a purpose that does not benefit the business

### Miscellaneous Factors

The fourth factor involves a variety of requirements such as SBA's credit elsewhere test where the personal resources of the owners need to be checked to see if they can make a contribution before getting a loan guaranteed by the SBA. It also includes the SBA's anti-discrimination rules and limitations on lending to agricultural enterprises because there are other agencies of the Federal government with programs to fund such businesses.

Generally, SBA loans must meet the following criteria:

- Every loan must be for a sound business purpose;
- There must be sufficient invested equity in the business so it can operate on a sound financial basis;
- There must be a potential for long-term success;
- The owners must be of good character and reputation; and
- All loans must be so sound as to reasonably assure repayment.

For more information, go to **www.sba.gov/apply**.

## SPECIAL PURPOSE 7(a) LOAN PROGRAMS

The 7(a) loan program is the most flexible of the SBA's lending programs. Over time, the Agency has developed several variations of the Basic 7(a) Loan in order to address specific financing needs for particular types of small businesses or to give the lender greater flexibility with the loan's structure. The general distinguishing feature between these loan types is their use of proceeds. These programs allow the proceeds to be used in ways that are not otherwise permitted in a basic 7(a) loan. These special purpose programs are not necessarily for all businesses but may be very useful to some small businesses. They are generally governed by the same rules, regulations, fees, interest rates, etc., as the basic 7(a) loan. Lenders can advise you of any variations. The Special Purpose Loans include:

### International Trade Loan Program

The SBA's International Trade Loan (ITL) is designed to help small businesses enter and expand into international markets or, when adversely affected by import competition, to make the investments necessary to better compete. The ITL offers a combination of fixed asset, working capital financing and debt refinancing with the SBA's maximum guaranty--90 percent--on the total loan amount. The maximum loan amount is $5 million.

### Guaranty Coverage

The SBA can guaranty up to 90 percent of an ITL up to a maximum of $4.5 million, less the amount of the guaranteed portion of other SBA loans outstanding to the borrower. The maximum guaranty for any working capital component of an ITL is limited to $4 million. Any other working capital SBA loans that the borrower has are counted against the $4 million guaranty limit.

### Use of Proceeds

- For the facilities and equipment portion of the loan, proceeds may be used to acquire, construct, renovate, modernize, improve or expand facilities or equipment in the U.S. to produce goods or services involved in international trade, including expansion due to bringing production back from overseas if the borrower exports to at least one market.
- Working capital is an allowable use of proceeds under the ITL.
- Proceeds may be used for the refinancing of debt not structured on reasonable terms and conditions, including any debt that qualifies for refinancing under the standard SBA 7(a) Loan Program.

### Loan Term

- Maturities on the working capital portion of the ITL are typically limited to 10 years.
- Maturities of up to 10 years on equipment unless the useful life exceeds 10 years.
- Maturities of up to 25 years are available for real estate.
- Loans with a mixed use of fixed-asset and working-capital financing will have a blended-average maturity.

### Exporter Eligibility

- Applicants must meet the same eligibility requirements as for the SBA's standard 7(a) Loan Program.
- Applicants must also establish that the loan will allow the business to expand or develop an export market or demonstrate that the business has been adversely affected by import competition and that the ITL will allow the business to improve its competitive position.

### Foreign Buyer Eligibility

Foreign buyers must be located in those countries where the Export-Import Bank of the U.S. is not prohibited from providing financial assistance.

### Collateral Requirements

- Only collateral located in the U.S. (including its territories and possessions) is acceptable.
- First lien on property or equipment financed by the ITL or on other assets of the business is required. However, an ITL can be secured by a second lien position if the SBA determines there is adequate assurance of loan repayment.
- Additional collateral, including personal guaranties and those assets not financed with ITL proceeds, may be appropriate. A small business wanting to qualify as adversely impacted from import competition must submit supporting documentation that explains the impact, and a plan with projections that explains how the loan will improve the business' competitive position.

### Export Working Capital Program

The SBA's Export Working Capital Program (EWCP) assists businesses exporters in meeting their short-term export working capital needs. Exporters can use the proceeds to make the products they will be exporting. They can also apply for such lines of credit prior to finalizing an export sale or contract. With an approved EWCP loan in place, exporters have greater flexibility in negotiating export payment terms—secure in the assurance that adequate financing will be in place when the export order is won.

### Benefits of the EWCP

- Financing for suppliers, inventory or production of export goods.
- Export working capital during long payment cycles.
- Financing for stand-by letters of credit used as bid or performance bonds or advance payment guarantees.
- Reserves domestic working capital for the company's sales within the U.S.
- Permits increased global competitiveness by allowing the exporter to extend more liberal sales terms.
- Increases sales prospects in under-developed markets which may have high capital costs for importers.
- Low fees and quick processing times.

### Guaranty Coverage

- Maximum loan amount is $5,000,000.
- 90 percent of principal and accrued interest up to 120 days.
- Low guaranty fee of one-quarter of one percent of the guaranteed portion for loans with maturities of 12 months or less.
- Loan maturities are generally for 12 months or less, but can be up to a maximum of 36 months.

### Use of Proceeds

- To pay for the manufacturing costs of goods for export.
- To purchase goods or services for export.
- To support standby letters of credit to act as bid or performance bonds.
- To finance foreign accounts receivable.

### Interest Rates

The SBA does not establish or subsidize interest rates on loans. The interest rate can be fixed or variable and is negotiated between the borrower and the participating lender.

### Advance Rates

- Up to 90 percent on purchase orders.
- Up to 90 percent on documentary letters of credit.
- Up to 85 (90 percent on insured) foreign accounts receivable.
- Up to 75 percent on eligible foreign inventory located within the U.S.
- In all cases, not to exceed the exporter's costs.

### Collateral Requirements

The export-related inventory and the receivables generated by the export sales financed with EWCP funds generally will be considered adequate collateral. The SBA requires the personal guarantee of owners with 20 percent or more ownership.

### How to apply

Application is made directly to SBA-participating lenders. Businesses are encouraged to contact SBA staff at their local U.S. Export Assistance Center (USEAC) to discuss whether they are eligible for the EWCP and whether it is the appropriate tool to meet their export financing needs. Participating lenders review/approve the application and submit the guaranty request to SBA staff at the local USEAC.

## CAPLines

The CAPLines Program is designed to help small businesses meet their short-term and cyclical working capital needs. The programs can be used to finance seasonal working capital needs; finance the direct costs of performing certain construction, service and supply contracts, subcontracts, or purchase orders; finance the direct cost associated with commercial and residential construction; or provide general working capital lines of credit. The maturity can be for up to 10 years except for the Builders Capline which is limited to 36 months after the first structure is completed. Guaranty percentages are the same as for a Basic 7(a) Loan. There are four distinct short term loan programs under the CAPLine umbrella:

- ***The Contract Loan Program*** is used to finance the cost associated with contracts, subcontracts, or purchase orders. Proceeds can be disbursed before the work begins. If used for one contract or subcontract, it is generally not revolving; if used for more than one contract or subcontract at a time, it can be revolving. The loan maturity is usually based on the length of the contract, but no more than 10 years. Contract payments are generally sent directly to the lender but alternative structures are available.
- ***The Seasonal Line of Credit Program*** is used to support buildup of inventory, accounts receivable or labor and materials above normal usage for seasonal inventory. The business must have been in business for a period of 12 months and must have a definite established seasonal pattern. The loan may be used over again after a "clean-up" period of 30 days to finance activity for a new season. These loans also may have a maturity of up to five years. The business may not have another seasonal line of credit outstanding but may have other lines for non-seasonal working capital needs.
- ***The Builders Line Program*** provides financing for small contractors or developers to construct or rehabilitate residential or commercial property. Loan maturity is generally three years but can be extended up to five years, if necessary, to facilitate sale of the property. Proceeds are used solely for direct expenses of acquisition, immediate construction and/or significant rehabilitation of the residential or commercial structures. The purchase of the land can be included if it does not exceed 20 percent of the loan proceeds. Up to 5 percent of the proceeds can be used for physical improvements that benefit the property.
- ***The Working Capital Line Program*** is a revolving line of credit (up to $5,000,000) that provides short term working capital. These lines of credit are generally used by businesses that provide credit to their customers, or whose principle asset is inventory. Disbursements are generally based on the size of a borrower's accounts receivable and/or inventory. Repayment comes from the collection of accounts receivable or sale of inventory. The specific structure is negotiated with the lender. There may be extra servicing and monitoring of the collateral for which the lender can charge up to 2 percent annually to the borrower.

## Other Guaranty Lines of Credit

All the Special Purpose Programs listed above have SBA structured repayment terms meaning the Agency tells the lender how principal and interest is to be repaid. These programs also require the lender to use certain closing forms. Lenders with the ability to obtain 7(a) guarantees through any of the Express processes are considered experienced enough to be able to structure their own repayment terms and use their own closing documents. With this ability the lender can tailor a line of credit that it gets guaranteed by SBA to the needs of the business. Therefore, if a potential applicant sees that the previously listed Basic 7(a) or Special Purpose 7(a) Programs don't

meet their needs they should discuss their options with a lender capable of providing an SBA Express or Export Express loan with an SBA guaranty.

### SBAExpress

The SBAExpress Loan or Line of Credit is a flexible smaller loan up to $350,000 that a designated lender can provide to its borrower using mostly their own forms, analysis and procedures to process, structure, service, and disburse this SBA-guaranteed loan. When structured as a term loan the proceeds and maturity are the same as a Basic 7(a) Loan. When structured as a revolving line of credit the requirements for the payment of interest and principal are at the discretion of the lender and maturity can't exceed 7 years.

### Export Express

SBA's Export Express loans offers flexibility and ease of use for both borrowers and lenders on loans up to $500,000. It is the simplest export loan product offered by the SBA.

### Use of Proceeds

Loan proceeds may be used for business purposes that will enhance a company's export development. Export Express can take the form of a term loan or a revolving line of credit. As an example, proceeds can be used to fund participation in a foreign trade show, finance standby letters of credit, translate product literature for use in foreign markets, finance specific export orders, as well as to finance expansions, equipment purchases, and inventory or real estate acquisitions, etc.

### Ineligible Use of Proceeds

Proceeds may not be used to finance overseas operations other than those strictly associated with the marketing and/or distribution of products/services exported from the U.S.

### Interest Rates

Terms are negotiated between the borrower and lender but interest rates may not exceed Prime plus 4.5 percent on loans over $50,000 and Prime plus 6.5 percent on loans of $50,000 or less.

### Exporter Eligibility

Any business that has been in operation, although not necessarily in exporting, for at least 12 full months and can demonstrate that the loan proceeds will support its export activity is eligible for Export Express. The one year in business operations requirement can be waived if the applicant can demonstrate previous successful business experience and exporting expertise and the lender does conventional underwriting, not relying solely on credit scoring.

### Foreign Buyer Eligibility

The exporter's foreign buyer must be a creditworthy entity and not located in countries prohibited for financial support on the Export-Import Bank's Country Limitation Schedule and the methods of payment must be acceptable to the SBA and the SBA lender.

### How to Apply

Interested businesses should contact their existing lender to determine if they are an SBA Export Express lender. Application is made directly to the lender. Lenders use their own application material in addition to SBA's Borrower Information Form. Lenders' approved requests are then submitted with a limited amount of eligibility information to SBA's National Loan Processing Center for review.

## 7(a) LOAN PROCESSES FOR LENDERS

There are various ways a lender can apply to SBA for a 7(a) guaranty. Some are designed for experienced lenders who are fully committed to providing business loans guaranteed by SBA to their clientele that need them, while others are designed for lenders with limited experience or when there are certain issues that require SBA to thoroughly review the situation. The fundamental process available to all lenders who have signed up to participate with SBA is called the Standard Loan Guaranty Process. It is used by lenders to request a guaranty from SBA when they are new to SBA lending or the request requires an SBA review. Other methods of processing a request for guaranty have less requirements for SBA, so the time SBA take Is less, but potentially more requirements or responsibilities for the lender. The determining factors on which one is use depends on the experience of the lender in dealing with SBA, the complexity of the case, the purpose of the loan, and the dollar amount being requested.

### Standard 7(a) Loan Processing

After the applicant business and lender complete their required documents, the lender makes application to SBA for a guaranty by submitting them to SBA's Loan Guaranty Processing Center. The center will screen the application and, if satisfactory complete a thorough review of both eligibility and creditworthiness before making the decision to approve the issuance of a guaranty as submitted, approve with modifications (which will be discussed with the lender), or reject the request. When the lender

makes application to SBA, they have already internally agreed to approve the recommended loan to the applicant if, and only if, the SBA provides a guaranty.

Standard processing means a lender makes their request for guaranty using SBA Form 1920 and the applicant completes SBA Form 1919, even if the applicant previously completed the lender's required application forms.

The analysis of eligibility starts with a review of the "Eligibility Questionnaire," completed by the lender. The analysis of credit starts with a review of the SBA Form 1920 and the lender's credit memo which must discuss at least six elements:

1. Balance sheet and ratio analysis;
2. Analysis of repayment. It is not acceptable to base repayment ability solely on the applicant's credit score.
3. Assessment of the management skills of the applicant;
4. Explanation of the collateral used to secure the loan and the adequacy of the proposed collateral;
5. Lender's credit history with applicant including an explanation of any weaknesses;
6. Current financial statements and pro-forma financial spread. SBA pro-forma analysis reflects how the business will look immediately following disbursement, not one year after disbursement.

SBA also expects that the lender's credit memo includes the intended use of the loan proceeds and any historical and current issues that require explanation. SBA also expects a discussion of the process by which the applicant business generates its income when it is not immediately obvious. An explanation of how the business conducts its operation is also expected.

SBA has three days to screen and 10 days to process the request for guaranty from the lender. Any additional time a lender takes to make their determination prior to requesting a guaranty from SBA will add to the length of time to reach a final decision. If the guaranty is approved, SBA will prepare a loan authorization outlining the terms and conditions under which the guaranty is provided and prepare an approval letter for transmission to the lender.

### Certified Processing

SBA has a Certified Lenders Program (CLP) which lenders with more experience and commitment to SBA lender can obtain which allows them to request a 7(a) guaranty through a process similar to the Standard process except the SBA will only review the lenders request rather than re-analyze.

### Preferred Processing

SBA has a Preferred Lenders Program (PLP) designed for lenders who have been delegated the authority to make both the eligibility and credit decisions without a second look by SBA. This process is used by the most experienced lenders who have the most dedicated staffs ready to review requests for financial assistance from existing and potential customers in order to see if they need to become SBA guaranteed loans.

### SBA*Express* Processing

The SBA*Express* guaranty is available to lenders as a way to obtain a guaranty on smaller loans up to $350,000. The program authorizes select, experienced lenders to use mostly their own forms, analysis and procedures to process, structure, service, and disburse SBA-guaranteed loans. The SBA guarantees up to 50 percent of an SBAExpress loan. Loans under $25,000 do not require collateral. The use of proceeds for a term loan is the same as for any Basic 7(a) Loan. Like most 7(a) loans, maturities are usually five to seven years for working capital and up to 25 years for real estate or equipment. Revolving lines of credit are allowed for a maximum of seven years.

### Export Express *Processing*

SBA Export Express offers flexibility and ease of use for lenders. Participating lenders may use their own forms, procedures and analyses. The SBA provides the lender with an immediate response. This loan is subject to the same loan processing, closing, servicing and liquidation requirements as for other similar-sized SBA loans.

### Guaranty Coverage

The SBA provides lenders with a 90 percent guaranty on loans up to $350,000 and a 75 percent guaranty on loans between $350,001 and $500,000.

### Community Advantage Loans

The ***Community Advantage Pilot Program*** is aimed at helping businesses located in underserved communities gain access to capital by opening up 7(a) lending to mission-focused, community-based lenders — such as Community Development Financial Institutions (CDFIs), Certified Development Companies (CDCs), and SBA Microloan Intermediaries. These lenders provide technical assistance and economic development support to businesses located in underserved markets.

The application process is the same as for a Basic 7(a) Loan. The main difference with this program from other SBA 7(a) loan programs is the lender who ultimately provides the loan funds is not a traditional SBA lender. The maximum loan amount is $350,000.

Visit: **www.sba.gov/content/community-advantage-loans** for more information about this program.

## CERTIFIED DEVELOPMENT COMPANY LOAN PROGRAM (504 LOANS)

The 504 Loan program is an economic development program that supports American small business growth and helps communities through business expansion and job creation. The 504 loan program provides long-term, fixed-rate, subordinate mortgage financing for acquisition and/or renovation of capital assets including land, buildings and equipment. Some refinancing is also permitted. Most for-profit small businesses are eligible for this program. The types of businesses excluded from 7(a) loans (listed previously) are also excluded from the 504 loan program.

The SBA's 504 Certified Development Companies (CDC) serve their communities by financing business expansion needs. Their professional staff works directly with borrowers to tailor a financing package that meets program guidelines and the credit capacity of the borrower's business.

CDCs work with banks and other lenders to make loans in first position on reasonable terms, helping lenders retain growing customers and provide Community Reinvestment Act credit.

The SBA 504 loan is distinguished from the SBA 7(a) loan program in these ways:

***The maximum debenture, or long-term loan, is:***

- $5 million for businesses that create a certain number of jobs or improve the local economy;
- $5 million for businesses that meet a specific public policy goal, including loans for aiding rural development and expansion of small businesses owned by veterans, women, and minorities; and
- $5.5 million for manufacturers and energy related public policy projects.

Recent additions to the program allow $5.5 million for each project that reduces the borrower's energy consumption by at least 10 percent; and $5.5 million for each project that generates renewable energy fuels, such as biodiesel or ethanol production. Projects eligible for up to $5.5 million under one of these two requirements do not have to meet the job creation or retention requirement, so long as the CDC portfolio reflects an average jobs to debenture portfolio ratio of at least 1 job per $65,000.

- Eligible project costs are limited to long-term, fixed assets such as land and building (occupied by the borrower) and substantial machinery and equipment.
- Most borrowers are required to make an injection (borrower contribution) of just 10 percent which allows the business to conserve valuable operating capital. A further injection of 5 percent is needed if the business is a start-up or new (less than two years old), and a further injection of 5 percent is also required if the primary collateral will be a single-purpose building (such as a hotel).
- Two-tiered project financing: A lender finances approximately 50 percent of the project cost and receives a first lien on the project assets (but no SBA guaranty); A CDC (backed by a 100 percent SBA-guaranteed debenture) finances up to 40 percent of the project costs secured with a junior lien. The borrower provides the balance of the project costs.
- Fixed interest rate on SBA loan. The SBA guarantees the debenture 100 percent. Debentures are sold in pools monthly to private investors. This low, fixed rate is then passed on to the borrower and establishes the basis for the loan rate.
- All project-related costs can be financed, including acquisition (land and building, land and construction of building, renovations, machinery and equipment) and soft costs, such as title insurance and appraisals. Some closing costs may be financed.
- Collateral is typically a subordinate lien on the assets financed; allows other assets to be free of liens and available to secure other needed financing.
- Long-term real estate loans are up to 20-year term, heavy equipment 10- or 20-year term and are self-amortizing.

***Businesses that receive 504 loans are:***

- Small — net worth under $15 million, net profit after taxes under $5 million, or meet other SBA size standards.
- Organized for-profit.
- Most types of business — retail, service, wholesale or manufacturing.

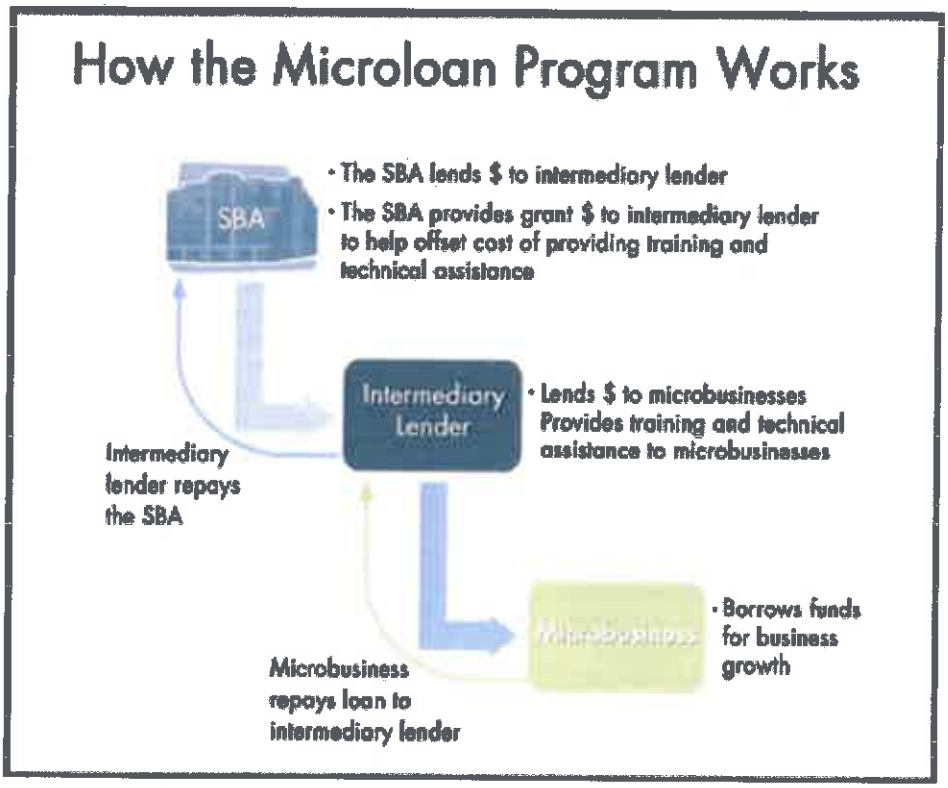
For information, visit **www.sba.gov/504**.

## MICROLOAN PROGRAM (LOANS UP TO $50,000)

The Microloan Program provides very small loans (up to $50,000) to women, low-income, minority, veteran, and other small business owners through a network of more than 100 Intermediaries nationwide. Under this program, the SBA makes funds available to nonprofit intermediaries that, in turn, make the small loans directly to start-up and existing businesses. Entrepreneurs work directly with the Intermediaries to receive financing and business knowledge support. The proceeds of a microloan can be used for working capital, or the purchase of furniture, fixtures, supplies, materials, and/or equipment. Microloans may not be used for the purchase of real estate. Interest rates are negotiated between the borrower and the Intermediary. The maximum term for a microloan is six years. Because funds are borrowed from the Intermediary, SBA is not involved in the business loan application or approval process. And, payments are made directly from the small business to the Intermediary.

The program also provides business-based training and technical assistance to micro-borrowers and potential micro-borrowers to help them successfully start or grow their businesses. Such training and technical assistance may include general business education, assistance with business planning, industry-specific training, and other types of training support.

Entrepreneurs and small business owners interested in small amounts of business financing should contact the nearest SBA district office for information about the nearest Microloan Program Intermediary Lender or go to **www.sba.gov/microloans**.




## STATE TRADE AND EXPORT PROMOTION (STEP) PROGRAM

The State Trade and Export Promotion (STEP) Program is a pilot export initiative to make matching-fund awards to states to assist small businesses enter and succeed in the international marketplace. Activities to support small business exporting under

the STEP Program are provided to eligible small business concerns ("STEP Clients") located in states, territories, and the District of Columbia. For more information on the STEP program visit **www.sba.gov/internationaltrade**.

## SURETY BOND GUARANTEE PROGRAM

The Surety Bond Guarantee Program is a public-private partnership between the Federal government and surety companies to provide small businesses with the bonding assistance necessary for them to compete for public and private contracting and subcontracting opportunities. The guarantee provides an incentive for sureties to bond small businesses that would otherwise be unable to obtain bonding. The program is aimed at small businesses that lack the working capital or performance track record necessary to secure bonding on a reasonable basis through regular commercial channels.

Through this program, the SBA guarantees bid, payment, performance and ancillary bonds issued by surety companies for individual contracts and subcontracts up to $6.5 million. The SBA reimburses sureties between 70 and 90 percent of losses sustained if a contractor defaults on the contract. On Federal contracts, SBA can guarantee bonds on contracts up to $10 million, if guarantee would be in the best interest of the Government.

SBA has two program components, the Prior Approval Program and the Preferred Surety Bond Program. In the Prior Approval Program, the SBA guarantees 90 percent of surety's paid losses and expenses on bonded contracts up to $100,000, and on bonded contracts greater than $100,000 that are awarded to socially and economically disadvantaged concerns, HUBZone contractors, and veterans, and service-disabled veteran-owned small businesses. All other bonds guaranteed in the Prior Approval Program receive an 80 percent guarantee. Sureties must obtain the SBA's prior approval for each bond guarantee issued. Under the Preferred Program, the SBA guarantees 70 percent, and sureties may issue, monitor and service bonds without the SBA's prior approval.

Small businesses, surety companies, and bond agents are invited to visit our website at **www.sba.gov/osg**.

Participating agents and sureties may be found at **http://web.sba.gov/orasbgpub/dsp_welcome.cfm**.

The program office may be reached at 202-205-6540 or


Tamara E. Murray
Underwriting Marketing Specialist
Denver, CO
303-927-3479

Linda M. Laws
Underwriting Marketing Specialist
Seattle, WA
206-553-7317


## SMALL BUSINESS INVESTMENT COMPANY PROGRAM

The Small Business Investment Company (SBIC) program is a multi-billion dollar program founded in 1958, as one of many financial assistance programs available through the U.S. Small Business Administration. The structure of the program is unique in that SBICs are privately owned and managed investment funds, licensed and regulated by SBA, that use their own capital plus funds borrowed with an SBA guarantee to make equity and debt investments in qualifying small businesses. The funds raise private capital and can receive SBA-guaranteed leverage up to three times private capital, with a leverage ceiling of $150 million per SBIC and $225 million for two or more licenses under common control. Licensed SBICs are for-profit investment firms whose incentive is to share in the success of a small business. The U.S. Small Business Administration does not invest directly into small business through the SBIC Program, but provides funding through SBA guarantee debentures to qualified investment management firms with expertise in certain sectors or industries.

## THE SMALL BUSINESS INNOVATION RESEARCH PROGRAM

The Small Business Innovation Research (SBIR) program is a highly competitive program that encourages domestic small businesses to engage in Federal Research/Research and Development (R/R&D) that has the potential for commercialization. Through a competitive awards-based program, SBIR enables small businesses to explore their technological potential and provides the incentive to profit from its commercialization. By including qualified small businesses in the nation's R&D arena, high-tech innovation is stimulated and the United States gains entrepreneurial spirit as it meets its specific research and development needs.

### SBIR Program Eligibility

Only United States small businesses are eligible to participate in the SBIR program. An SBIR awardee must meet the following criteria at the time of Phase I and II awards:

1. Organized for profit, with a place of business located in the United States;
2. No more than 500 employees, including affiliates;
3. Be a concern which is more than 50% directly owned and controlled by one or more individuals (who are citizens or permanent resident aliens of the United States), other small business concerns (each of which is more than 50% directly owned and controlled by individuals who are citizens or permanent resident aliens of the United States), or any combination of these;
4. Be a concern which is more than 50% owned by multiple venture capital operating companies, hedge funds, private equity firms, or any combination of these (for agencies electing to use the authority in 15 U.S.C. 638(dd)(1)); or
5. Be a joint venture in which each entity to the joint venture must meet the requirements set forth in paragraph (a)(1)(i) or (a)(1)(ii) of this section. A joint venture that includes one or more concerns that meet the requirements of paragraph (a)(1)(ii) of this section must comply with §121.705(b) concerning registration and proposal requirements.
6. No single venture capital operating company, hedge fund, or private equity firm may own more than 50% of the concern.
7. For awards from agencies using the authority under 15 U.S.C. 638(dd)(1), an awardee may be owned and controlled by more than one VC, hedge fund, or private equity firm so long as no one such firm owns a majority of the stock.
8. If an Employee Stock Ownership Plan owns all or part of the concern, each stock trustee and plan member is considered an owner.

9. If a trust owns all or part of the concern, each trustee and trust beneficiary is considered an owner.
10. Phase I awardees with multiple prior awards must meet the benchmark requirements for progress toward commercialization.

### SBIR-Participating Agencies

Each year, Federal agencies with extramural research and development (R&D) budgets that exceed $100 million are required to reserve 2.9% (FY 15) of the extramural research budget for SBIR awards to small businesses. These agencies designate R&D topics and accept proposals. Currently, eleven agencies participate in the SBIR program:

- Department of Agriculture
- Department of Commerce - National Institute of Standards and Technology
- Department of Commerce - National Oceanic and Atmospheric Administration
- Department of Defense
- Department of Education
- Department of Energy
- Department of Health and Human Services
- Department of Homeland Security
- Department of Transportation
- Environmental Protection Agency
- National Aeronautics and Space Administration
- National Science Foundation

For additional information visit **www.sbir.gov.**

## SMALL BUSINESS TECHNOLOGY TRANSFER PROGRAM

Small Business Technology Transfer (STTR) is another program that expands funding opportunities in the federal innovation research and development (R&D) arena. Central to the program is expansion of the public/private sector partnership to include the joint venture opportunities for small businesses and nonprofit research institutions. The unique feature of the STTR program is the requirement for the small business to formally collaborate with a research institution in Phase I and Phase II. STTR's most important role is to bridge the gap between performance of basic science and commercialization of resulting innovations.

### STTR Program Eligibility

Only United States small businesses are eligible to participate in the STTR program. The small business must meet all of the following criteria at time of award:

- Organized for profit, with a place of business located in the United States;
- At least 51 percent owned and controlled by one or more individuals who are citizens of, or permanent resident aliens in, the United States, and;
- No more than 500 employees, including affiliates.

The nonprofit research institution must also meet certain eligibility criteria:

- Located in the US
- Meet one of three definitions:
- Nonprofit college or university
- Domestic nonprofit research organization
- Federally funded R&D center (FFRDC)

STTR differs from SBIR in three important aspects:

1. The SBC and its partnering institution are required to establish an intellectual property agreement detailing the allocation of intellectual property rights and rights to carry out follow-on research, development or commercialization activities.
2. STTR requires that the SBC perform at least 40% of the R&D and the single partnering research institution to perform at least 30% of the R&D.
3. Unlike the SBIR program, STTR does not require the Principal Investigator to be primarily employed by the SBC.

### STTR-Participating Agencies

Each year, Federal agencies with extramural research and development (R&D) budgets that exceed $1 billion are required to reserve 0.40% (FY 15) of the extramural research budget for STTR awards to small businesses. These agencies designate R&D topics and accept proposals. Currently, five agencies participate in the STTR program:

- Department of Defense
- Department of Energy
- Department of Health and Human Services
- National Aeronautics and Space Administration
- National Science Foundation

For additional information visit **www.sbir.gov.**

# SBA ONLINE: WEB-BASED TOOLS FOR BUSINESS OWNERS



The old adage "time is money" is perhaps one of the most pertinent statements that you can apply to small business owners. Whether you're starting a business or managing a growing one, entrepreneurs and business owners wear many hats and have many questions:

- What laws and regulations apply to my business?
- How do I start to write a business plan?
- Where can I get help with X, Y and Z?

Many of us invariably turn to our networks and the Internet to find answers. But how can you trust that the information you are getting is truly applicable to your business and, let's face it, even accurate?

As part of its mission to help business owners start, succeed and grow, SBA, through the SBA.gov website has developed numerous online tools and guides to help small businesses get information and answers they need quickly and efficiently. For example, these **10 Steps to Starting a Business** and these **10 Steps to Hiring your First Employee** guides are essential reading. Then there are the **Licenses and Permits Search Tool** and the **Loans and Grants Search Tool.**

### New Online Tools to Help Business Owners Plan, Manage and Grow

The SBA has expanded its capacity and selection of tools and information that business owners need by developing a whole range of new online features! Check them out:

1. **Find an SBA Lender through the Leveraging Information and Networks to access Capital (LINC) Tool**
   The SBA extends financial assistance to for-profit small businesses through its lending partners, such as banks, certified development companies, and microloan intermediaries. For help locating a lending partner in your area, use SBA's LINC tool that matches small businesses with SBA lenders. LINC begins with a simple online form that requests basic information about your business and financing needs. That information is transmitted to all participating SBA lenders operating within your county. If a lender is interested, you will receive an email with the contact information for that lender. LINC can be accessed through SBA's website at https://www.sba.gov/tools/linc.

2. **Get to Know Your Market and Competition Better with the SizeUp Tool**
   Want to know how your business stacks up against the competition? Where your potential competitors are located? Where the best places are to advertise your business? These are all critical inputs for your business plan and can also help back up any financing applications.

   Now with the new SizeUp tool you can crunch millions of data points and get customizable reports and statistics about your business and its competition. Just enter your industry, city, state and other details. SizeUp then runs various reports and provides maps and data related to your competition, suppliers and customers. It also highlights potential advertising opportunities.

3. **Build a Business Plan Tool**
   Business planning can seem a daunting task, but it doesn't have to be that way. To help you plan and steer your business, this new "Build a Business Plan" tool guides you through the process of creating a basic, downloadable business plan. The great thing about it is you can build a plan in smaller chunks of time, save your progress and return at your leisure.

   To use the tool, simply log into SBA.gov and enter information into a template for each section of the business plan including, market analysis, company description and financial projections. The tool is secure and confidential and will keep your plan on record for up to six months. You can also save, download or email the plan at any time.

4. **Size Standards Tool - Find Out Fast If You Qualify for Government Contracts**
   In order to be eligible to sell to the government and compete for small business "set-aside" contracts, business owners had to rummage through various rules and matrices to find out if their business is truly "small" according to SBA size standards. Now, with this new Size Standards Tool, you can follow three simple steps to cut through the guesswork and quickly find out if you qualify for government contracting opportunities. SBA also offers other resources including government contracting training courses, and guides to help you register as a contractor.

5. **Events Calendar - Locate Business Training and Seminars**
   SBA and its partners, including Small Business Development Centers, Women's Business Centers, and SCORE, hold hundreds of small business training seminars and workshops across the country. Until now, there was no single repository for these events. Now, with SBA's Events Calendar, you can quickly find and sign up for training. Enter a date range and/or zip code to locate events in your area. Results are filtered by topic such as "starting a business," "managing a business," "business planning," and "financing a business."

# Loan Programs for Businesses

*Ways borrowers can use the money*

(Information current as of 05/23/2016)

| Program | Who Qualifies | Use of Proceeds | Maturity | Maximum Loan Amount | Structure | Benefits to Borrower |
|---|---|---|---|---|---|---|
| **Basic 7(a)** | For profit businesses that can meet SBA's size standards, nature of business, use of proceeds, credit elsewhere, and other miscellaneous eligibility factors. | Acquire land; purchase existing building; convert, expand or renovate buildings; construct new buildings; acquire and install fixed assets; acquire inventory; purchase supplies and raw materials; purchase a business, start a business, leasehold improvements, term working capital; and, under certain conditions, to refinance certain outstanding debts | Based on the use of proceeds and borrower's ability to repay. Not based on collateral. Maximum maturity: 10 years for working capital (seven years is common), 10 years for fixed assets, 25 years for real estate. | A Basic 7(a) can be for as much as $5 million. SBA's limit to any one business is $3.75 million so a business can have multiple loans guaranteed by SBA but the guaranteed portion combined cannot exceed $3.75 million. | Term loans with one monthly payment of principal and interest (P&I). Borrower contribution required. Interest rate depends upon how lender applies for guaranty (see lender program chart). Cannot revolve, no balloon or call provisions. | Business can obtain financing not otherwise available, fixed maturity, available when collateral is limited. Can establish or re-affirm relationship with lender. |
| **International Trade Loan (ITL)** | Same as Basic 7(a), plus, business must be engaged or preparing to engage in exporting or be adversely affected by competition from imports. | Acquire, renovate, modernize facilities or equipment used in making products or services to be exported, plus, for permanent working capital or to refinance business debts currently on unreasonable terms. | Same as Basic 7(a). | Same as Basic 7(a), but when borrower has both international trade and working capital loans guaranteed by the SBA, the limit on the guaranty for all working capital to any one business is $4 million. | Same as Basic 7(a). | Same as Basic 7(a). Plus, long-term financing export-related fixed assets and working capital to ensure the company becomes more competitive. |
| **Export Working Capital Loan (EWCP)** | Same as Basic 7(a). Plus, must be in business one year and engaged or preparing to engage in exporting. One-year in business requirement can be waived for principals with previous exporting and business expertise. | Short-term working capital to cover the costs of filling export orders, including ability to support an Export Stand-By Letter of Credit. | Can be up to a maximum of 36 months but generally 12 months or less. | Gross loan amount $5.0 million with 90% guaranty. SBA maximum guaranteed portion is $4.5 million. | Finance single or multiple transactions. Interest paid monthly, principal paid as payments from items shipped overseas are collected. Can be renewed annually. Extra servicing fees are allowed.. Can be transactional or revolving asset-based line of credit. | Provides U.S. exporters with a line of credit that can be separated from domestic operations line of credit. Can be used to finance 100% of the cost of filling export orders. |
| **Seasonal CAPlines** | Same as Basic 7(a). Plus, in business for at least one year and can demonstrate seasonal financing needs. | To finance the seasonal increases of accounts receivable, inventory and labor. | 10 years | Same as Basic 7(a). | Short-term financing for seasonal activities to be repaid at the end of the season when payment for the seasonal activity is made to business | Provides opportunity for seasonal businesses to get seasonal financing not otherwise available. |
| **Contract CAPlines** | Same as Basic 7(a). Plus, will perform on contract or purchase order for some third-party buyer. | To finance the cost of one or more specific contract, sub-contract, or purchase order, including overhead or general and administrative expenses, allocable to the specific contract(s). | 10 years | Same as Basic 7(a). | Short-term financing for performance of approved contract, sub-contract, or purchase order to be repaid when payment for the activity is made to business. Can be revolving or not. | Provides opportunity for contractors and sub-contractors to get financing not otherwise available. |
| **Builders CAPlines** | Same as Basic 7(a). Plus, building/ renovating residential or commercial structure for re-sale without knowing buyer at time of approval. | For the direct expenses related to the construction and/or "substantial" renovation costs of specific residential or commercial buildings for resale, including labor, supplies, materials, equipment rental, direct fees. The cost of land is potentially eligible. | Maximum of three years to disburse and build or renovate. Extension possible to accommodate sale. | Same as Basic 7(a). | Short-term financing to build or renovate home or building for sale to unknown third party. "Substantial" means rehabilitation expenses of more than one-third of the purchase price or fair market value at the time of application. Can be revolving or not. | Provides opportunity for residential and commercial builders to get financing not otherwise available. |

| Program | Who Qualifies | Use of Proceeds | Maturity | Maximum Loan Amount | Structure | Benefits to Borrower |
|---|---|---|---|---|---|---|
| **Working Capital CAPlines** | Same as Basic 7(a). Borrower should sell on credit and/ or have inventory needing immediate replacement after the sale. | For short-term working capital and operating needs, including to finance export sales. Proceeds must not be used to pay delinquent withholding taxes or similar trust funds (state sales taxes, etc.) or for floor planning. | 10 years | Same as Basic 7(a). | Structured with requirements for payment of principal tied to the businesses collection of payments from their clientele | Provides opportunity for businesses that sell on credit to get revolving financing not otherwise available. |
| **SBA Express Lender Structured Loans or Lines of Credit** | Businesses needing a term loan or a line of credit to conduct credit in the USA. | Term loan to support business operations Including equipment and real estate. Working capital | If revolving, seven-year maximum, including term out period. Equipment, useful life; real estate, 25 years. | $350,000 | Structure is established by individual lender. Lender must have SBA Express designation | Has availability for a line of credit to help with short-term cash needs of the business. |
| **Export Express Lender Structured Loans or Lines of Credit** | Businesses needing a term loan or line of credit to support exporting activity. | Term loan to support business operations Including equipment and real estate. Working capital, 70 percent of which is to be used to support exporting activities. | If revolving line of credit for working capital, seven-year maximum, including term out period. Equipment, useful life; real estate, 25 years. | $500,000 | Structure is established by individual lender. Lender must have Export Express designation | Has availability for a line of credit or loan to help with short-term cash needs of the business to support expanding export sales or to expand production for the sale of exported goods or services |
| | | | Non-7(a) Programs | | | |
| **504 Loan Program** | For-profit businesses that can meet the SBA's size standards, nature of business, use of proceeds, credit elsewhere, and other miscellaneous factors. | Non-7(a) Programs For the acquisition of long-term fixed assets, equipment with a useful life of at least 10 years; refinance loan-term fixed asset debt under certain conditions; working capital under certain conditions; to reduce energy consumption; and to upgrade renewable energy resources. | Based on the use of proceeds. Twenty years for real estate. Ten years for machinery and equipment. | The SBA portion of the financing can generally be up to $5.0 million but may be up to $5.5 million for manufacturing businesses or energy saving public policy goals. | Loans packaged by Certified Development Companies (CDC) and designed to finance up to 40 percent of a "project"[1] secured with a 2nd position lien. Another loan from a third party lender financing up to 50 percent of the same project secured in 1st position, and borrower contribution of at least 10 percent. Extra contributions for special-purpose properties and new businesses. | Long-term Treasury fixed rates that are below market, low borrower contribution only 10 to 20 percent, full amortization with no call or balloon conditions. |
| **Microloan Program** | Same as Basic 7(a). Plus, nonprofit child-care businesses. | Similar to Basic 7(a). Plus, start-up nonprofit child-care businesses | Shortest term possible, not to exceed six years. | $50,000 to the small business at any given time. | The SBA provides a loan to a nonprofit micro-lender called an "intermediary" who uses the proceeds to make microloans to small businesses. Technical assistance can also be provided. | Direct loan from nonprofit intermediary lender, fixed-rate financing, can be very small loan amounts, and technical assistance is available. |

1 "Project" is the purchase or lease, and/or improvement or renovation of long-term fixed assets by a small business, with 504 financing, for use in its business operations.

*All SBA programs and services are extended to the public on a nondiscriminatory basis.*

# Lender's Programs Chart

*Ways lenders can request guarantees*

(Information current as of 04/27/2016)

| Program Processing | Which Lenders Qualify | Types of Loans that can be Guaranteed | Maximum Allowable Interest Rates | Eligibility Analysis | Credit Analysis | Maximum Loan Amount |
|---|---|---|---|---|---|---|
| **Standard Processing** | Lenders that have an executed participation agreement with the SBA. Export Working Capital requires additional 750-EX agreement. | Basic 7(a). International Trade, Export Working Capital, all CAPlines. | Base rate is *Wall Street Journal* prime, or LIBOR* one month rate plus 3 percent, or SBA Peg rate. **Plus**, an allowable spread from 2.25 to 2.75 percent based on term. Lender can add 2 percent if loan is$25,000 or less, and 1 percent if loan is $25,001 to $50,000. Can be fixed or variable. No maximum set on Export Working Capital. | Lender completes eligibility questionnaire and SBA reviews eligibility during loan processing. | Lender to cover all aspects of prudent credit analysis with emphasis on applicant's ability to repay loan from operation. SBA conducts analysis of lender's analysis. | Maximum loan $5 million. Loans up to $150,000 guaranteed up to 85 percent; loans over $150,000 guaranteed up to 75 percent. Business with multiple SBA loans may get some variations. Export Working Capital and International Trade Loans have 90% guaranty. |
| **Preferred Lender Program (PLP) Processing** | Same as Standard 7(a). Plus, an executed PLP agreement. | Same as Standard processing except restrictions on loans involving some types of debt refinancing. | Same as Standard 7(a). | Lender completes Eligibility Analysis. | Delegated to lender. | Maximum loan $5 million. Guaranty percentage same as Standard 7(a). |
| **SBA Express Processing** | Same as Standard 7(a). Plus, an executed SBA Express agreement. | Basic 7(a) with restrictions on some types of debt refinancing. Plus, lender structured term and revolving loans. | If $50,000 or less, cannot exceed prime + 6.5 percent. If over $50,000, cannot exceed prime + 4.5 percent. Prime may be lender prime. | Lender completes SBA Form 1920 "Eligibility Information." | Delegated to lender. | Maximum loan $350,000. Guaranty percentage 50 percent. |
| **Export Express Processing** | Same as Standard 7(a). Plus, an executed Export Express agreement. | Similar to SBA Express, but must meet export-related eligibility criteria and use of proceeds requirement. | If $50,000 or less, cannot exceed prime + 6.5 percent. If over $50,000, cannot exceed prime + 4.5 percent. Prime may be lender prime. | Lender completes SBA Form 1920 "Eligibility Information." | Delegated to lender. | Maximum loan $500,000. Guaranty percentage range between 75 and 90 percent. |
| **Community Advantage** | Lenders that have an executed Community Advantage agreement. | Basic 7(a) except restrictions on some types of refinancing. | Prime + 6 percent. | Lenders complete SBA Form 1920 "Eligibility Information." | Similar to Standard 7(a) except credit factors to consider are more defined. | Maximum loan $250,000. Guaranty percentage same as Standard 7(a). |

• London InterBank Offered Rate

*All SBA programs and services are extended to the public on a nondiscriminatory basis.*

# CONTRACTING

## Applying for Government Contracts

The U.S. government is the largest single purchaser of goods and services in the world, buying everything from armored vehicles and cutting-edge scientific research, to paper clips and super computers. Every year, the federal government awards more than $500 billion in contracts, and a significant share of those contracts are made specifically available for award to small businesses.

The Small Business Administration works with agencies to award at least 23 percent of all prime government contracts to small businesses, including specific statutory goals for small disadvantaged businesses (SDB) – 5%, businesses that are women-owned (WOSB) – 5% or service-disabled veteran-owned (SDVOSB) – 3%, and businesses that are located in historically underutilized business zones (HUBZone firms) – 3%.

The agency ensures that small businesses have access to long-lasting development opportunities, which means working with small businesses to help them to become and remain competitive, as well as encouraging federal agencies to award more contracts to small businesses. The SBA performs an advocacy function for small businesses through outreach programs, matchmaking events, and online training opportunities. The agency works directly with individual Federal buying offices and large business government contractors to identify contracting opportunities for small businesses.

## HOW GOVERNMENT CONTRACTING WORKS

### Sealed bidding vs. Negotiation

There are two primary competitive contracting methods the government uses to purchase goods and services, sealed bidding and negotiation. The first method, sealed bidding, involves the issuance of an invitation for bid (IFB) by a procuring agency. Under the sealed bidding method, a contract is awarded to the responsive and responsible bidder whose bid, conforms to the requirements of a solicitation (IFB) that will be most advantageous to the government, considering only price and the price-related factors included in the IFB. The second method, negotiation, involves issuing a request for proposal (RFP) or request for quotation (RFQ). The business with the best proposal in terms of technical content, best value, price and other factors generally is awarded the contract.

### Types of Contracts

Fixed-price contracts place the full responsibility for the costs and risk of loss on the contractor, and generally do not permit any adjustment on the basis of the contractor's costs during the performance of the contract. It provides maximum incentive for the contractor to control costs and perform effectively and imposes a minimum administrative burden upon the contracting parties. This type of contract is used in all sealed bid and some negotiated procurements.

Cost reimbursement contracts provide for the payment of allowable costs incurred by the contractor plus a reasonable profit, to the extent stated in the contract. The contract establishes a ceiling price, above which a contractor may not exceed without the approval of the contracting officer. Cost reimbursement contracts are commonly used in research and development contracts.

Some contracts do not fit neatly into these two categories, such as time and material contracts (prices for hourly wages are established but the hours are estimated), and although rarely used, letter contracts, which authorizes a contractor to begin work on an urgent requirement before all terms and conditions are finalized.

### Small Business Set-Asides

A "set-aside" for small businesses reserves an acquisition exclusively for small business competition. This includes requirements competed among HUBZone Certified Small Businesses, SBA 8(a) Certified small businesses, Service-Disabled Veteran-Owned small businesses, and Economically Disadvantaged/Women-Owned small businesses in specific industries. Generally, set asides are appropriate, or in some cases required, if the contracting officer has a reasonable expectation of receiving two or more offers from responsible concerns and award can be made at fair market prices. Some programs also have authority for sole awards (awards with competition) depending on the circumstances.

There are two ways in which set-asides can be determined. First, if an acquisition of goods or services has an anticipated dollar value above $3,500 (micropurchase threshold), but not exceeding $150,000 (simplified acquisition threshold (SAT), it is automatically reserved for small businesses. The acquisition will be set aside above the SAT only if the contracting officer determines there are two or more responsible small businesses that are competitive in terms of price, quality, and delivery, and an award can be made at a fair market price. Reasonable expectations of small business competition are based on market research including an evaluation of past acquisition history for an item or similar items. As part of market research, contracting officers may publish Sources Sought notices on the Federal Business Opportunities (FBO; www.fbo.gov) website seeking firms for upcoming opportunities. Be sure to respond to these notices so you can be solicited for the requirements.

There are several exceptions and unique rules for specific kinds of small businesses and industries, so you should become familiar with the rules, which are contained in the Federal Acquisition Regulation (FAR). For small business set-asides for manufactured items, any business proposing to furnish a product that it did not manufacture must furnish the product of a small business manufacturer unless the SBA has granted either a waiver or exception to this requirement, referred to as the Non-manufacturer rule. In industries where the SBA finds that there are no small business manufacturers, it may issue a waiver to the non-manufacturer rule. Waivers permit small businesses dealers or distributors to provide the product of any size concern regardless of the place of manufacture (but other laws such as the Buy American Act or Trade Agreements Act may apply). For service and construction requirements, the small business must perform set percentages of the work with its own employees (Limitations on Subcontracting), on set-aside requirements.

### Sole Source

Although competition is the preferred means of contracting, the SBA's 8(a) Business Development Program (FAR subpart 19.8), HUBZone (subpart 19.13), Service Disabled Veteran-Owned Business (subpart 19.14) and Woman-Owned Small Business Programs (subpart 19.15) each have provisions allowing for sole-source awards, when applicable. A contracting officer must give equal consideration to firms in each of these Programs when considering an award.

### Subcontracting

Subcontracting opportunities are a great opportunity for small businesses, especially for those not ready to bid as prime contractors. Experience gained from subcontracting with a federal prime contractor can better prepare businesses to bid for prime contracts.

Current regulations stipulate that for contracts offering subcontracting opportunities with values over $700,000 for goods and services, or $1.5 million for construction must offer the maximum practicable subcontracting opportunities to small businesses. In addition, potential large business prime contractors must submit a subcontracting plan with their proposal describing how they will successfully maximize subcontracting opportunities to small businesses.

To find subcontracting opportunities, a list of federal prime solicitations is listed under the U.S. Small Business Administration Subcontracting Network (SUBNET) **web.sba.gov/subnet/search/index.cfm** and through the General Services Administration (GSA) at **www.gsa.gov/portal/content/101195.** Research the list of prime contractors and determine which are best suited to your business. Develop a marketing strategy, and then contact the Small Business Liaison Officer (SBLO) listed for each prime to schedule an appointment. The SBA has a cadre of Commercial Market Representatives (CMRs) who work closely with large prime contractors to maximize use of small businesses as subcontractors. They can also assist small businesses with subcontracting matters. To find a CMR, go to: **https://www.sba.gov/content/cmr-directory.**

## SBA CONTRACTING PROGRAMS

### HUBZONE

The Historically Underutilized Business Zones (HUBZone) program helps small businesses located in distressed urban and rural communities gain access to federal set-aside contracts and sole source contracts, as well as a price evaluation preference in full and open contract competitions. Federal agencies have a goal of awarding 3 percent of the total value of all prime contract and subcontract awards to small businesses that SBA has certified as HUBZone. The list of HUBZone small business can be located at http://dsbs.sba.gov/dsbs/search/dsp_searchhubzone.cfm. To qualify for the program, a business (except those that are tribally-owned) must meet the following criteria:

- Small Business by SBA size standards
- Owned and controlled at least 51 percent by U.S. citizens, or a Community Development Corporation (CDC), an agricultural cooperative, or an Indian tribe
- Principal office must be located within a "Historically Underutilized Business Zone," which includes lands considered "Indian Country" and military facilities closed by the Base Realignment and Closure Act
- At least 35 percent of its employees must reside in a HUBZone.

**Note:** Different rules apply for Tribal Governments, Alaska Native Corporations, Community Development Corporations and small agricultural cooperatives. These are delineated in Title 13 of the Code of Federal Regulations, Part 126.

Existing businesses that choose to move to qualified areas are eligible to apply for certification provided they meet all the eligibility requirements. To fulfill the requirement that 35 percent of a HUBZone firm's employees reside in a HUBZone, employees must live in a primary residence at a place for at least 180 days, or as a currently registered voter, and with intent to live there indefinitely.

**The SBA is responsible for:**

- Determining whether or not applicants are qualified HUBZone small business concerns;

- Maintaining a list of qualified HUBZone small business concerns for use by acquisition agencies in awarding contracts under the program;
- Adjudicating protests and appeals of eligibility to receive HUBZone contracts.

For additional information, visit **www.sba.gov/hubzone**.

## 8(a) BUSINESS DEVELOPMENT PROGRAM

The 8(a) program is an essential instrument for helping socially and economically disadvantaged entrepreneurs gain access to the economic mainstream of American society. The 9-year program helps thousands of aspiring entrepreneurs gain a foothold in government contracting. The program offers business development assistance that includes one-on-one training and counseling, training workshops, match-making opportunities with federal buyers and other management and technical guidance. 8(a) participants can receive sole-source contracts, up to a ceiling of $4 million for goods and services and $6.5 million for manufacturing. While we help 8(a) participants build their competitive and institutional know-how, we also encourage them to participate in competitive acquisitions to become viable firms that continue to grow after graduating from the program. There is a statutory requirement that small disadvantaged business concerns be awarded not less than 5 percent of the total value of all prime contract awards. All 8(a) firms are considered small disadvantaged business concerns for the purpose of federal contracting.

To be eligible for the 8(a) Business Development program, a business must meet the following criteria:

- Small Business in the Primary NAICS;
- Owned (at least 51 percent) by one or more individuals who qualify as socially and economically disadvantaged, and who are U.S. citizens of good character;
- Controlled, managed, and operated full-time by one or more individuals who qualify as disadvantaged, and;
- Must demonstrate potential for success (generally by being in business for at least two full years) and have the capacity to perform on government and non-government contracts before applying.

Socially disadvantaged individuals are those who have been subjected to racial or ethnic prejudice or cultural bias because of their identity as a member of a group without regard to their individual capabilities. The following individuals are automatically presumed to be socially disadvantaged: Black Americans, Native Americans, Alaska Natives or Native Hawaiians, Hispanic Americans, Asian Pacific Americans, and Subcontinent Asian Americans. An individual who is not a member of one of these groups must establish individual social disadvantage by a preponderance of evidence.

Economically disadvantaged individuals are socially disadvantaged individuals whose ability to compete in the free-enterprise system has been impaired due to diminished capital and credit opportunities as compared to others in the same or similar line of business who are not socially disadvantaged. Such individuals have a net worth of less than $250,000 (excluding primary residence and other exclusions).

## WHAT YOU SHOULD KNOW ABOUT YOUR BUSINESS

To be eligible to bid on a federal contract, you must know your business. Answer the following three questions:

### 1. Are you a small business?

Is your small business:

- Organized for profit?
- Located in the U.S.?
- Operated primarily within the U.S. or making a significant contribution to the U.S. economy through payment of taxes or use of American products, materials, or labor?
- Independently owned and operated?
- Not dominant in the field of operation in which it is bidding for government contracts?
- A sole proprietorship, partnership, corporation, or any other legal form?

If the first six criteria apply to your business, ask yourself the second important question to find out if your business meets size standard requirements.

### 2. What is the size standard for your business?

Size standards are used to determine whether a business is small or "other than small." Size standards vary depending upon the industry. To determine the size standard for your business, you will need a North American Industry Classification code (NAICS). Every federal agency uses these codes when considering your business. To determine your NAICS code, go to **www.census.gov/eos/www/naics/**. Some SBA programs require their own unique size standards. To find out more about these requirements and other size standard information, go to **www.sba.gov/size**.

### 3. Do you fall under a specific certification?

Under the umbrella of "small business," SBA has outlined several specific certifications that businesses may fall under. These certifications are divided into two categories:

**SBA-Certified and Self-Certified.**

The SBA-Certified Programs were created to assist specific businesses in securing federal contracts and therefore can only be issued by SBA administrators. For the Self-Certified Programs, you can determine for yourself if your business meets the requirements by referring to the Federal Acquisition Regulation (FAR).

Just as Congress has given federal agencies a goal of procuring 23 percent of federal contracts from small businesses, so too must federal agencies meet specific contracting goals for other categories of small firms. These goals are:

- 23 percent of contracts for Small Businesses
- 5 percent of contracts to Small Disadvantaged Businesses
- 5 percent to Women-Owned Small Businesses
- 3 percent to Service-Disabled Veteran-Owned Small Businesses
- 3 percent to HUBZone Small Businesses

Federal agencies have a strong incentive to fulfill these contracting goals. You should apply for those SBA-Certified and determine which Self-Certification programs for which you qualify to take advantage of contracting opportunities.

Firms owned by Alaska Native Corporations, Indian tribes, Native Hawaiian organizations, and Community Development Corporations can also apply to the SBA for 8(a) business development assistance. Entity owned firms may receive sole source contracts without dollar limitation.

Each 8(a) firm is assigned a Business Opportunity Specialist at the nearest SBA District Office geographically near the business to coordinate the firm's business development assistance.

In addition, 8(a) participants may take advantage of specialized business training, counseling, marketing assistance, and high-level executive development provided by the SBA and our resource partners. 8(a) participants can also be eligible for assistance in obtaining access to surplus government property and supplies, SBA-guaranteed loans, and bonding assistance.

For additional information about applying for the SBA's 8(a) Program, visit **www.sba.gov/8a**.

## SMALL DISADVANTAGED BUSINESS

A Small Disadvantaged Business (SDB) is defined as a small business that is at least 51 percent owned and controlled by one or more individuals who are socially and economically disadvantaged.

There is a federal government-wide goal of awarding at least 5 percent of prime contracting dollars to SDBs each year. Large prime contractors must also establish a 5 percent subcontracting goal for SDBs in their subcontracting plans which includes SBA 8(a) certified small businesses.

Firms self-certify as SDB in the federal data base called the System for Award Management (SAM) without submitting any application to the SBA; however, firms approved by the SBA into the 8(a) Business Development Program are automatically certified as an SDB. To self-certify, firms should access the website: **www.sba.gov/sdb**. By reading the information contained therein you will be given guidance as to what steps are required.

## SERVICE-DISABLED VETERAN-OWNED SMALL BUSINESS

The Service-Disabled Veteran-Owned Small Business (SDVOSB) program has a federal government-wide goal of awarding at least 3 percent of prime and subcontracting dollars to Service-Disabled Veteran-Owned Small Businesses each year. Large prime contractors must also establish a subcontracting goal for SDVOSBs in their subcontracting plans. These subcontracting goals are reviewed at time of proposal by both the contracting officer and the SBA prior to the award of a contract.

While the SBA does not certify companies as SDVOSBs, SDVOSB protest process is administered by SBA to ensure that only businesses owned by service-disabled veterans receive contracts reserved exclusively for them. When a business's SDVOSB self-certification is challenged, the SBA determines if the business meets the status, ownership and control requirements.

An SDVOSB must be owned and controlled by one or more individuals with a service connected disability. To determine your eligibility, contact your local veterans' business development officer, visit the various program websites, or contact SBA's Office of Veterans Business Development at **www.sba.gov/ovbd**.

## WOMEN-OWNED SMALL BUSINESS FEDERAL CONTRACT PROGRAM

On October 7, 2010, the SBA published a final rule effective February 4, 2011, aimed at expanding federal contracting opportunities for women-owned small businesses. The Women-Owned Small Business (WOSB) Federal Contract Program authorizes contracting officers to set aside certain federal contracts for eligible women-owned businesses and economically disadvantaged women-owned small businesses (EDWOSB) in specified industries where it has be determined WOSBs and EDWOSBs are underrepresented. Commencing October 14, 2015, certain contract requirements can be awarded on a sole-source basis to WOSB and EDWOSB concerns in those specified industry categories.

To be eligible, a firm must be at least 51 percent owned or controlled by one or more women. The women must be U.S. citizens and the WOSB or EDWOSB must be "small" under its primary industry in accordance with SBA's size standards established for under the North American Industry Classification code assigned to that industry. To be deemed "economically disadvantaged" its owners must demonstrate economic disadvantage in accordance with the requirements set forth in the final rule. For additional information, visit **www.sba.gov/wosb**.

Protests under the WOSB Federal Contract Program are also adjudicated by the SBA. When a company's WOSB or economically disadvantaged WOSB self-certification is challenged, the SBA determines if the business meets ownership and control requirements.

Large prime contractors must also establish a subcontracting goal for Woman-Owned Small Businesses in their Subcontracting Plans. These subcontracting goals are reviewed at time of proposal by both the contracting officer and the SBA prior to the award of a contract.

# GETTING STARTED IN CONTRACTING

Once you have identified the important information regarding your business, it is time to start the process of procuring a government contract.

**1. Identify your DUNS (Data Universal Numbering System) Number**

To register your business, obtain a DUNS number used to identify and track millions of businesses. You can obtain your free DUNS number when registering with the System for Award Management. Log on to **www.sam.gov** for more information or by contacting Dun & Bradstreet at **http://fedgov.dnb.com/webform** .

**2. Identify your EIN (Employer Identification Number)**

An EIN, otherwise known as a federal tax identification number, is generally required of all businesses. For more information, go to **www.irs.gov**.

**3. Identify your NAICS (North American Industry Classification) codes**

The NAICS codes are used to classify the industry a particular business occupies. You will need at least one NAICS code to complete your registration, but be sure to list as many as apply. You may also add or change NAICS codes at any time. Visit **www.census.gov/eos/www/naics/** to find NAICS codes.

**4. Register with the System for Award Management (SAM), formerly the Central Contractor Registration (CCR) - www.sam.gov**

The SAM is an online federal government maintained database of companies wanting to do business with the federal government. Agencies search the database for prospective vendors. You must be registered in SAM in order to do business as a Federal contractor.

Register at **www.SAM.gov**. After completing registration, you will be asked to enter your small business profile information through the SBA Supplemental Page. The information will be displayed in the Dynamic Small Business Search. Creating a profile in SAM and keeping it current ensures your firm has access to federal contracting opportunities.

Entering your small business profile, including your business information and key word description, allows contracting officers, prime contractors, and buyers from state and local governments to learn about your company.

**5. Submit an offer for a GSA Schedule Contract**

The GSA (General Services Administration) Multiple Award Schedule (aka Federal Supply Schedule) is used by GSA to establish long-term, government-wide contracts with commercial firms. Although their use is not generally mandatory, many Agencies and buying offices use GSA schedules for their contracting needs. Once these contracts are established, government agencies can order the supplies and services they need directly from the firms through the use of an online shopping tool. Becoming a GSA schedule contractor increases your opportunity for contracts across all levels of government. Businesses interested in becoming GSA schedule contractors should review the information available at **www.gsa.gov/schedules**.

**6. Make Sure Your Business is Financially Sound**

This critical step is absolutely necessary to make sure that your business is financially prepared for the journey ahead. Even if you are able to obtain a government contract, you will not be receiving all of the money at once. It helps to have a clear plan of how your business will stage the benefits of the contract.

**7. Search Federal Business Opportunities (FedBizOpps) for Contracting Opportunities**

FedBizOpps, is an online service operated by the federal government that announces available business opportunities. FedBizOpps helps identify the needs of federal agencies and available contracting opportunities. To begin searching for contracting opportunities, go to **www.fbo.com**.

**8. Marketing Your Business**

Registering your business is not enough to obtain a federal contract; you will need to market your business to attract federal agencies. Tips for good marketing are:

- Determine which federal agencies buy your product or service, and get to know them;
- Identify the contracting procedures of those agencies;
- Focus on opportunities in your niche and prioritize them.
- You should identify the PSC (Product Services Code) and/or a FSC (Federal Supply Classification), which describes your business. These codes provide additional information about the services and products your business offers.

**9. Procurement Technical Assistance Centers (PTACs)**

Doing business with the government is a big step to growing your business. Procurement Technical Assistance Centers (PTACs) provide local, in-person counseling and training services for you, the small business owner. They are designed to provide technical assistance to businesses that want to sell products and services to federal, state, and/or local governments. PTAC services are available either free of charge, or at a nominal cost. PTACs are part of the Procurement Technical Assistance Program, which is administered by the Defense Logistics Agency.

What can a PTAC do for you?

- Determine if your business is ready for government contracting.
- Pursuing government contracts is a challenge, and can be burden for your company if you do not have the resources or maturity to handle a contract. A PTAC representative can sit with you one-on-one and determine if your company is ready, and how to position yourself for success.

- Help you register in the proper places. There are numerous databases to register with to get involved with the government marketplace, including the Department of Defense's System for Award Management (SAM), GSA Schedules, and other government vendor sites.
- See if you are eligible in any small business certifications. Some government contracts are set aside for certain businesses that have special certifications, such as woman-owned, minority-owned, and HUBZone. A PTAC representative can help you obtain these certifications, if you are eligible, allowing for more government contract opportunities.
- Research past contract opportunities. A PTAC representative can look into past contracts, to see what types of contracts have been awarded to businesses like yours.

In addition, a PTAC can help you identify and bid on a contract, and if you are awarded the contract, continue to provide you support through measuring your performance and helping with your contract audits. Don't hesitate to find the PTAC near you today to get started in government contracting or to improve your success.

# ADDITIONAL PROCUREMENT AND FEDERAL RESOURCES

The following federal procurement resources may also be of assistance:

- **The Certificates of Competency (CoC) program** allows SBA to review a contracting officer's non-responsibility determination that it is unable to fulfill the requirements of a specific government contract. The SBA will conduct a detailed review of the firm's technical and financial capabilities to perform on the contract. If the business demonstrates the capability to perform, the SBA issues a Certificate of Competency to the contracting officer, requiring award of that contract to the small business.
- **Procurement Center Representatives (PCR) and Commercial Marketing Representatives (CMR):** PCRs work to increase the small business share of federal procurement awards. CMRs offer many services to small businesses, including counseling on how to obtain subcontracts. To find a PCR or CMR near you, go to **www.sba.gov/content/procurement-center-representatives**.
- **SBDCs (Small Business Development Centers:** Like PTACs, SBDCs are important SBA Resource Partners which provide "hands-on" assistance to small businesses. To find an SBDC servicing your area, go to: **http://americassbdc.org/home/find-your-sbdc/**.
- **Department of Defense** (The DoD is the largest purchaser of goods from small businesses): **www.acq.osd.mil/osbp/**
- **Office of Federal Procurement Policy:** www.whitehouse.gov/omb/procurement_default
- **Acquisition Forecast:** www.acquisition.gov/comp/procurement_forecasts/index.html
- **Federal Supply Schedule (FSS):** www.gsa.gov
- **Federal Procurement Data System (FPDS):** https://www.fpds.gov/fpdsng_cms/index.php/en/
- **GSA Center for Acquisition Excellence:** www.gsa.gov/portal/content/103487
- **Natural Resources Sales Assistance** The U. S. Small Business Administration (SBA) administers a Property Sales Assistance Program through its Office of Government Contracting. The Program includes; Royalty Oil, Strategic Materials from the National Stockpile, Leases involving rights to minerals; coal, oil and gas, Surplus Real & Personal Property Sales, and the U.S. Small Business Administration's Timber Sale Program.
  The SBA oversees timber sales by working in conjunction with the following agencies via Memorandums of Understanding (MOU): Department of Agriculture, Department of the Interior, Bureau of Land Management and Fish & Wildlife Service, Department for Defense, Department of Energy, and the Tennessee Valley Authority. There are also directives governing the program in the Forest Service Handbook 2409.18, and 13 CFR (Code of Federal Regulations) section 121.501-512. Timber sales are not governed by the Federal Acquisition Regulation.
  SBA's Timber Program is administered via a Senior Representative located in SBA Headquarters, and 3 Industrial Specialists - Forestry (ISF) located in Atlanta, GA; Denver, CO; and Portland, OR. The ISF's monitor the 148 market areas that make-up the national parks, forests, and Federally-owned lands. Timber is regularly sold from Federal forests and other federally managed lands. SBA works with the Forest Service and other agencies to ensure opportunities exist for small businesses to bid on these Federal timber sales.

## U.S. EXPORT RESOURCES AVAILABLE FOR BUSINESSES

### MARKET RESEARCH

**Trade Statistics**
- o Trade Stats Express | tse.export.gov
- o State and Metro Export Reports **www.trade.gov/mas/ian/statereports**

**Market Research Library/Country Commercial Guides**
- o Get free access to reports on countries, industries, and commercial developments written by our Commercial Service officers in country **www.export.gov/mrktresearch**

**FTA Tariff Tool**
- o Find out the tariffs with our trading partners on specific products and create reports and charts of trends under different agreements **www.export.gov/ftatarifftool**

**A Basic Guide to Exporting**
- o The nuts-and-bolts information a company needs to meet the challenges of the global economy. Includes real-life principles of exporting **www.export.gov/basicguide**

### OPPORTUNITIES: FINDING BUYERS AND MAKING CONTACTS

**U.S. Export Assistance Centers**
- o Located in over 100 cities , specializing the below services to help small businesses export **www.export.gov/eac/index.asp**

**Trade Counseling**
- o Develop a market entry strategy, find the best export finance options, navigate export controls and complete the required trade documentation

**Business Matchmaking**
- o Get connected with pre-screened foreign buyers, participate in trade events, and set up meetings with government officials in your target markets

**Market Intelligence**
- o Conduct analysis of market potential and foreign competition, complete background checks on companies, and get help from USEAC staff on navigating any cultural differences

**"Gold Key" Services**
- o The Department's "Gold Key" suite of service includes: customized matchmaking meetings scheduled overseas to find business partners and customers, pre-screened appointments arranged before travelling, market and industry briefings with trade specialists, post-meeting debriefings and assistance in developing appropriate follow-up strategies, and help with travel, accommodations, interpreter service, and clerical support

**Trade Missions**
- o Participate in overseas trips with U.S. government personnel to meet with potential business partners and explore potential market opportunities

**Foreign Buyer Delegations**
- o Exhibit your products to vetted potential foreign buyers at trade shows in the United States

**Major Foreign Trade Shows**
- o Showcase your products and services in U.S. pavilions at overseas trade shows

**Reverse Trade Missions**
- o Meet foreign delegates coming to see U.S. products and technologies.
- o The U.S. Trade and Development Agency connects international buyers with U.S. manufacturers and service providers in order to open new export markets and commercial opportunities world-wide **www.ustda.gov**

**Advocacy**
- o The Advocacy Center coordinates U.S. government efforts to advocate on behalf of U.S. exporters bidding on public-sector contracts with foreign governments and government agencies **www.export.gov/advocacy**

**Agricultural products**
- o The U.S. Department of Agriculture provides several of the aforementioned services through the Foreign Agricultural Service and partner State-Regional Trade Groups | **www.fas.usda.gov/getting-started and www.fas.usda.gov/programs/market-access-program-map/state-regional-trade-groups**

### FEDERAL EXPORT FINANCING AND INSURANCE OPTIONS

**Export Financing and Insurance**
- o Federal export financing options can make your company more competitive by helping you offer a potential buyer more attractive payment terms

**The Small Business Administration (SBA)**
- o Take advantage of a wide range of financing options for small businesses, including the Export Express Program, Export Working Capital Program, and International Trade Loan | **www.sba.gov**

### COMPLIANCE WITH FEDERAL LAWS AND REGULATIONS

**Export Licenses (BIS)**
- o Obtain information on exports requiring a license before shipping **www.bis.doc.gov**

**Economic and Trade Sanctions (Treasury)**
- o Find out the countries, entities, and individuals with whom U.S. firms cannot do business | treas.gov/ofac

**Electronic Export Information (Census)**
- o Upon exporting any good value at over $2500, information must be submitted to the Automated Export System. Get help on filing AES, classifying merchandise, regulations and trade data
  1-800-549-0595

# SBA DISASTER ASSISTANCE

## Knowing the Types of Assistance Available for Recovery

The disaster program is SBA's largest direct loan program, and the only SBA program for entities other than small businesses. SBA is responsible for providing affordable, timely and accessible financial assistance to non-farm businesses of all sizes, private, nonprofit organizations, homeowners and renters following declared disasters.

The SBA is authorized by the Small Business Act to make two types of disaster loans:

### Physical Disaster Loans

Physical Disaster Loans are the primary source of funding for permanent rebuilding and replacement of uninsured or underinsured disaster-caused damages to privately-owned real and/or personal property. SBA's physical disaster loans are available to businesses of all sizes, private nonprofit organizations of all sizes, homeowners and renters. Businesses and private, nonprofit organizations of any size may apply for a loan up to $2 million (actual loan amounts are based on the amount of uncompensated damage) to repair or replace real property, machinery, equipment, fixtures, inventory and leasehold improvements. A homeowner may apply for a loan of up to $200,000 to repair or replace the primary residence to its pre-disaster condition. Homeowners or renters may apply for a loan up to $40,000 to help repair or replace personal property, such as clothing, furniture or automobiles, lost in the disaster.

The SBA may increase a loan up to 20 percent of the total amount of physical damages as verified by SBA to make improvements that protect the property from similar future disasters.

### Economic Injury Disaster Loans

Economic Injury Disaster Loans provide the necessary working capital after a declared disaster until normal operations resume. Small businesses, small agricultural cooperatives, small businesses engaged in aquaculture (fisheries, for example) and most private nonprofit organizations of all sizes are eligible for EIDL assistance, regardless of whether there was any physical damage. The loan limit is $2 million. The EIDL helps small businesses meet ordinary and necessary operating expenses as they recover from a disaster. The limit for physical and EIDL loans combined is $2 million.

The Military Reservists Economic Injury Disaster Loan is a working capital loan for small businesses facing financial loss when the owner or an essential employee is called up to active duty in their role as a military reservist. The loan limit is $2 million and the business can use the funds to cover operating expenses until the essential employee or business owner is released from active duty.

The SBA can only approve disaster loans to applicants having an acceptable credit history and repayment ability. The terms of each loan are established in accordance with each borrower's ability to repay. The law gives SBA several powerful tools to make disaster loans affordable: low-interest rates (around 4 percent), long-terms (up to 30 years), and refinancing of prior liens (in some cases). As required by law, the interest rate for each loan is based on

SBA's determination of whether the applicant has credit available elsewhere — the ability to borrow or use their own resources to recover from the disaster without causing undue hardship.

More information on all of SBA's disaster assistance programs, including information for military reservists, is available at **www.sba.gov/disaster**. Apply online using the Electronic Loan Application (ELA) via SBA's secure Website at: **https://disasterloan.sba.gov/ela**.

## Disaster Preparedness

Recovering from a disaster doesn't begin with clearing the debris and returning to work. Imagine stepping into your store, or restaurant, or the office where you run your business, a day or two after the fire has been contained, the tornado has passed, or floodwaters have receded. First come the questions: "How much will it cost to rebuild? Will my insurance cover all this? How will I pay my employees and vendors and cover the bills during the recovery phase?" Before a disaster strikes is a good time to start, or update and test your business continuity plan.

And while SBA disaster loans go a long way toward revitalizing communities devastated by the economic fallout that follows disasters, with a solid preparedness plan in place, your business will be able to recover sooner, possibly without taking on new debt.

Assessing your risks and needs are an important first step in developing your business continuity strategy. The American Red Cross' Ready Rating™ program (**www.readyrating.org**) is a free online tool that helps businesses get prepared for disaster and other emergencies. With Ready Rating you can evaluate your level of disaster readiness, and you'll get customized feedback on how to establish or expand your disaster plan.

Another useful site provided by FEMA — Ready.gov (**www.ready.gov**) — provides practical disaster preparedness tips and checklists for businesses, homeowners and renters. SBA has teamed up with Agility Recovery Solutions to offer business continuity strategies through the "PrepareMyBusiness" website (**www.preparemybusiness.org**) and monthly disaster planning webinars. Previous topics — presented by experts in their fields — have included crisis communications, testing the preparedness plan, and using social media to enhance small business recovery. At the website you can sign up for future webinars, view previous webinars, and download checklists that give you tips on risk assessment, evacuation plans and flood preparedness, that will help you develop a solid business continuity plan.

Meanwhile, here are a few preparedness tips to consider:

- Review Your Insurance Coverage. Contact your insurance agent to find out if your coverage is right for your business and make sure you understand the policy limits. Ask about Business Interruption Insurance, which compensates you for lost income and covers operating expenses if your company has to temporarily shut down after a disaster.
- Establish a solid supply chain. If all your vital external vendors and suppliers are local and if the disaster is significantly widespread, you'll all be in the same boat, struggling to recover. It's a good idea to diversify your list of vendors for key supplies to companies outside your area or internationally, if possible. Create a contact list for important contractors and vendors you plan to use in an emergency and find out if those suppliers have a recovery plan in place. Keep this list with other documents filed in a place that's accessible, and also at a protected off-site location.
- Plan for an alternate location. Do some research well in advance of the disaster for several alternative places to relocate your company in the event a disaster forces you to shut down indefinitely. Some options include contacting a local real estate agent to get a list of available vacant office space. Make an agreement with a neighboring business to share office space if disaster strikes. If possible, make plans for employees to telecommute until the office has been rebuilt.

The financial and emotional cost of rebuilding a business after a disaster can be overwhelming. However, with a business continuity plan in place, you'll be able to rebound and reopen quickly, and in a better position to contribute to the economic recovery of your community.

As small businesses are leading America's economic recovery, many of them are investing time and money into their plans to grow and create jobs. Developing a strong disaster preparedness plan should be a critical and integral piece of those efforts. Planning for a disaster is the best way of limiting its effects.

# ADVOCACY AND OMBUDSMAN

## Watching Out for the Interests of Small Businesses

## OFFICE OF ADVOCACY

The Office of Advocacy is an independent office within the U.S. Small Business Administration. Advocacy's mission is to be the "small business watchdog" in the federal government. The office is headed by the chief counsel for advocacy, who is appointed by the President and confirmed by the Senate.

The office examines the role and status of small business in the economy and independently represents the views of small business to federal agencies, Congress, the president and federal courts. The Office of Advocacy compiles and interprets statistics on small business and is the primary entity within the federal government to disseminate small business data. The office also funds outside research on small business issues and produces numerous publications to inform policy makers about the important role of small businesses in the economy and the impact of government policies on small businesses. In addition, the office monitors federal agency compliance with the Regulatory Flexibility Act – the law that requires agencies to analyze the impact of their proposed regulations on small entities (including small businesses, small governmental jurisdictions and small nonprofit organizations), and consider regulatory alternatives that minimize the economic burden on small entities.

Advocacy's mission is enhanced by a team of regional advocates, located in the SBA's 10 regions. They are Advocacy's direct link to small business owners, state and local government entities, and organizations that support the interests of small entities. The regional advocates help identify regulatory concerns of small business by monitoring the impact of federal and state policies at the grassroots level.

Learn more about the Office of Advocacy at **www.sba.gov/advocacy**.

## OFFICE OF THE NATIONAL OMBUDSMAN:

*Bringing Fair Regulatory Enforcement to America's Small Businesses*

The National Ombudsman has helped thousands of small businesses save time and money by resolving difficult regulatory compliance and enforcement issues. As part of President Obama's mandate to promote a level playing field for small business, we work directly with federal regulators to facilitate practical and timely resolutions of Regulatory Enforcement Fairness (REF) matters impacting small businesses.

The National Ombudsman oversees fair enforcement of small business regulation by:

- Providing small business owners a confidential way to report and resolve federal REF problems, like excessive enforcement action or disproportionate fines
- Escalating small business concerns to federal agencies for fairness review & resolution
- Grading federal agencies on their small business policies and practices

Small businesses can connect with the National Ombudsman online at sba.gov/ombudsman, in-person, or through a national network of Regulatory Fairness Board Members. The National Ombudsman meets with small business owners around the country at listening sessions and regulatory fairness dialogues in all ten SBA Regions. These outreach events provide critical, real-time input from the small business community on REF issues impacting small business growth and help federal regulators better understand how government can best support small business success.

Regional Regulatory Fairness Boards in each of SBA's 10 regions promote regulatory fairness by alerting federal regulators to important REF issues such as unintended consequences of a new rule or regulation. These Boards, each made up of five small business owners, also help raise awareness in their communities about resources available to small businesses through the SBA and the National Ombudsman.

Every year, the National Ombudsman reports to Congress its findings on the impact of the policies and practices of every federal agency that touches small business.

To learn more about how the National Ombudsman can help your small business, or to confidentially report a REF issue, call 888-REG-FAIR (888-734-3247) or complete the simple one-page form at sba.gov/ombudsman/comment.

# ADDITIONAL RESOURCES

## Taking Care of Startup Logistics

Even if you are running a small home-based business, you will have to comply with many local, state and federal regulations. Avoid the temptation to ignore regulatory details. Doing so may avert some red tape in the short term, but could be an obstacle as your business grows. Taking the time to research the applicable regulations is as important as knowing your market. Bear in mind that regulations vary by industry. If you're in the food-service business, for example, you will have to deal with the health department. If you use chemical solvents, you will have environmental compliances to meet. Carefully investigate the regulations that affect your industry. Being out of compliance could leave you unprotected legally, lead to expensive penalties and jeopardize your business.

### BUSINESS LICENSES

There are many types of licenses, both state and local as well as professional. Depending on what you do and where you plan to operate, your business may be required to have various state and/or municipal licenses, certificates or permits.

Licenses are typically administered by a variety of state and local departments. Consult your state or local government for assistance.

### FICTITIOUS BUSINESS NAME

Search to determine if the name of your proposed business is already in use. If it is not used, register the name to protect your business. For more information, contact the county clerk's office in the county where your business is based. If you are a corporation, you'll need to check with the state..

### BUSINESS INSURANCE

Like home insurance, business insurance protects your business against fire, theft and other losses. Contact your insurance agent or broker. It is prudent for any business to purchase a number of basic types of insurance. Some types of coverage are required by law, others simply make good business sense. The types of insurance listed below are among the most commonly used and are merely a starting point for evaluating the needs of your business.

***Liability Insurance*** – Businesses may incur various forms of liability in conducting their normal activities. One of the most common types is product liability, which may be incurred when a customer suffers harm from using the product. There are many other types of liability, which are frequently related to specific industries. Liability law is constantly changing. An analysis of your liability insurance needs by a competent professional is vital in determining an adequate and appropriate level of protection for your business.

***Property*** – There are many different types of property insurance and levels of coverage available. It is important to determine the property insurance you need to ensure the continuation of your business and the level of insurance you need to replace or rebuild. You should also understand the terms of the insurance, including any limitations or waivers of coverage.

***Business Interruption*** – While property insurance may pay enough to replace damaged or destroyed equipment or buildings, how will you pay costs such as taxes, utilities and other continuing expenses during the period between when the damage occurs and when the property is replaced? Business Interruption (or "business income") insurance can provide sufficient funds to pay your fixed expenses during a period of time when your business is not operational.

***"Key Man"*** – If you (and/or any other individual) are so critical to the operation of your business that it cannot continue in the event of your illness or death, you should consider "key man" insurance. This type of policy is frequently required by banks or government loan programs. It also can be used to provide continuity of operations during a period of ownership transition caused by the death, incapacitation or absence due to a Title 10 military activation of an owner or other "key" employee.

***Automobile*** – It is obvious that a vehicle owned by your business should be insured for both liability and replacement purposes. What is less obvious is that you may need special insurance (called "non-owned automobile coverage") if you use your personal vehicle on company business. This policy covers the business' liability for any damage which may result from such usage.

***Officer and Director*** – Under most state laws, officers and directors of a corporation may become personally liable for their actions on behalf of the company. This type of policy covers this liability.

***Home Office*** – If you are establishing an office in your home, it is a good idea to contact your homeowners' insurance company to update your policy to include coverage for office equipment. This coverage is not automatically included in a standard homeowner's policy.

## TAXES

Taxes are an important and complex aspect of owning and operating a successful business. Your accountant, payroll person, or tax adviser may be very knowledgeable, but there are still many facets of tax law that you should know. The Internal Revenue Service is a great source for tax information. Small Business/Self-Employed Tax Center: **www.irs.gov/Businesses/Small-Businesses-Self-Employed**.

When you are running a business, you don't need to be a tax expert. However, you do need to know some tax basics. The IRS Small Business/ Self-Employed Tax Center gives you the information you need to stay tax compliant so your business can thrive.

For Small Business Forms and Publications visit: **www.irs.gov/businesses/small-businesses-self-employed/small-business-forms-and-publications**.

## FEDERAL PAYROLL TAX (EIN NUMBERS)

An Employer Identification Number (EIN), also known as a Federal Employer Identification Number (FEIN), is used to identify a business entity. Generally, businesses need an EIN to pay federal withholding tax.

You may apply for an EIN in various ways, one of which is to apply online at **www.irs.gov/Businesses/Small-Businesses-Self-Employed/**. This is a free service offered by the Internal Revenue Service.

Call 800-829-1040 if you have questions. You should check with your state to determine if you need a state number or charter.

## FEDERAL SELF-EMPLOYMENT TAX

Every employee must pay Social Security and Medicare taxes. If you are self-employed, your contributions are made through the self-employment tax.

The IRS has publications, counselors and workshops available to help you sort it out. For more information, contact the IRS at 800-829-1040 or **www.irs.gov**.

## SALES TAX EXEMPTION CERTIFICATE

If you plan to sell products, you will need a Sales Tax Exemption Certificate. It allows you to purchase inventory, or materials, which will become part of the product you sell, from suppliers without paying taxes. It requires you to charge sales tax to your customers, which you are responsible for remitting to the state. You will have to pay penalties if it is found that you should have been taxing your products and now owe back taxes to the state. For information on sales tax issues, contact your state government.

## FEDERAL INCOME TAX

Like the state income tax, the method of paying federal income taxes depends upon your legal form of business.

***Sole Proprietorship:*** You must file IRS Federal Form Schedule C along with your personal Federal Income Tax return (Form 1040) and any other applicable forms pertaining to gains or losses in your business activity.

***Partnership:*** You must file a Federal Partnership return (Form 1065). This is merely informational to show gross and net earnings of profit and loss. Also, each partner must report his share of partnership earnings on his individual Form 1040 based on the information from the K-1 filed with the Form 1065.

***Corporation:*** You must file a Federal Corporation Income Tax return (Form 1120). You will also be required to report your earnings from the corporation including salary and other income such as dividends on your personal federal income tax return (Form 1040).

## FEDERAL PAYROLL TAX

***Federal Withholding Tax:*** Any business employing a person must register with the IRS and acquire an EIN and pay federal withholding tax at least quarterly. File Form SS-4 with the IRS to obtain your number and required tax forms. Call 800-829-3676 or 800-829-1040 if you have questions.

## IRS WEB PRODUCTS FOR SMALL BUSINESSES

For the most timely and up-to-date tax information, go to **www.irs.gov**.

## VIRTUAL SMALL BUSINESS WORKSHOP

**https://www.irs.gov/businesses/small-businesses-self-employed/small-business-self-employed-virtual-small-business-tax-workshop**

The Virtual Small Business Tax Workshop is the first of a series of video products designed exclusively for small business taxpayers. This workshop helps business owners understand federal tax obligations. Workshops are sponsored and

presented by IRS partners who are federal tax specialists.

Workshop topics vary from a general overview of taxes to more specific topics such as recordkeeping and retirement plans. Although most are free, some workshops have fees associated with them. Fees for a workshop are charged by the sponsoring organization, not the IRS.

The IRS's Virtual Small Business Tax Workshop is an interactive resource to help small business owners learn about their federal tax rights and responsibilities. This educational product, available online and on CD consists of nine stand-alone lessons that can be selected and viewed in any sequence. A bookmark feature makes it possible to leave and return to a specific point within the lesson. Users also have access to a list of useful online references that enhance the learning experience by allowing them to view references and the video lessons simultaneously.

The Tax Calendar for Small Businesses and Self-Employed contains useful information on general business taxes, IRS and SSA customer assistance, electronic filing and paying options, retirement plans, business publications and forms, common tax filing dates, and federal legal holidays. It can be found at **www.irs.gov/businesses/small-businesses-self-employed.**

## SOCIAL SECURITY CARDS

All employees must have a Social Security number and card. It must be signed by its owner, and you should always ask to see and personally record the Social Security number. Failure to do so may cause your employee to lose benefits and considerable trouble for yourself in back tracking to uncover the error.

Each payday, your employees must receive a statement from you telling them what deductions were made and how many dollars were taken out for each legal purpose. This can be presented in a variety of ways, including on the check as a detachable portion or in the form of an envelope with the items printed and spaces for dollar deductions to be filled in.

## EMPLOYEE CONSIDERATIONS

### Taxes

If you have any employees, including officers of a corporation but not the sole proprietor or partners, you must make periodic payments towards, and/or file quarterly reports about payroll taxes and other mandatory deductions. You may contact these government agencies for information, assistance and forms.

**Social Security Administration**
800-772-1213
www.ssa.gov

### Social Security's Business Services Online

The Social Security Administration now provides free electronic services online at **www.socialsecurity.gov/employer/.** Once registered for Business Services Online, business owners or their authorized representative can:

- file W-2s online; and
- verify Social Security numbers through the Social Security Number Verification Service, used for all employees prior to preparing and submitting Forms W-2.

**Federal Withholding**
U.S. Internal Revenue Service
800-829-1040
www.irs.gov

### Health Insurance

Compare plans in your area at **www.healthcare.gov.**

### Employee Insurance

If you hire employees you may be required to provide unemployment or workers' compensation insurance.

### Partnering With The Child Support Enforcement Program

Employers play an important role in the enforcement process whenever their employees are required to pay child support. As valuable, essential partners with the program, employers account for about 75 percent of child and medical support collections enforced through payroll deductions.

"A Guide to an Employer's Role in the Child Support Program" for employers and income withholders is available on the Office of Child Support Enforcement website at **http://www.acf.hhs.gov/programs/css/resource/a-guide-to-an-employers-role-in-the-child-support-program** or visit **http://www.acf.hhs.gov/programs/css/employers** to better understand your responsibility as a small business owner. Questions may be sent to **employerservices@acf.hhs.gov.**

## WORKPLACE DISABILITY PROGRAMS

Americans with Disabilities Act (ADA): For assistance with the ADA, call 800-669-3362 or visit **www.ada.gov.**

## U.S. CITIZENSHIP AND IMMIGRATION SERVICES

The Federal Immigration Reform and Control Act of 1986 requires employers to verify employment eligibility of new employees. The law obligates an employer to process Employment Eligibility Verification Form I-9. The U.S. Citizenship and Immigration Services Office of Business Liaison offers a selection of information bulletins and live assistance through the Employer Hotline. For forms call 800-870-3676, for the Employer Hotline call 800-357-2099.

### E-Verify: Employment Eligibility Verification

E-Verify, operated by the Department of Homeland Security in partnership with the Social Security Administration, is the best — and quickest — way for employers to determine the employment eligibility of new hires. It is a safe, simple, and secure Internet-based system that electronically verifies the Social Security number and employment eligibility information reported on Form I-9. E-Verify is voluntary in most states and there is no charge to use it.

If you are an employer or employee and would like more information about the E-Verify program, please visit **www.dhs.gov/E-Verify** or contact Customer Support staff: 1-888-464-4218 Monday – Friday 8 a.m. – 5 p.m. E-mail: e-verify@dhs.gov

## SAFETY AND HEALTH REGULATIONS

All businesses with employees are required to comply with state and federal regulations regarding the protection of employees. The Occupational Safety and Health Administration provides information on the specific health and safety standards adopted by the U.S. Department of Labor. Call 1-800-321-6742 or visit **www.osha.gov.**

## BUILDING CODES, PERMITS AND ZONING

It is important to consider zoning regulations when choosing a site for your business. You may not be permitted to conduct business out of your home or engage in industrial activity in a retail district. Contact the business license office in the city or town where the business is located.

## BAR CODING

Many stores require bar coding on packaged products. Many industrial and manufacturing companies use bar coding to identify items they receive and ship. There are several companies that can assist businesses with bar-coding needs. You may want to talk with an SBDC, SCORE or WBC counselor for more information.

### Federal Registration of Trademarks and Copyrights

Trademarks or service marks are words, phrases, symbols, designs or combinations thereof that identify and distinguish the source of goods. Trademarks may be registered at both the state and federal level. To register a federal trademark, contact:

**U.S. Patent and Trademark Office**
P.O. Box 1450
Alexandria, VA 22313-1450
800-786-9199
www.uspto.gov/

**Trademark Information Hotline**
703-308-9000

## STATE REGISTRATION OF A TRADEMARK

Trademarks and service marks may be registered in a state.
*Caution:* Federally registered trademarks may conflict with and supersede state registered business and product names.

### Patents

A patent is the grant of a property right to the inventor by the U.S. Patent and Trademark Office. It provides the owner with the right to exclude others from making, using, offering for sale or selling the patented item in the United States.

Additional information is provided in the publications, General Information Concerning Patents and other publications distributed through the U.S. Patent and Trademark Office. For more information, contact the:

**U.S. Patent and Trademark Office**
800-786-9199 • www.uspto.gov

### Copyrights

Copyrights protect original works of authorship including literary, dramatic, musical and artistic, and certain other intellectual works. Copyrights do not protect facts, ideas and systems, although it may protect the way these things are expressed. For general information contact:

**U.S. Copyright Office**
U.S. Library of Congress
James Madison Memorial Building
Washington, DC 20559
202-707-9100 - Order Line
202-707-3000 - Information Line
www.copyright.gov

## BUSINESS ORGANIZATION: Choosing Your Business Structure

There are many forms of legal structure you may choose for your business. Each legal structure offers organizational options with different tax and liability issues. We suggest you research each legal structure thoroughly and consult a tax accountant and/or attorney prior to making your decision.

The most common organizational structures are sole proprietorships, general and limited partnerships and limited liability companies.

Each structure offers unique tax and liability benefits. If you're uncertain which business format is right for you, you may want to discuss options with a business counselor or attorney.

### Sole Proprietorship

One person operating a business as an individual is a sole proprietorship. It's the most common form of business organization. Profits are taxed as income to the owner personally. The personal tax rate is usually lower than the corporate tax rate. The owner has complete control of the business, but faces unlimited liability for its debts. There is very little government regulation or reporting required with this business structure.

### General Partnership

A partnership exists when two or more persons join together in the operation and management of a business. Partnerships are subject to relatively little regulation and are fairly easy to establish. A formal partnership agreement is recommended to address potential conflicts such as: who will be responsible for performing each task; what, if any, consultation is needed between partners before major decisions, and what happens when a partner dies. Under a general partnership each partner is liable for all debts of the business. Profits are taxed as income to the partners based on their ownership percentage.

### Limited Partnership

Like a general partnership, a limited partnership is established by an agreement between two or more persons. However, there are two types of partners.

- A general partner has greater control in some aspects of the partnership. For example, only a general partner can decide to dissolve the partnership. General partners have no limits on the dividends they can receive from profit so they incur unlimited liability.
- Limited partners can only receive a share of profits based on the proportional amount of their investment, and liability is similarly limited in proportion to their investment.

### LLCs and LLPs

The limited liability company or partnership is a relatively new business form. It combines selected corporate and partnership characteristics while still maintaining status as a legal entity distinct from its owners. As a separate entity it can acquire assets, incur liabilities and conduct business. It limits liability for the owners. The limited liability partnership is similar to the LLC, but it is for professional organizations.

# SBA LOCAL OFFICES DIRECTORY LISTING

Visit us at www.sba.gov/localresources

## ALABAMA

Alabama District Office
801 Tom Martin Drive, Ste. 201
Birmingham, AL 35211
205-290-7101
www.sba.gov/al

## ALASKA

Alaska District Office
420 L St., Ste. 300
Anchorage, AK 99501-1952
907-271-4022
www.sba.gov/ak

## ARIZONA

Arizona District Office
2828 North Central Ave., Ste. 800
Phoenix, AZ 85004-1093
602-745-7200
www.sba.gov/az

## ARKANSAS

Arkansas District Office
2120 Riverfront Drive, Ste. 250
Little Rock, AR 72202-1796
501-324-7379
www.sba.gov/ar

## CALIFORNIA

Fresno District Office
801 R St., Ste. 201
Fresno, CA 93721
559-487-5791
www.sba.gov/ca/fresno

Los Angeles District Office
330 North Brand Blvd., Ste. 1200
Glendale, CA 91203
818-552-3201
www.sba.gov/ca/la

Sacramento District Office
6501 Sylvan Road, Ste. 100
Citrus Heights, CA 95610
916-735-1700
www.sba.gov/ca/sacramento

San Diego District Office
550 West C St., Ste. 550
San Diego, CA 92101
619-557-7250 or 619-727-4883
www.sba.gov/ca/sandiego

San Francisco District Office
455 Market St., Ste. 600
San Francisco, CA 94105-2420
415-744-6820
www.sba.gov/ca/sf

Santa Ana District Office
200 W. Santa Ana Blvd., Ste. 700
Santa Ana, CA 92701
714-550-7420
www.sba.gov/ca/santa

## COLORADO

Colorado District Office
721 19th St., Ste. 426
Denver, CO 80202
303-844-2607
www.sba.gov/co

## CONNECTICUT

Connecticut District Office
280 Trumbull St., 2nd Fl.
Hartford, CT 06103
860-240-4700
www.sba.gov/ct

## DELAWARE

Delaware District Office
1007 N. Orange St., Ste. 1120
Wilmington, DE 19801-1232
302-573-6294
www.sba.gov/de

## DISTRICT OF COLUMBIA

Washington Metropolitan
Area District Office
409 3rd St. S.W., 2nd Floor
Washington, D.C. 20416
202-205-8800
www.sba.gov/dc

## FLORIDA

North Florida District Office
7825 Baymeadows Way, Ste. 100B
Jacksonville, FL 32256-7504
904-443-1900
www.sba.gov/fl/north

South Florida District Office
100 S. Biscayne Blvd., 7th Floor
Miami, FL 33131
305-536-5521
www.sba.gov/southflorida

## GEORGIA

Georgia District Office
233 Peachtree St., N.E., Ste. 1900
Atlanta, GA 30303
404-331-0100
www.sba.gov/ga

## GUAM

Guam Branch Office
400 Route 8, Ste. 302
First Hawaiian Bank Building
Hagatna, GU 96910
671-472-7419
www.sba.gov/gu

## HAWAII

Hawaii District Office
500 Ala Moana Blvd., Ste. 1-306
Honolulu, HI 96813
808-541-2990
www.sba.gov/hi

## IDAHO

Boise District Office
380 East Park Center Blvd., Ste. 330
Boise, ID 83706
208-334-9004
www.sba.gov/id

## ILLINOIS

Illinois District Office
500 W. Madison St., Ste. 1150
Chicago, IL 60661-2511
312-353-4528
www.sba.gov/il

Illinois Branch Office
3330 Ginger Creek Rd., Ste. B- East
Springfield, IL 62711
217-793-5020

## INDIANA

Indiana District Office
8500 Keystone Crossing, Ste. 400
Indianapolis, IN 46240-2460
317-226-7272
www.sba.gov/in

## IOWA

Des Moines District Office
210 Walnut St., Room 749
Des Moines, IA 50309-2186
515-284-4422
www.sba.gov/ia

Cedar Rapids Branch Office
2750 1st Ave. N.E., Ste. 350
Cedar Rapids IA 52402-4831
319-362-6405

## KANSAS

Wichita District Office
220 West Douglas Ave., Ste. 450
Wichita, KS 67202
316-269-6616
www.sba.gov/ks

## KENTUCKY

Kentucky District Office
600 Dr. MLK Jr. Place, Room 188
Louisville, KY 40202-2270
502-582-5971
www.sba.gov/ky

## LOUISIANA

Louisiana District Office
365 Canal St., Ste. 2820
New Orleans, LA 70130
504-589-6685
www.sba.gov/la

## MAINE

Maine District Office
Edmund S. Muskie Federal Building,
68 Sewall St., Room 512
Augusta, ME 04330
207-622-8551
www.sba.gov/me

## MARYLAND

Baltimore District Office
City Crescent Building
10 South Howard St., Ste. 6220
Baltimore, MD 21201
410-962-6195
www.sba.gov/md

## MASSACHUSETTS

Massachusetts District Office
10 Causeway St., Room 265
Boston, MA 02222
617-565-5590
www.sba.gov/ma

Springfield Branch Office
STCC Technology Park
One Federal St., Building 101-R,
Springfield, MA 01105
413-785-0484

## MICHIGAN

Michigan District Office
477 Michigan Ave.
McNamara Building, Ste. 515
Detroit, MI 48226
313-226-6075
www.sba.gov/mi

## MINNESOTA

Minneapolis District Office
330 2nd Ave. S., Ste. 430
Minneapolis, MN 55401-5500
612-370-2324
www.sba.gov/mn

## MISSISSIPPI

Mississippi District Office
Regions Plaza
210 E. Capitol St., Ste. 900
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*On the Cover:*

# Meet SBA's 2016 Small Business of the Year

San Rafael, CA-based Equator Coffees and Teas is a high-impact coffee company focused on quality, sustainability and social responsibility. An LGBT-owned business founded twenty years ago by Helen Russell and Brooke McDonnell, Equator Coffees and Teas is involved with their product at every step of the lifecycle from farming to roasting, and from wholesale to retail.

"It is such an incredible honor to be recognized by the Small Business Administration (SBA) as Small Business of the Year for the State of California," said Helen M. Russell Co-founder and CEO of Equator Coffees and Teas. "As an entrepreneur, women-owned business, and LGBT certified business, I am proud to say that the SBA has been there for Equator at all stages of our growth over the last 21 years. The SBA knows that it's small businesses like Equator that are creating quality jobs and driving our economy. The SBA has had our back at important milestones in our evolution. We celebrate this achievement with our employees, our partners and our collective communities".

When Helen and Brooke mentioned to their accountant more than a decade ago that they'd like to buy a roasting plant in Marin—a formidable investment for a fledgling business—he suggested they look into the SBA 504 program. When they discovered they'd only have to put ten percent down, they were sold. They worked with Capital Access Group, a Certified Development Company, to buy a 5,500 square foot building for $1.1 million dollars.

"We were especially proud to nominate Helen and Brooke for these prestigious awards," said Jacklyn Jordan, President and CEO, Capital Access Group. "These amazing women have not only created a successful, socially responsible business, they have also helped to influence the overall trajectory of the coffee industry through their early support of the Fair Trade movement. They are imminently deserving of this award, and we are honored to have played a role in the success of their business."

For a long time, wholesale was the heart of Equator's business, but moving into retail meant that Equator could serve its own coffee just as it always wanted to: direct and unadulterated. To build out their first brick and mortar cafe, they got an SBA guaranteed 7(a) loan for $250,000 to finance the first retail location.

In 2011, Equator was the first coffee roaster in the U.S. to become a certified B Corp., solidifying its role as a company that is part of a global movement redefining impact and success in business, while valuing everyone in the supply chain. From the beginning, Equator set itself apart by focusing on a triple bottom line that weaves social responsibility and sustainability into its metrics of success.

"Equator Coffees and Teas say 'our story lives in every cup of coffee we make,' and like their intensely loyal customers, we find that story compelling," said Mark Quinn, SBA San Francisco District Office District Director. "Helen and Brooke support projects around the world that improve quality of life from coffee growing regions to the Tenderloin."

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3.3.8 Fresh & Fair Project Plan

# Fresh & Fair

6/1/2017

Leah Cunningham and Margaret Stout

The Fresh & Fair Project will foster urban farming and community gardens on vacant lots and generate food-based enterprise through sales to local restaurants, vending at the Fairmont Farmer's Market, and potentially a cooperative green grocer in the Westside neighborhoods of Fairmont, WV. This business incubation project will include workforce development activities for both youth and adults.

# Fresh & Fair

PROJECT PLAN

## EXECUTIVE SUMMARY

The Fresh & Fair project is a result of a long-term participatory planning process in the Westside neighborhoods of Fairmont, WV. The resulting Neighborhood Action Plan is designed to achieve goals and objectives for social, economic, and physical development. This urban agriculture project seeks to not only increase individual and family incomes through enterprise and workforce development, but also to provide youth development opportunities, access to affordable fresh foods, restoration of African American cultural ties to farming, and provide neighborhood beautification through the activation of vacant lots.

These objectives are aligned with community and economic development policy at federal, state, and local levels. Because access to affordable fresh foods is often limited in low-income communities like the Westside neighborhoods, policy makers seek solutions that can address both healthy lifestyle and poverty issues simultaneously.

The Fresh & Fair Project will do so by developing three urban farming sites within the Westside neighborhoods. The first Chicago Avenue site will expand the existing Fairmont Community Youth Development Center community garden, which emphasizes youth development programming related to gardening, food preparation, and food enterprise. The second site on Loree Avenue near the Wastewater Treatment Facility will enable high tunnel farming to generate revenue through sales to local restaurants, farmer's markets, and a potential green grocer within the Westside Neighborhoods. The third site on Fairmont Avenue beside The Rambling Root restaurant will be a creative placemaking installation that will feature local art, raised beds, and a vertical gardening system that will build interest in the "farm to table" concept. Together, the three sites will provide an opportunity for residents to develop the skills needed to work the land and make a profit. With the future development of a cooperative enterprise green grocer in the neighborhood, residents will have access to fresh, healthy produce at an affordable price within their neighborhood.

There are a number of legal and technical considerations in pursuing both urban agriculture and cooperative enterprise. All three project sites are owned by the Fairmont Community Development Partnership, which will function as an enterprise incubator during start-up. Technical assistance resources will be used to assist business development and establishment, as well as farming practices in particular. An action plan is provided to pursue key activities in a critical path schedule. Because cooperative enterprise was only recently made possible at the state level, toolkits and other resources are limited. Therefore, the cooperative green grocer is scheduled later in the project.

There are many financial and technical resources at the federal, state, and local levels to support urban farming initiatives. The following Project Plan can be used to develop grant proposals for submission to those listed herein.

# INTRODUCTION

The Westside neighborhoods of Fairmont, WV are largely comprised of Census Tract 205, home to residents who are over 40% Black, as compared to 8% in Fairmont overall and 3% in West Virginia as a whole. Research shows that African Americans are more likely live in poverty and experience food insecurity than other Americans. In fact, only 8 percent of Blacks live in areas with a supermarket, compared to 31 percent of Whites. According to 2013 Census data, while the unemployment rate in this area of Fairmont is lower than West Virginia as a whole, the poverty rate of 33.6% is significantly higher than both Fairmont at 22.1% and West Virginia at 17.9%. This data suggests that residents in the Westside neighborhoods would benefit from having both an increase in disposable income and better earning potential. Furthermore, while Fairmont's Westside Neighborhoods once featured thriving African American owned businesses, during the 1970s, many businesses closed and buildings fell into disrepair. The only remaining grocery is small and has very limited fresh food options.

The Fresh & Fair Project will foster urban farming and community gardens on vacant lots owned by the Fairmont Community Development Partnership and generate food-based enterprise through sales to local restaurants, vending at the Fairmont Farmer's Market, and potentially a cooperative green grocer in the Westside neighborhoods.

This project was conceived through in-depth community-driven visioning and strategic planning. Specifically, through a partnership with Margaret Stout, Associate Professor of Public Administration at West Virginia University (WVU), a team of faculty, staff, and students accompanied neighbors in a two-year process of learning, organizing, visioning, planning, and action (2015-2017). This project is being carried forward by the individuals and organizations of the Westside Action Coalition (WAC), which includes both individuals and organizational representatives. The resulting Neighborhood Action Plan contains a host of strategies designed to achieve objectives and goals for social, economic, and physical development. Through prioritization of these strategies, projects were selected for immediate action by members of the WAC; this project is one of those chosen.

As stated by the WAC, "We envision neighborhoods with adequate and equitable investment in both people and place, so that our youth will enjoy the quality of life that we enjoyed several decades in the past—one with family-owned homes, small local businesses serving our basic needs, neighborhood schools and churches, excellent community parks and recreation centers, ample employment and entrepreneurship, and pride in our shared history as a largely African American community."

Contributing to achieving this vision, the Fresh & Fair Project is at core an economic development project. The urban agriculture components will generate enterprise based on existing neighborhood assets while fulfilling basic needs for easily accessible and affordable healthy foods. Therefore, the project will serve to increase individual and family incomes while lowering the cost of living. Drawing upon the community's long history of home-based small businesses and mutual aid, the entrepreneurial and cooperative aspects of the project will also foster pride in the neighborhoods' largely African American cultural heritage. Furthermore, the project also advances social development by increasing access to healthy foods, thereby increasing the ability of individuals, families, and neighborhoods to thrive. Finally, by activating vacant lots in strategic areas in the community, blight will be reduced and physical development may be incentivized.

In sum, the objectives of the Fair & Fresh Project are to: (1) increase individual and family incomes, (2) increase access to healthy produce within the community, (3) restore African American cultural ties to farming, and (4) provide neighborhood beautification through the activation of vacant lots.

The following sections will discuss relevant policy, legal, and technical research findings, offer an action plan for project implementation, and provide a preliminary resource development plan for launching the project.

# RESEARCH FINDINGS

This section will present policy, legal, and technical findings relevant to urban agriculture, workforce development, and cooperative enterprise.

## Policy Findings

Due to the success of the existing Community Garden created through a partnership between the Fairmont Community Development Partnership (FCDP) and the Fairmont Community Youth Development Center (FCYDC), the WAC's Neighborhood Action Plan calls for an expansion of this project into a full-blown urban farming enterprise, complete with youth development, workforce development, and cooperative sales. Considering what policy advocates and policy makers have to say about urban agriculture and cooperative enterprise, it is clear that their purposes align well with the Fresh & Fair Project.

### Urban Farming

Research suggests that urban agriculture can be a powerful resource to generate revenue and promote community food security, particularly in low-income, urban neighborhoods. Throughout the United States, a growing urban agriculture movement is taking shape: "Backyard chickens, community gardens, farmer's markets, and community supported agriculture programs are gaining popularity, as local food continues to find its place on the tables of urban residents" (Golden, 2013).

Within this trend, there is a contemporary movement to reclaim African American cultural ties to farming that were lost in the process of moving away from slavery and sharecropping. The National Black Farmers Association, Inc. is a non-profit that encourages minority farmers and advocates for access to state and federal programs administered by the United States Department of Agriculture (USDA).

There are many benefits to reclaiming the cultural heritage of farming: it can create youth development, training, business incubation, and job opportunities; it can promote cross-generational and cultural integration; it supports food access, increased fruit and vegetable consumption, and general well-being; and produces economic savings on food, savings for municipal agencies, and increased home values (Golden, 2013). According to Hodgson, urban agriculture can decrease public land maintenance costs and capitalize on underused spaces (e.g., rooftops, roadsides, utility rights-of-way, vacant property). Urban agriculture can also increase property values, and produce multiplier effects through the attraction of new food-related businesses, including processing facilities, community kitchens, farmer's markets, and distribution services (Hodgson, pp. 6-7). In sum, this type of enterprise could aid in fulfilling the WAC's vision for the Westside neighborhoods.

Because of these diverse community development benefits, there are a number of urban agriculture programs funded through the federal government, many of which come from the United State

Department of Agriculture (USDA). The 1996 Federal Agriculture Improvement and Reform Act was amended in 2014 to ensure that USDA-funded projects achieve at least one hunger-free community goal. This attention to food security is grounded in the growing awareness of urban "food deserts"—areas where little to know fresh foods are available. These neighborhoods are generally home to low-income, ethnic and racial minority residents. In West Virginia, this issue is being studied and addressed by Foodlink, a project of the Food Justice Lab at West Virginia University.

Also at the state level, there is a public/private task force comprised of the West Virginia Department of Education, the West Virginia Department of Agriculture, the WVU Extension Service Small Farm Center, New Appalachian Farm and Research Center, and the Collaborative for the 21st Century Appalachia. Schools in West Virginia spend an estimated $100 million a year on food, and at this point, local farmers make up a very small fraction of the producers. Therefore, the goals of the group are to increase the amount of local foods served in schools and to develop the next generation of farmers in West Virginia. Responding to this need, the West Virginia Food and Farm Coalition is a non-profit organization that works to improve the viability of the local food sector statewide by building and supporting a network of those involved in local food economies.

### Workforce Development

Training related to urban agriculture could be developed to build the capacity of residents to engage in this type of enterprise. The Appalachian Regional Commission (ARC) is a federal-state partnership found throughout several Appalachian states, including West Virginia. ARC supports projects focused on workforce development and preparedness for low-income residents, infrastructure, and economic opportunity. Participants receive professional certificates or associates degrees, and gain valuable knowledge from the creation of jobs that were developed to complement the educational programming.

Urban agriculture as a workforce development tool can be extremely beneficial for both the individual and the community, as both heathy produce and employment opportunities increase. Some cities, such as Boston, are creating urban farming workforce development programming with the overall goal of providing job training to citizens returning from incarceration. With urban agriculture and workforce development, jobs can be created in all parts of a local sustainable food system. This includes land use, production, processing, distribution, retail, and consumer outlets.

### Cooperative Enterprise

In terms of selling the produce grown through urban farming, while the City of Fairmont hosts a Farmers' Market in downtown, establishing a cooperative convenience market and green grocer was identified by the WAC as a strategy to increase both worker income and the availability of affordable healthy foods. With the addition of a cooperative model, the proposed "corner store" will help the Westside neighborhoods meet their common economic, social, and cultural needs by providing fresh food harvested from urban farming enterprises.

Members of a cooperative are also customers, which is beneficial because there's a built-in incentive to work together to achieve lower prices and higher profits. Researchers have found that co-ops increase asset ownership, civic engagement, and could help racial economic inequality (Nembhard, 2013). History shows that cooperative efforts in African American communities have been successful, dating back to 1865. These efforts to share resources and skills allowed members of the community to ensure sustainability across generations.

Cooperatives can be implemented as a community development strategy, and are "viewed as important vehicles for community development because they mobilize local resources into a critical mass and their structure allows them to be more community-oriented" (Zueli & Radel, 43). Cooperative businesses are member-owned private enterprises that can combine workers with owners or buyers with sellers in a democratic governance structure. Multi-stakeholder cooperatives are businesses that are owned and democratically controlled by multiple stakeholders including workers, consumers, producers, and community members. This type of cooperative captures the best interests of multiple partners. MSCs instill democratic ideals into the marketplace and recognize that there are multiple interests (that sometimes disagree) in a single business transaction. Because they are more responsive to consumers, cooperatives are also beneficial to culturally sensitive goods.

According to the National Cooperative Business Association, "there are now an estimated 40,000 cooperative businesses in the U.S., each building a better world and contributing to a stronger economy by investing in their people and their communities" (NCBA, 2015, p. 3). The Co-operatives and Sustainability Report from the International Co-operative Alliance suggests that the co-operative model is an engine of sustainability. "As global attention focuses on the challenge of sustainable development, cooperatives can and must play a key role as creative enterprises expanding into new and innovative areas (ICA Report, 2013, p. 23)." This data suggests that cooperatives provide a sustainable business model for the future.

Across the state, there are a number of local organizations fostering the development of cooperatives. For example, Unlimited Futures is a not-for-profit microenterprise development center and business incubator whose vision is to see a thriving economy supported by successful, locally owned businesses. Firsthand Cooperative is a Morgantown multi-stakeholder cooperative that invests in cooperatives and supports educational programming on the principles of cooperation. Firsthand seeks to create a solidarity economy, support the cooperative movement, build lasting relationships, foster a community of learning, and promote social justice.

## Legal Findings

Legal issues to consider in developing the Fresh & Fair project include incorporation, land use and zoning laws, property ownership, and liability insurance.

### Incorporation

The West Virginia Code is just catching up to trends in cooperative enterprise. Prior to 2015, there was no legal standing for a cooperative or mutually owned enterprise in West Virginia except for the owners of agricultural land. In June of 2015, the West Virginia Legislature expanded the state's producer cooperative statute to include ***all businesses that relate to foods and beverages, arts and crafts, woodworking and recycling, composting and repurposing of materials***, not just agricultural producers, to form as cooperative businesses. As a result, multi-stakeholder cooperatives (MSCs) are now a reality in West Virginia. However, again, the guidance is very thin on how these enterprises are structured beyond incorporation. Therefore, the WVU Entrepreneurship and Innovation Clinic is working on policy recommendations to enhance rules and regulations.

Because there is little guidance in the state Code for cooperative enterprise, nothing is found in the City of Fairmont Ordinance specifying this type of business. Therefore, establishing a cooperative market may require both technical assistance and advocacy efforts on the part of the Fresh & Fair project.

## Land Use and Zoning

While many cities across the United States are moving towards supporting both urban farming and cooperative enterprise, West Virginia is just starting to catch up with these trends. The West Virginia Code §8A-12-1 is very supportive of agricultural production, and considers it to be a "life support" industry with multiple benefits to the state (Land Use Planning, 2016). However, no mention is made of urban agriculture in particular. Therefore, little guidance is available in the Code for local governments to follow.

Land use policy and zoning ordinances guide and control how land can be used within a jurisdiction's boundaries. The City of Fairmont does not mention agriculture, gardening, farming, or any other category pertaining to growing food in the current Comprehensive Plan or Zoning Ordinance. Therefore, while there is nothing clearly prohibiting urban farming, neither is it expressly permitted. As it stands today, the three sites identified for production in the Fresh & Fair Project (see Figure 1 from left to right) are zoned for: (1) City Center (Fairmont Avenue), (2) General Residential (Chicago Street), and (3) Neighborhood Residential (Loree Avenue). According to Section 4.36 of the Fairmont Code, obtaining a conditional use permit through the Planning & Zoning Commission may be advisable. However, to ensure the sustainability of urban farming activities over time, advocacy for supportive policy language in the current update to the Comprehensive Plan should be pursued, in addition to the subsequent review of the Zoning Ordinance.

Both Morgantown and Charleston have passed ordinances allowing commercial agriculture within the city limits. These ordinances provide language that could be adapted and adopted by the City of Fairmont. The Fresh & Fair Project should advocate urban agriculture policies and ordinances modeled from those found in Charleston and Morgantown.

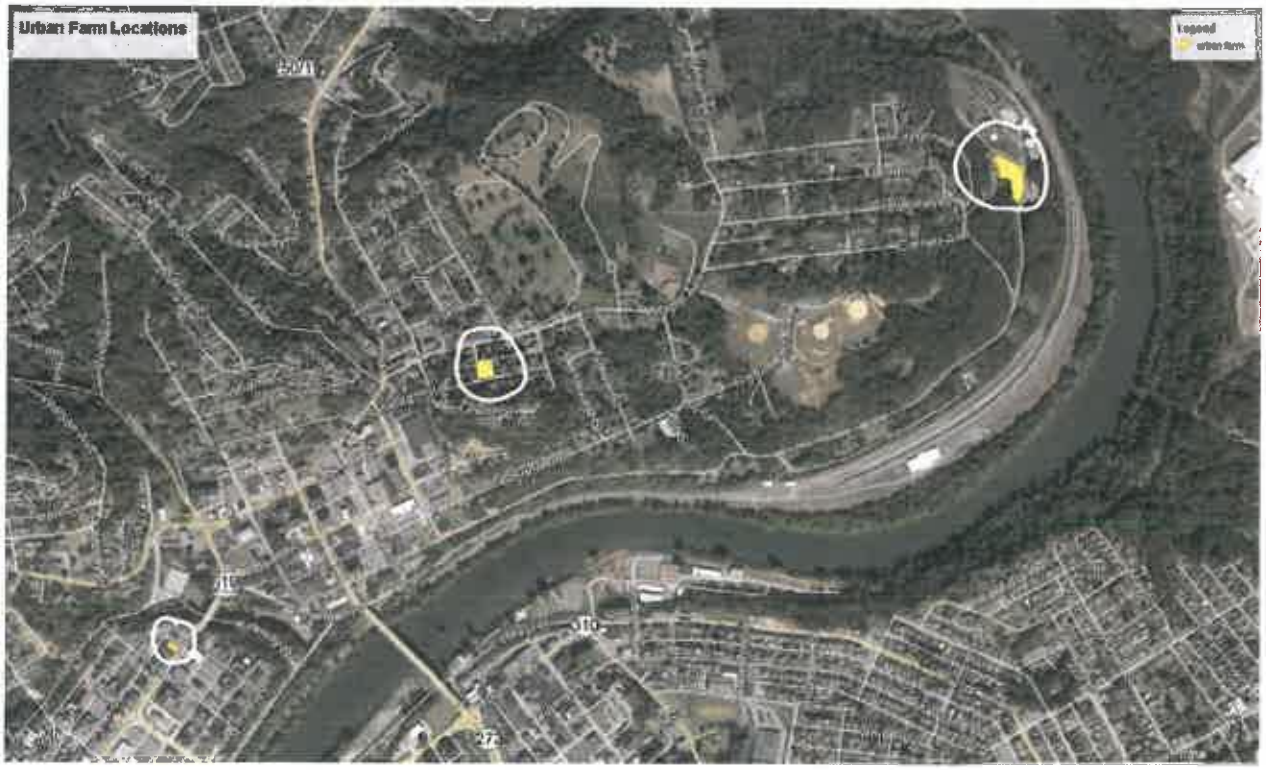


Figure 1: Sites identified for initial production.

As circled in Figure 2, the Fairmont Community Youth Development Center has suggested its property (an accessory building on site) as a potential location for the Cooperative Market. This property is located at the border of the downtown district on the neighborhood's "Main Street"—Pennsylvania Avenue—and is therefore zoned Main Corridor Commercial. A retail store is an allowable and appropriate use in this district.

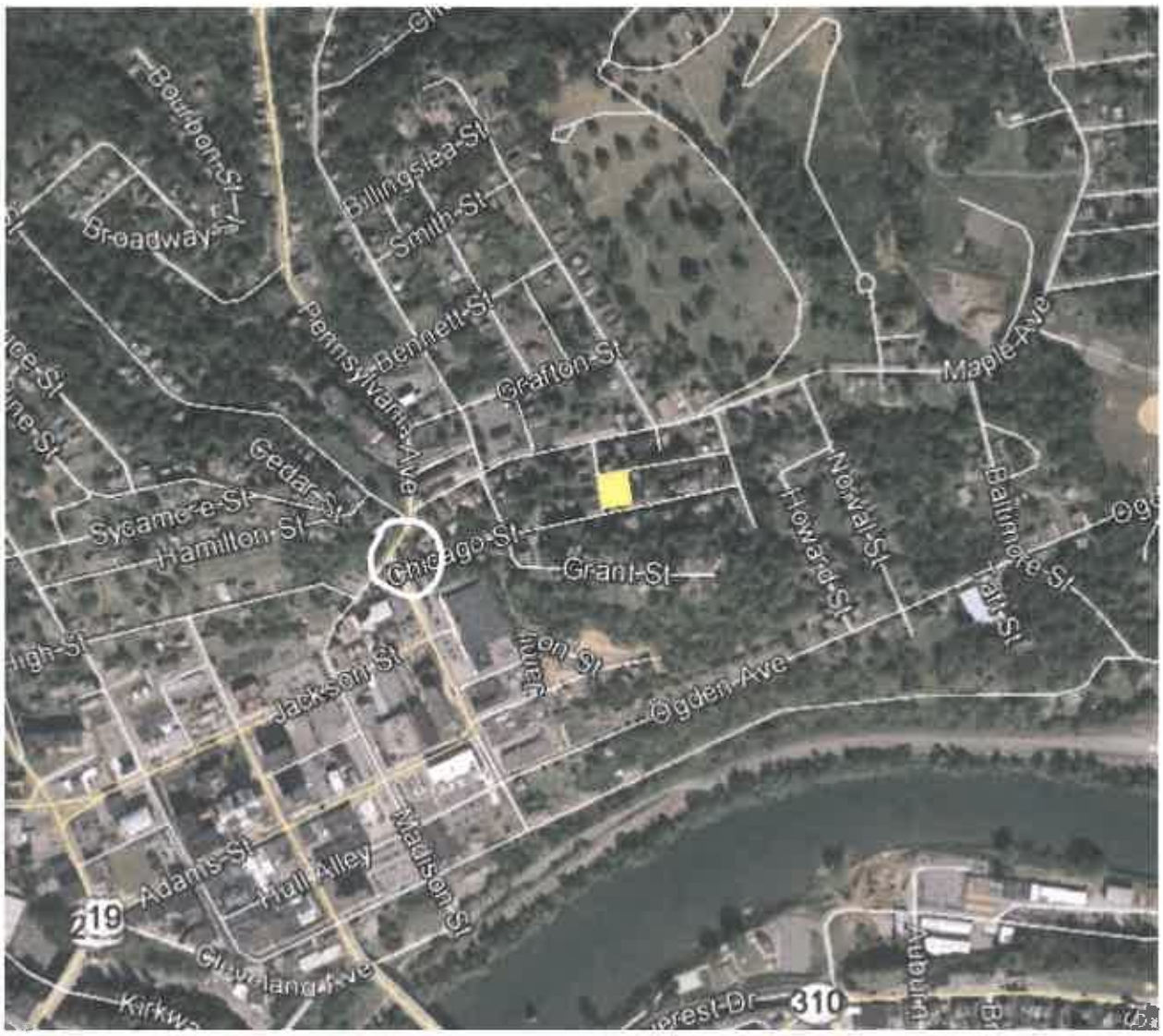


Figure 2: Potential Cooperative Market site (circled).

### Property Ownership or Right-of-Way

The Fairmont Community Development Partnership (FCDP) has identified several of the vacant lots they own to serve as the initial urban farming sites for the Fresh & Fair Project. They will lease these spaces to the incubated producer at no cost for the first two years of operation to support start-up. Thereafter, leasing fees will be based on a break-even basis.

The Fairmont Community Youth Development Center has identified their annex building as a potential home for the cooperative market/green grocer. Leasing arrangements would be determined once rehabilitation and operating budgets are developed.

### Liability

The Urban Agriculture Toolkit (Appendix A) provided by the United States Department of Agriculture (USDA) includes a number of resources to assist with navigating potential liability issues on an urban agriculture site. FCDP owns all three parcels identified for urban agriculture, and is currently working with their insurance company to determine best practices moving forward. It is unknown at this time whether FCDP will simply incubate the projects, or if their commitment to these sites will be long-term.

## Technical Findings

The Fresh & Fair Project has three distinct components that will be discussed in turn: urban farming, workforce development, and cooperative enterprise.

### Urban Farming

The Fairmont Community Development Partnership (FCDP) recently established Community Garden with the Fairmont Community Youth Development Center that can be expanded into a larger cooperative enterprise.

In addition, there are number of natural assets within the community that can be leveraged, including ample vacant land and good growing conditions for urban agriculture initiatives. According to the Community Profile, the average slope found in the Maple Avenue and Jackson Addition neighborhoods is between 3-25%. This means that some areas, like the Community Garden, are very flat and easy to prepare for production. Other areas, like the Loree Avenue lot, require some terracing of a gentle slope.

Generally speaking, these neighborhoods are associated with Monongahela-Zoar Allegheny soils, which are moderately to well-drained acidic soils (USDA NRCS Soil Conservation Service, 1977). The soil in the area is very shallow with bedrock close to the surface. The soil type in the identified sites is Allegheny Silt Loam—a well-drained and favored soil for gardening and farming. This soil is considered ideal in retaining nutrients and with the more acidic pH of the area, these neighborhoods are perfect for woodland, pasture, and shrubs with shallow root systems, such as blueberry and blackberry bushes.

The Westside neighborhood has an average yearly temperature low of 42 degrees and a high of 62 degrees, typical for West Virginia. The average precipitation for the year is 39 inches of rainfall and 31 inches on average of snowfall. The humidity averages 76% and wind speeds average 19 mph (26555, 2015). Hot humid summers can lead to higher chances of plant fungus. The growing season (above 32 degrees) is an average of 144 days, as recorded over a 10 year period (USDA, 1977). Most plants require at least 90 days to produce fruit. This area is not suitable for longer growing seasons without a greenhouse, but traditional crops such as carrots, squash, and salad greens do well.

Compact urban growing can include high tunnel, raised bed, hydroponic aquaculture, edible landscapes and vertical gardening techniques. The three locations identified for initial production will need to use different growing methods suited to the particular site conditions.

The approximately three-acre site on Loree Avenue is ideal for high production growing for revenue generating sales. Being across from an industrial area, it is also ideal for high tunnel farming, as shown in Figures 1-3. The site will require moderate terracing to generate large, flat plots.

Figure 1: Proposed Loree Avenue urban farming site.

Figure 2: High tunnel farming concept. (*Source*: Kennedy Gilmore, Kevin Turk, and Alex Corapi)

Figure 3: High Tunnel Farming. *(Source:* Southwest Farm Press, 2015)

As illustrated in Figure 4, the existing Community Garden is currently using raised beds in order to encourage small scale production of a large variety of vegetables and fruits, while controlling weeds efficiently. These plots are ideal for the youth and families served by the Fairmont Community Youth Development Center to learn about growing and preparing fresh foods. This programming could be extended for workforce development training purposes, particularly for youth employment. Produce will be distributed to participating families, with surplus contributing to collective project sales.

Figure 4: Raised bed growing. *(Source:* Sprout 2017)

As shown in Figure 5, the growing conditions in the Fairmont Avenue vacant lot are not ideal, as the mostly north-facing site does not receive a lot of sunlight. However, this makes the site ideal for growing herbs and greens, as well as a variety of shade-loving flowers. This site could produce sufficient volume of these types of produce to support local farm-to-table restaurant sales. While the more open areas can accommodate raised beds, the adjacent building's wall provides ample opportunity for vertical growing, as illustrated in Figure 6.

Figure 5: Fairmont Avenue vacant lot. (*Source:* Google Earth)

Figure 6: Vertical growing. (*Source:* Milkwood Permaculture, 2014)

Taken together, these three initial urban farming sites total approximately four acres and could produce a high volume once brought up to speed. As comparative examples, Cultivate Kansas City

operates a 2.25-acre, self-sustaining, education urban farm that produces over 30,000 pounds of food annually, with annual sales totaling more than $100,000. The community gardens in Austin, TX produce over 100K pounds of local fresh food annually through their self-sustaining gardens. As of 2014, the Detroit urban agriculture farms annually produced over 400K pounds of fresh produce; enough to feed 600 people. The successes of these larger enterprises may be significantly greater in comparison to the Fresh & Fair Project, but the objectives of education, sustainability, fresh produce, and potential revenue are the same. However, it must be noted that with a strong focus on community education and workforce development, few enterprises like these operate in the black. The objective is to steadily reduce the need for external resources as revenues increase from production and the need for technical assistance and training recedes.

The Community Food Projects Competitive Grants Program (CFP) is administered by the USDA's National Institute of Food and Agriculture. These grants are awarded to low-income participants to promote self-sufficiency and food security. Projects can range in scope from community gardens to consumer cooperatives. To support the enterprise aspects of urban farming, the USDA also has a number of microloan and grant programs available, including the Rural Business Development Grants. Funds may be used for projects that support community economic development, rural business incubators, entrepreneurship training, and other entrepreneurial opportunities.

The WV Department of Agriculture hosts as number of programs to support urban agriculture initiatives, including the Rural Rehabilitation Loan Fund to aid in the development, retention, and expansion of agricultural enterprises and the Farm to School Community Development Group. Finding enough agricultural producers is the biggest hurdle now facing the program. Another challenge facing urban farming initiatives is the lack of relevant information and technical assistance.

In 2016, the USDA published an "Urban Agriculture Toolkit" (see Appendix A) that includes advice about how to launch urban agriculture initiatives and apply for funding and technical assistance that has historically served more traditional small farmers in rural areas. At the other end of the spectrum, the WVU Extension Service has a Marion County office and supports the Master Gardeners Program. This program provides basic and advanced training programs to those interested in community gardening. Learning Options also hosts the Fairmont Community Garden at Oliver Avenue, which promotes community growth through gardening, education, and food sustainability.

The West Virginia Food and Farm Coalition develops regional producers by assisting producers, promoting access to local foods, advocating agricultural policies, and connecting resources. Their philosophy connects farmers directly to consumers, ultimately strengthening the local food economy. Their foodshed working groups serve as a new way to bring together regional farmers, food and farm businesses, and community leaders to develop strong and relevant local food economies which are particularly appealing to the millennials who want to reside in the state. These agricultural activities are not only increasing agricultural production and enterprise, but also contributing to food security.

The Food and Farm Coalition is now embarking upon a partnership with the WVU Food Justice Lab to foster food policy councils in the foodsheds they support. This project is known as the Nourishing Networks initiative. Food policy councils advocate for fair access to fresh foods. These councils are made up of representatives and stakeholders from many sectors of the food system including production, distribution, and consumption. They also advocate for zoning ordinances that enable urban farming and land use policies that incorporate associated goals.

### Workforce Development

The Fresh & Fair Project must develop the organizational capacity of willing entrepreneurs to operate these programs. FCDP's role is to incubate the start-up phase of the Fair & Fresh Project before spinning off the resulting urban farming enterprise for long-term operations. Training related to urban farming will build the capacity of residents to operate this type of enterprise. With a focus on workforce development and youth education, the Fresh & Fair Project will enhance both human and cultural capital as a resource to sustain this initiative through the long term by building capacity within the community that encourages resiliency and self-sufficiency.

The incubation phase of the project will be sustained through financial, technical, and legal assistance from a number of organizations including: WVU Entrepreneurship and Innovation Law Clinic, Coalfield Development Corporation, and the Appalachian Regional Commission. This type of workforce development and enterprise incubation programming could be developed in partnership with the WAC's Windmill Entrepreneurship Support Center, a project that is being launched by a collaborative led by the WVU Entrepreneurship and Innovation Law Clinic. Given the WAC's vision, it should include a youth employment component.

Hybrid enterprises, often referred to as social enterprises, are typically operated by non-profit organization. In addition to the economic benefits, social enterprises can also offer a range of community and educational programs such as workforce development programs, community education programs, and direct sale programs (Hodgson, 2011). A promising model to adapt and adopt is the Coal Field Development Corporation's Refresh Appalachia: Agricultural Entrepreneurship Development Program. Refresh Appalachia is a regional economic and workforce development initiative that operates a training and development program to increase the success of beginning farmers and ranchers in the Mid-Ohio Valley Region-of West Virginia and eastern Kentucky. This program is a social enterprise within West Virginia that promotes regional economic and workforce development to increase the success of beginning farmers. This initiative seeks to enhance the sustainability of economically disadvantaged farmers to help them grow sales and develop their new farming enterprise. Their major goals focus on supporting increased agricultural production on surface mined and agricultural sites, as well as establishing a Health Innovations & Food HUB that will provide business incubation services to build a local food economy within the Appalachian economic transition.

Sprouting Farms is a non-profit training center in Summers County, WV that is helping grow the next generation of farmers by providing them with the skills needed to successfully start and maintain a farm. These resources include business management and production, mentorship, equipment sharing, and apprenticeship programs. This program was launched in February 2017 as part of the Appalachian Regional Commission's $1.5 million dollar POWER grant to the Robert C. Byrd Agricultural Innovations.

### Cooperative Enterprise

A cooperative is essentially a democratically owned and controlled business. There are several types of cooperative models, including; worker-owned, consumer-owned, producer-owned, and a hybrid model, which is a combination of co-op types where people with common interests band together. The U.S. Small Business Administration has many resources to support cooperative enterprise models, including information on incorporation, licensing and permits, business taxes, and details regarding the advantages and disadvantages of cooperative models. The WVU Entrepreneurship and Innovation Clinic is working to tailor these guidelines to the West Virginia legal context. WVU Extension Service

features a Small Farm Center that is in the process of developing a Cooperative Development Guide for new and emerging food hubs and incubator training farms. This guide focuses on developing a board of directors, conducting feasibility studies, providing farmer education and training, and acquiring land/facilities to start a business. This cooperative development guide is in the process of being completed.

The USDA supports cooperatives through the Rural Cooperative Development Grant Program. The primary objective of this program is to improve the economic conditions of rural areas by assisting non-profits and institutions of higher education with rural cooperatives and other mutually owned businesses through Cooperative Development Centers. The Ohio State center provides technical assistance to West Virginia cooperatives. The USDA also hosts a Rural Micro-Entrepreneurship Assistance Program to support the development and ongoing success of rural microentrepreneurs and microenterprises through a Rural Microloan Revolving Fund. The program is beneficial in that it also provides training and technical assistance to borrowers and entrepreneurs.

Firsthand Cooperative is a Morgantown multi-stakeholder cooperative that can serve as a model to replicate moving forward. Firsthand invests in cooperatives and supports educational programming by investing profits from the sale of their unique brand. Launched from the WVU Food Justice Lab, this initiative seeks to foster a community of learning through building lasting relationships and supporting the cooperative movement.

## ACTION PLAN

The following Action Plan uses the following structure to describe what is necessary to launch the Fresh & Fair Project:

1. *Overall Activity: What*
    1.1. *Action Step: How*
        1.1.1. *Detailed Tasks: Who, Where, When…*

1. Form a Project Action Team.
    1.1. Identify interested stakeholders (see Appendix B).
    1.2. Convene on a monthly basis during project start-up.
2. Secure land for production and demonstration purposes (see Appendix C).
    2.1. Identify parcels owned by the Fairmont Community Development Partnership.
        2.1.1. FCYDC Community Garden on Chicago Street.
        2.1.2. Vacant parcels near the Wastewater Treatment Facility on Loree Avenue.
        2.1.3. Vacant lot beside The Rambling Root on Fairmont Avenue.
    2.2. Lease land at no or low cost.
        2.2.1. Develop a lease agreement that ensures sufficient longevity for start-up and sustained operations to determine enterprise success.

3. Build organizational capacity for urban farming enterprise.
    3.1. Form an urban farming enterprise.
        3.1.1. Obtain training, technical assistance, and legal aid from the WVU Entrepreneurship and Innovation Law Clinic.
    3.2. Complete organizational strategic planning and develop a business plan for the urban farming enterprise.
        3.2.1. Obtain technical assistance from the forthcoming Entrepreneurship Clinic and Incubator.
    3.3. Develop a program budget to assess the funding required.
4. Advocate for urban agriculture policy in the updated City of Fairmont Comprehensive Plan and Zoning Ordinance.
    4.1. Educate City Council and the Planning and Zoning Commission members about urban agriculture as a means of economic development.
        4.1.1. The Project Action Team will complete outreach during the Comprehensive Plan review period.
    4.2. Conduct a review of the zoning code
    4.3. Propose an urban agriculture ordinance.
        4.3.1. The Project Action Team will obtain technical assistance from the WVU Land Use and Sustainable Development Law Clinic. Both Charleston and Morgantown have example ordinances.
5. Secure necessary permits for urban farming operations.
    5.1. Use permits may be defined in the Comprehensive Plan update or revised Zoning Ordinance.
    5.2. Ensure any associated construction meets building code.
6. Ensure a quality growing environment.
    6.1. Inspect the property and identify potential risks and contaminants.
        6.1.1. Obtain technical assistance from the Northern WV Brownfields Assistance Center if contamination is suspected.
    6.2. Complete soil testing.
        6.2.1. Obtain technical assistance from WVU Extension Service.
    6.3. Amend soil as necessary for desired crops.
        6.3.1. Obtain technical assistance from WVU Extension Service.
7. Determine the best technology and design for each site.
    7.1. Research promising practices in urban agriculture.
        7.1.1. Use the Urban Agriculture Toolkit as a resource for planning, material selection, accessibility, and lighting.
    7.2. Develop the FCYDC Garden as a demonstration site for enhanced youth and senior programming.

7.2.1. Build raised beds, wider paths, benches, and shaded seating areas to create a more usable space for all ages.

7.2.2. Demonstrate straw bale and vertical wood pallet growing techniques.

7.2.3. Incorporate sculpture and mural art in equipment such as rain barrels and utility buildings.

7.3. Develop the vacant lots near the Wastewater Treatment Facility as an urban farm for large scale production.

7.3.1. Create a site plan and circulation plan that maximizes production potential and uses on-street parking.

7.3.2. Grow crops with deeper root structures and those that require more space here, as opposed to the other sites.

7.3.3. Identify crops that are both hearty (resilient) and in high demand (microgreens).

7.3.4. Employ high tunnel technology to harvest year-round.

7.3.5. Maintain substantial compost production, including materials from the other locations.

7.4. Develop the vacant lot next to Rambling Root as an arts and performance-oriented garden with small scale production.

7.4.1. Grow herbs, greens, and flowers for use in local restaurants.

7.4.2. Use vertical growing walls integrated with mural art on the adjacent building.

7.4.3. Construct raised beds along the building using materials that also serve as seating.

7.4.4. Incorporate sculpture and mural art in equipment such as rain barrels or water features.

7.4.5. Ensure sufficient space is reserved and paved with crushed rock or similar material for use during events.

8. Create a workforce development program for the urban farming enterprise.

8.1. Model the program after the Coalfield Development Corporation's Refresh Appalachia.

8.1.1. Request technical assistance from Refresh Appalachia.

8.1.2. Obtain technical assistance from the forthcoming Entrepreneurship Clinic and Incubator.

8.2. Target participates for the workforce training and development program.

8.2.1. The Project Action Team should complete these activities.

9. Deliver programs that promote gardening and wellbeing.

9.1. Host programming in the FCYDC Garden and at the Dunbar School Annex.

9.1.1. Draw upon programs available through the Marion County Master Gardeners.

9.1.2. Draw upon the WVU Extension Service programs, including 4H

10. Technical Assistance and Expertise

10.1.1. Marion County Master Gardeners program

10.1.2. USDA Urban Agriculture Toolkit

10.1.3. Ohio Cooperative Development Center – no cost technical assistance for urban ag and co-ops

10.1.4. WV Food and Farm Coalition

10.1.5. Sprouting Farms Appalachian Croft and Training Center

10.1.6. WVU Entrepreneurship Clinic

10.1.7. Reference the Department of Justice has a "Weed and Seed" grant that both increases the number of law enforcement efforts in the community and facilitates the creation of programming that focuses on community gardening *(reference Huntington WV's Weed & Seed program)*. While this program is no longer funded, it could provide a useful model in engaging local law enforcement, public & private social service providers, and neighborhood leaders.

11. Add value to produce to increase value.

11.1. Clean and package produce for sale to institutions.

11.2. Process produce into other products (i.e., canned goods, salsa, pesto, jam).

12. Market produce locally.

12.1.1. Fairmont Farmer's Market

12.1.2. Local Restaurants

12.1.3. Neighborhood Convenience Co-op

13. Establish a neighborhood-based Cooperative Green Grocer and Convenience Market

13.1. Once large-scale urban agriculture enterprise is established, incorporate to develop a green grocer to sell product within the neighborhood.

13.1.1.1. Small Farm Center – Cooperative Development Guide

13.1.1.2. Revisit best practices as new law is implemented

## RESOURCE DEVELOPMENT

According to Hodgson (2011), "Typically, urban agriculture requires some degree of capital in the startup, working, and expansion stages of development to cover costs associated with rent, liability insurance, labor, tools, equipment, water transportation of inputs and outputs, marketing, and potentially the processing and packaging of certain agricultural products" (p. 10). Securing adequate funding will require the Westside Action Coalition to collaborate effectively and engage stakeholders. While the Project Action Team will need to generate a comprehensive resource development plan that may include a capital campaign for land and construction needs, fundraising events for operating funds, enterprise financing, and grant writing, this section provides a starting point.

Table 1: Potential Funding Sources

| Program | Agency | Funding Available | Who Can Apply? | Description | Use |
|---|---|---|---|---|---|
| Cultivating Healthy Communities | AETNA | $2 million awarded, typical grant award per organization is $50,000-$100,000 | This grant program is open to nonprofit organizations exempt from federal income tax under Section 501(c)(3) of the IRS Code, federally recognized Indian tribes, and state/ local government agencies. | Built Environment, Community Safety, Environmental Exposures, Healthy Behaviors, and Social/Economic Factors, Physical Activity, Urban Farms, Local Food | We're inter projects tha communities efforts to b healthier (aforementi fields) |
| Community Food Projects Competitive Grants Program (CFP) | USDA (National Institute of Food and Agriculture) | Projects are funded from $10,000–$400,000 and from one to four years. | These grants are awarded to low-income participants to promote self-sufficiency and food security. | Established through the 1996 Federal Agriculture Improvement and Reform Act, and was amended in 2014 to request that projects achieve at least one hunger-free community goal. | Projects can scope from community g to consumer cooperative |

| Program | Agency | Funding Available | Who Can Apply? | Description | Use |
|---|---|---|---|---|---|
| Healthy Food Financing Initiative | USDA | $50 million | Businesses, local governments, non-profit organizations, cooperatives and universities, State Dept. of Agriculture, Treasury-certified Community Development Financial Institutions and Community Development Entities, Community Development Corporations | Increase access to healthy food in communities, particularly low-income neighborhoods without grocery stores or other sources of fresh produce and nutritious food, finance the opening of a new grocery store to expand supply of healthy food, improve distribution systems and do outreach and education to consumers about healthy food choices. | Financial an Technical As |

| Program | Agency | Funding Available | Who Can Apply? | Description | Use |
|---|---|---|---|---|---|
| Rural Micro-entrepreneurship Assistance Program | USDA | Up to $50,000 | Rural microentrepreneurs and microenterprises. Nonprofits, Federally-recognized Tribes Institutions of higher learning The following are eligible to apply for a loan from the MDO as an ultimate recipient: Businesses with 10 or fewer full time employees, and located in an eligible area | Support the development and ongoing success through a Rural Microloan Revolving Fund | The prograı beneficial ir also provid training anc assistance t borrowers ( entreprenet |
| Rural Cooperative Development Grant Program | USDA | Estimated Program Funding: $5.8 million<br><br>Maximum Grant Amount: $200,000 | Non-profits and institutions of higher education with rural cooperatives and other mutually owned businesses | The primary objective of this program is to improve the economic conditions of rural areas. | Cooperative Developmer |
| Rural Business Development Grants | USDA | $10,000-$500,000 (smaller requests given higher priority | Small businesses that have fewer than 50 employees and less than $1 million in gross revenues. | This grant program is designed to support the development of small and emerging businesses in rural areas. | Funds may l for projects support con economic developmer business inc entreprenet training, an other oppo |

| Program | Agency | Funding Available | Who Can Apply? | Description | Use |
|---|---|---|---|---|---|
| Rural Rehabilitation Loan Fund | WV Department of Agriculture | Max = $250,000<br><br>Min. (microloan) = $1,000 | WV residents and WV based enterprises only. | To consider participation with other lenders where appropriate to blend financial packages, whether private sector or any of a number of governmental agencies, for loans to agricultural or agricultural-related enterprises after applicant is denied loan by conventional lenders | To aid in the developmer retention, a expansion c agricultural enterprises, but not limit production, processing, hauling, wh or retailing agricultural commodities cottage indu |
| Strong Cities, Strong Communities | National Endowment of the Arts | 4.3 Million Total – 64 projects – 34 states | Rural towns and tribal communities | Creative placemaking continues to be an effective tool for rural towns and tribal communities, building on local cultural assets to address issues. | Cities are se receive tech expertise fr federal inte teams that p with city lea to support t community's economic developmer |
| REFRESH Appalachia | Coalfield Development Corporation | Technical Assistance | Beginning farmers and ranchers in southern West Virginia and Central Appalachia. | The initiative is a regional economic and workforce development initiative | Workforce and Develo establish a sustainable and develo program. |

| Program | Agency | Funding Available | Who Can Apply? | Description | Use |
|---|---|---|---|---|---|
| WVU Master Gardeners Program/4-H – Marion County | WVU Extension Service | Technical Assistance | Individuals, Non-Profit Organizations, 4-H, Youth Organizations | Provides people interested in gardening with the opportunity to expand their knowledge and sharpen their skills by taking part in basic and advanced training programs that provide in-depth training in various aspects of horticulture. | Technical As Program Developmer Advanced Certificatior |
| WVU Entrepreneurship Clinic and Incubator, Land Use Clinic | WVU College of Law | Technical Assistance | West Virginia small businesses, nonprofits, community organizations and student entrepreneurs. | The Entrepreneurship and Innovation Law Clinic provides free transactional (non-litigation) assistance | Structure ar governance drafting, ne and reviewi contracts ar agreements government regulations, employment managemer intellectual |

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# APPENDICES

**Appendix A: USDA Urban Agriculture Toolkit**

**Appendix B: Project Action Team**

## Appendix A: USDA Urban Agriculture Toolkit

https://www.usda.gov/sites/default/files/documents/urban-agriculture-toolkit.pdf

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3.3.9 BAD Buildings Solutions Project Plan

# BAD BUILDINGS SOLUTIONS

6/1/2017

Kelsey Staggers and Margaret Stout

**The BAD Buildings Solutions Project is designed to remove abandoned and dilapidated residential buildings in Fairmont, West Virginia's Westside neighborhoods that are beyond hope of rehabilitation. Demolition and architectural salvage will recover property for beneficial uses, such as infill housing development, expanded side yards, pocket parks, or community gardens.**

# BAD Buildings Solutions

PROJECT PLAN

## INTRODUCTION

The BAD Buildings Solutions Project is designed to remove abandoned and dilapidated residential buildings in the Westside neighborhoods that are beyond hope of rehabilitation in order to recover property for beneficial uses, such as infill housing development, expanded side yards, pocket parks, or community gardens.

In 2014, the City of Fairmont received a BAD Buildings technical assistance grant from the Northern WV Brownfields Assistance Center (NBAC). Through this process, community members identified over 300 properties that were either abandoned or dilapidated. Because about 100 of these properties are found within the Westside neighborhoods alone, this area was prioritized by the BAD Buildings Team for immediate action. However, not all of these 100 structures are beyond rehabilitation. Lacking professional code enforcement assessment, follow-up field inventories determined that about 27 are clearly in need of demolition due to the advanced state of dilapidation, as shown on the map in Figure 1.

Figure 1: Westside buildings in need of demolition. (*Source*: Mapbox Open Street Map)

This project was conceived through in-depth community-driven visioning and strategic planning. Specifically, through a partnership with Margaret Stout, Associate Professor of Public Administration at West Virginia University, a team of faculty, staff, and students accompanied neighbors in a two-year process of learning,

organizing, visioning, planning, and action (2015-2017). This project is being carried forward by the individuals and organizations of the Westside Action Coalition (WAC), which includes both individuals and organizational representatives. The resulting Neighborhood Action Plan contains a host of strategies designed to achieve objectives and goals for social, economic, and physical development. Through prioritization of these strategies, projects were selected for immediate action by members of the WAC; this project is one of those chosen.

As stated by the WAC, "We envision neighborhoods with adequate and equitable investment in both people and place, so that our youth will enjoy the quality of life that we enjoyed several decades in the past—one with family-owned homes, small local businesses serving our basic needs, neighborhood schools and churches, excellent community parks and recreation centers, ample employment and entrepreneurship, and pride in our shared history as a largely African American community."

The BAD Buildings Solutions Project is at core a physical development project created by residents who value well-maintained residential neighborhoods. Tackling the list of abandoned and dilapidated buildings will lead to the improvement of housing options, thereby increasing the capacity of individuals, families and neighborhoods to thrive. This adequate and equitable investment in place will increase property values of neighboring homeowners and improve the quality of life overall. Furthermore, the workforce development opportunities in demolition and reclamation created by the project may spur enterprise development and increase job opportunities, thereby increasing individual and family incomes in the neighborhoods.

# RESEARCH FINDINGS

The following subsections provide a summary of policy, legal, and technical research related to the problem of abandoned and dilapidated buildings.

## Policy Findings

Houses may become dilapidated and uninhabitable for a number of reasons. For example, rental properties may become vacant and uninhabitable due to lack of maintenance by landlords. Homeowners may leave a property to children or other heirs who are not able to maintain the home. Abandoned and dilapidated properties are linked to increased rates of crime, danger to children, creating conditions for vermin and declining property values. The maintenance of abandoned properties is a huge expense for many cities.

The absence of universal definitions of vacancy and abandonment complicates efforts to assess the number of abandoned properties nationally. During the 2010 Census, 10 million properties were identified as vacant. The Appalachian region has been hit harder due to job loss and the aging population.

As new housing prices continue to rise, rehabilitation of existing houses or demolition to reclaim property that has existing infrastructure for redevelopment is becoming more and more prevalent. In North-Central West Virginia in particular, new housing stock is limited. Within the immediate Fairmont area, many people are employed by the I-79 Tech Park and Fairmont State University, but they are unable to find quality, affordable housing in the surrounding neighborhoods. New subdivision homes are unaffordable to the average person because they bear the cost of new infrastructure development such as roads and utilities. This makes demolition and infill redevelopment the more affordable option for new housing.

In order to pursue such redevelopment efforts, it is imperative to understand the policies that guide this initiative at the federal, state, and local levels. The primary federal agency concerned with the removal of blight is the U.S. Department of Housing and Urban Development (HUD). HUD oversees home ownership, low-income housing assistance, fair housing laws, homelessness, aid for distressed neighborhoods, and housing development. Due to the negative effects of abandoned and dilapidated structures on neighborhoods, some

HUD programs enable removal of what are called "slum and blight" conditions by West Virginia Urban Renewal Authorities.

In certain instances of blight, the Environmental Protection Agency (EPA) Brownfields Program provides grants and technical assistance to communities, states, tribes and others to assess, safely clean up and sustainably reuse contaminated properties. Brownfields are properties that may have hazardous substances, pollutants, or contaminants present (Brownfields, 2017). EPA's reinvestment in brownfields protects human health and the environment, reduces blight, and takes development pressures off greenspaces and working lands. These grants are awarded to communities like Fairmont that are dealing with unsafe, hazardous properties. The EPA also has the Environmental Workforce Development and Job Training Program. This program's purpose is to grant funding to organizations looking to pursue workforce development and job training for working in hazardous area clean-up. This program could be a great tool to create jobs for residents in the Westside Neighborhoods.

Because abandoned and dilapidated buildings have become a prevalent issue in many communities, and many of those properties require careful demolition due to the historic use of toxic materials like asbestos and lead paint, the EPA has become increasingly involved in blight removal. Toward that end, they provided funding to the Northern WV Brownfields Assistance Center to develop the BAD Buildings Program.

The West Virginia Brownfields Assistance Centers was created to empower communities to plan and implement brownfields redevelopment projects (West Virginia Brownfields Center). The Centers promote economic development and environmental and public health protection through innovative redevelopment of brownfield sites. The Centers also promote and coordinate the development of brownfield property by providing training and technical assistance, facilitating site preparation efforts, engaging community involvement, as well as by helping communities with grant writing and leveraging project funding. The BAD Buildings Initiative is a program of this organization. NBAC has been a part of the BAD Buildings Inventory Project since the beginning and has continued to share its expertise and resources through this process (City of Fairmont, WV Redevelopment Plan).

The City of Fairmont received a BAD Buildings technical assistance grant from the Northern WV Brownfields Assistance Center and then formed the volunteer BAD Buildings team. This team divided the city by council districts, and volunteers broke into teams of two to cover specific districts. Eighteen volunteers walked the streets to document the conditions of abandoned and dilapidated properties throughout the city via a 2-page survey per building.

The Northern Brownfields Assistance Center is now working in partnership with the WVU Land Use and Sustainable Development Law Clinic in the program called WV LEAP: West Virginia Legal Education to Address Abandoned and Neglected Properties. The purpose of this initiative is to provide technical assistance to West Virginia communities working to develop solutions to abandoned and dilapidated buildings. In 2014, the WVU Law Clinic was awarded a grant from the Claude Benedum Foundation to develop legal resources to address abandoned and neglected properties.

At the state level, the West Virginia Housing Development Fund (WV HDF) helps cities and counties find resources to acquire and remove dilapidated properties from their communities (West Virginia Housing Development Fund). For example, the West Virginia legislature allocated $1 million per fiscal year over the next five years to the West Virginia Property Rescue Initiative (WV PRI), a revolving loan program available to counties and municipalities that want to rid their communities of blighted, dangerous properties (West Virginia Property Rescue Initiative, 2016).

The Marion County Economic Development Authority (MCEDA) provides financial assistance in the form of loans and direct financing to develop and advance the business prosperity and economic welfare in the county.

The Fairmont-Morgantown Housing Authority (FMHA) is a quasi-governmental agency that provides rental assistance, property management, housing rehab services, housing construction, and commercial real estate in Monongalia and Marion counties.

The Fairmont Community Development Partnership (FCDP) is a nonprofit organization that provides services to improve low-income families housing and business growth in the City of Fairmont. They have successfully completed demolition of abandoned and dilapidated homes in the past, returning properties to beneficial uses, including infill housing redevelopment, expanded side yards, and community gardens.

Based on these policy findings, it is clear that federal, state, and local policy makers and advocates all prioritize projects that provide solutions to abandoned and dilapidated buildings. While some may also focus on rehabilitation of structures, all concur that the safe demolition of dangerous and blighted buildings is critical for social, economic, and environmental health.

## Legal Findings

Solutions to abandoned and dilapidated buildings include acquisition for remediation, legal enforcement of the building code, public abatement with a judgment lien placed on the property to cover the costs, and acquisition of noncompliant properties through eminent domain. If a property owner is unwilling to sell through standard market transactions, the remaining strategies have significant legal implications and requirements.

### Voluntary Acquisition

The simplest way to address BAD Buildings is to purchase the property through a normal market transaction and remediate the conditions through either rehabilitation or demolition. There are several private for-profit developers in Fairmont who in engage in this type of enterprise. If the City of Fairmont purchases the property, Ordinance 1653 allows the City to sell any of its real property or any interest therein or any part thereof in accordance of notice and public auction. (Public notice is not required to sell a property valued at less than fifteen thousand dollars.) However, voluntary acquisition can be very difficult, as abandoned and dilapidated properties often have complicated ownership, including out-of-state and out-of-country owners, trusts, and multiple heirs who disagree about what to do with the property.

### Code Enforcement

According to the Fairmont Comprehensive Plan (2017), the City of Fairmont's Planning and Building Inspection Department maintains a vacant property registry, in addition to a database of structures located within the corporate limits that are of substandard condition for human habitation and which are vacant or abandoned. These structures are classified as needing demolition for the health, safety, and general welfare of the residents of Fairmont. There are currently approximately 85 structures on the list. Led by the code enforcement officer, building inspector, and deputy building inspector, the City of Fairmont regulates the condition of these structures under the 2000 ICC Property Maintenance Code (see Appendix A for details from the Fairmont City Code).

Code enforcement is a process in which certified officers assess building conditions and provide notice to the owners of structures found to be in substandard condition that they must either bring the structure into compliance with the applicable sections of the Property Maintenance Code or demolish the structure within a given timeframe.

### Public Abatement

If a property owner fails to comply with code enforcement requirements, the City of Fairmont may decide to demolish or make necessary repairs to a dilapidated property as appropriate. The City may then impose a judgment lien on the property to recover the cost of the abatement (WV LEAP Toolkit).

### Acquisition with Eminent Domain

Eminent domain is the right of a government or its agent to expropriate private property, with payment of reasonable compensation as determined by the courts. The taking of property through eminent domain can be effective where all other attempts to remediate or acquire the property have failed (for details on eminent domain see Appendix B). However, it is a rarely used *tool of last resort*. Cities may use eminent domain for public purposes, such as facilities, parks, and roads, but not for economic development if that is the only purpose. Urban Renewal Authorities may use eminent domain for economic development purposes. URAs normally focus on revitalization of a blighted area. The City of Fairmont URA is currently inactive, but remains viable in the City Code of Ordinances.

## Technical Findings

It is critical to match strategies for combating abandoned and dilapidated buildings to neighborhood market conditions. According to the LEAP Toolkit, an immediate and low-cost strategy is to use public pressure to motivate property owners to maintain their properties to community standards. These include publicizing a property owner's name and address, along with the address of the dilapidated property through traditional or social media. Fayette County, WV is taking this approach (WV LEAP Toolkit). This type of strategy could easily be supported by the Westside Action Coalition members.

Targeted code enforcement could further motivate noncompliant property owners to either address the violations or sell the property voluntarily. Given the socioeconomic conditions and housing values in the Westside neighborhoods, it is most likely that demolished BAD Buildings would be replaced with affordable housing. Nonprofit organizations such as the Fairmont-Morgantown Housing Authority (FMHA) or the Fairmont Community Development Partnership (FCDP), a certified nonprofit Community Housing Development Organization (CHDO) could potentially complete this type of purchase and redevelopment activity.

The Housing Authority declined participation in the Westside Action Coalition, while FCDP readily joined the effort. Therefore, FCDP is the natural choice for the BAD Buildings Solutions Project. The Fairmont Community Development Partnership (FCDP) is a private, non-profit organization that promotes community and economic development along with neighborhood revitalization and affordable housing in targeted low-income areas. Its primary goals are to: (1) improve quality of life by assisting low-income families with safe, decent, housing, and (2) promote business growth as part of local community development.

Financing property acquisition is the next issue to address. The City of Fairmont has budgeted $400,000 of its own operating budget for acquisition and/or demolition of blighted properties in the 2017-2018 fiscal year. Currently, full project details are not available and the City is in the process of hiring a project manager for these activities. The City of Fairmont Planning and Development Department will oversee this program.

The West Virginia Property Rescue Initiative (PRI) Loan Program of the West Virginia Housing Development Fund provides financial resources to acquire and/or remove dilapidated properties from their communities through legal measures (West Virginia Property Rescue Initiative, 2016). Eligible properties must constitute health and safety hazards and be beyond reasonable repair at the time of demolition. The community where the eligible properties are located must have access to a licensed waste disposal site that meets all applicable federal, state, and local laws and regulations, including but not limited to the West Virginia Department of Environmental Protection regulations, pertaining to waste disposal sites.

To be eligible, the borrower must have the authority to acquire and/or demolish the property. Eligible borrowers must also have the authority to enter into a binding debt obligation for the term of the loan. Cities or counties may apply for the loans themselves or authorize other organizations to apply on behalf of the city or county. Because the City of Fairmont does not wish to incur such debt, it could authorize the FDCP to apply on its behalf. FCDP is currently seeking approval to apply for the loan funds. FCDP will manage demolition and reclamation contractors to clear properties for redevelopment. Cleared properties will either be

redeveloped through FCDP homeownership programs or sold to other developers for market rate redevelopment, thereby repaying the PRI loans.

Another component of the BAD Buildings Solutions Project is to create workforce development and employment or entrepreneurial opportunities. The focus is on the safe demolition and salvage of structures on the BAD Buildings Team Inventory, which requires specialized construction skills. Ideally, Westside residents will be trained and hired by general contractors to work in their own neighborhoods. These types of workforce development programs can provide a wide range of professional training that allow students to receive their general contractor's licenses and more specialized skills such as asbestos and lead paint removal and abatement. FCDP will leverage its involvement in the Windmill Entrepreneurship Support Clinic to add value to the BAD Buildings Solutions Project.

FCDP is a relatively small organization that has five full-time employees. While the qualifications for the full-time employees vary for each position, each employee is responsible for ensuring that the mission of FDCP is being fulfilled. The organization's nine-member Board of Directors consists of elected and appointed government representatives, private sector representatives, and residents from the low-income neighborhoods served. FDCP currently has a budget of $336,096.91, derived from various revenue and funding sources, including rental income, grants, loan income, and donations.

FCDP emerged out of an initiative led by Congressman Alan Mollohan, who established a revolving loan fund for rehabilitating historic homes through provisions in the Community Reinvestment Act. This led to the establishment of a community-based nonprofit organization that would complete comprehensive neighborhood revitalization in three low-income neighborhoods. The organization was incorporated in 1992 and by the next year became a Community Housing Development Organization (CHDO). FCDP then narrowed its mission to affordable housing development, with an initial emphasis on single-family homes and homeownership counseling services and a later transition into multifamily rental housing based on funding availability.

FCDP's primary strategy is strengthening neighborhoods by improving the housing stock. As a certified Community Housing Development Organization (CHDO), FCDP operates two major housing programs, both of which are designed to meet United States Department of Housing and Urban Development (HUD) guidelines. The affordable rentals program offers single family homes, duplex units, and townhomes that range from three to four bedrooms with one and a half or two bathrooms. FCDP recently completed six affordable housing units with HOME funds from the West Virginia Housing Development Fund, and two additional properties are in the bid process to builders. Most recently, FCDP received over $1 million in new allocations from the West Virginia Housing Development Fund to build safe, affordable, and accessible housing.

Taking a block-by-block targeted approach, FCDP has successfully transformed a low income and blighted area of Fairmont known as the Beltway. Over the last twenty years, this neighborhood, once notorious for drug-related crime, now has a proud sense of place among residents and property values have increased dramatically. Similarly, FCDP has been active in the Westside neighborhoods since its inception as an affordable housing developer and manager, and provider of homeownership assistance services.

Past projects have included acquisition of 36 properties for successful demolition. On these cleared properties, FCDP has built 18 single family homes, six duplexes, 68 apartment units, and one community garden. Many of the properties from the previous demolition project remain vacant today because the City of Fairmont's residential zoning districts do not accommodate the development of small lot housing. In other words, the lots on which abandoned and dilapidated houses were demolished are too small to redevelop under the current requirements for lot size, house size, and building setbacks at the front, back, and sides. Therefore, FCDP is advocating for inclusion of small lot housing development in the updated Comprehensive Plan and subsequent revisions to the Zoning Ordinance. An example of this type of development is shown in Figure 2. Should these revisions be accomplished, FCDP will engage in redevelopment of infill single family housing on many of these now vacant lots.

Figure 2: Small lot infill housing redevelopment in Tempe, Arizona. (*Source*: Margaret Stout)

# ACTION PLAN

**Considering all of the research findings, this section describes the activities necessary to successfully launch the BAD Buildings Solutions Project. By necessity, this project requires collaboration between the City of Fairmont and the Fairmont Community Development Partnership, with technical support from the WVU Land Use and Sustainable Development Law Clinic. The various legal approaches to property acquisition are depicted in Figure 3.**

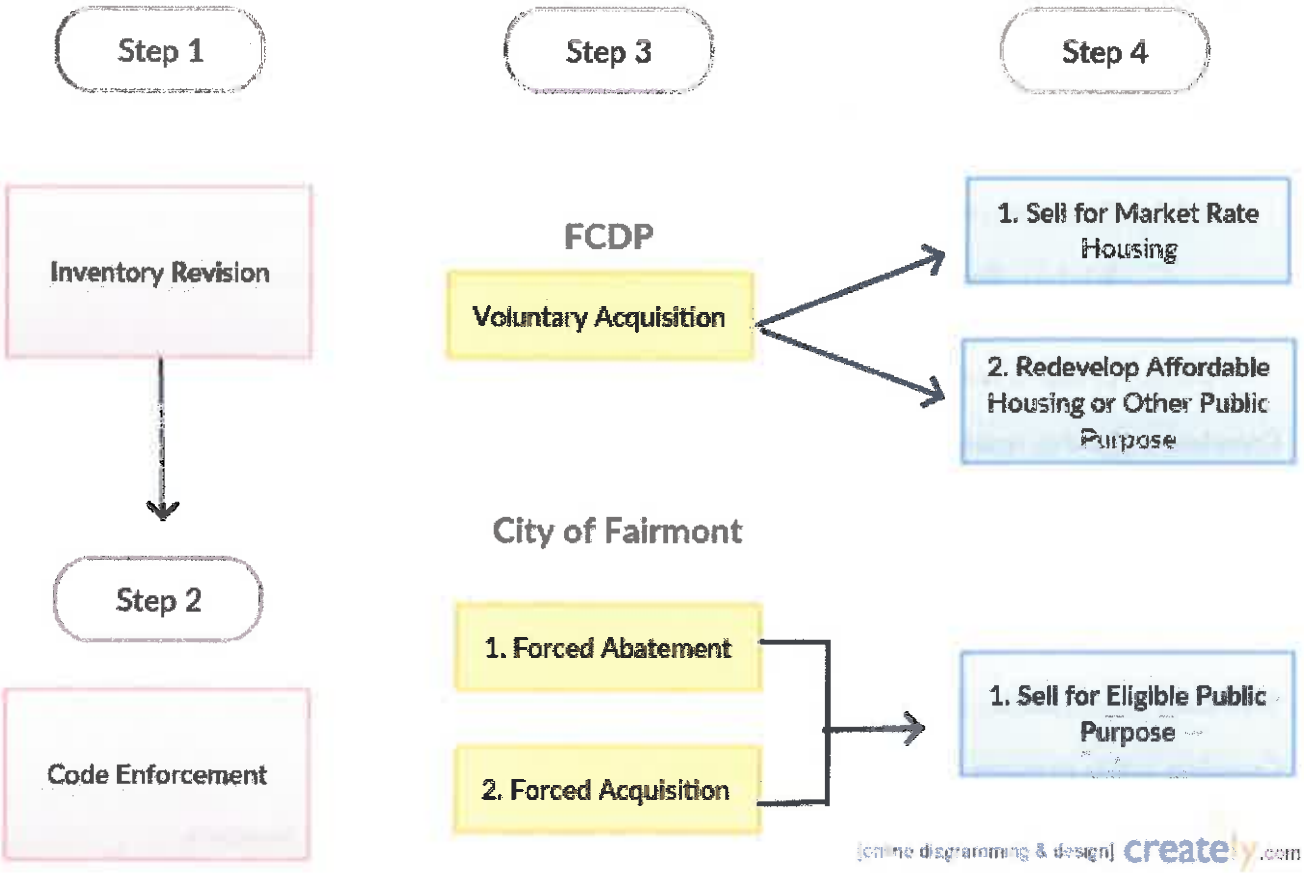


Figure 3: Basic steps involved in the BAD Buildings Solutions Project.

These steps are fleshed out in a narrative Action Plan, which is organized according to the following structure:

1. *Overall Activity: What*

    1.1. *Action Step: How*

        1.1.1. *Detailed Tasks: Who, Where, When…*

1. Form a Project Action Team to guide and support implementation.
    1.1. Identify interested stakeholders (see Appendix C).
        1.1.1. Reach beyond the Westside Action Coalition members to include key stakeholders such as banks, state-wide advocacy groups, and elected officials.
    1.2. Convene monthly during the first year of launch and operations; quarterly or biannually thereafter.
2. Complete a professional assessment of all properties on the BAD Buildings Team Inventory to determine which require demolition.
    2.1. Assessment should be completed by City Code Enforcement officers or other licensed engineering or architecture professionals.
        2.1.1. Create an inventory of properties with possible hazardous contamination.
            2.1.1.1. Defer any potentially contaminated properties to the Northern Brownfields Assistance Center for their follow-up.
        2.1.2. Create a revised inventory for the BAD Buildings Solutions Project.
3. Complete ownership research for all buildings on the Project inventory.
    3.1. Identify each property on Marion County Assessor maps to obtain parcel numbers.
    3.2. Search Marion County Sheriff's Department Tax records for each parcel.
        3.2.1. Record all available data.
    3.3. Enter all properties and ownership information into a database for management.
4. Complete public pressure tactics on all properties.
    4.1. Begin with local and in-state property owners who may be known to WAC members.
        4.1.1. Use the WAC's social networks to make personal contact prior to public pressure.
    4.2. Initiate public tactics with all other property owners and local owners who remain unresponsive to personal contacts.
5. Complete Code Enforcement through the City of Fairmont.
    5.1. Prioritize all properties on the Project inventory for a strategic, targeted effort.
    5.2. List each activity in the process per the City staff.
6. Pursue voluntary acquisition of properties on the Project inventory.
    6.1. Approach owners after public pressure and code enforcement tactics have been completed.
    6.2. Conduct a Certified Title Opinion to ascertain ownership, existing liens and encumbrances

6.3. Clear title before completing any work.

6.4. Make offers based on a current appraiser's valuation of the property, with consideration of the taxed value and any unpaid taxes or liens.

7. Prepare City policies and procedures for legal action beyond Code Enforcement.

7.1. Obtain technical assistance from the WVU Land Use and Sustainable Development Law Clinic to ensure policies and procedures meet all pertinent state and federal laws.

7.1.1. Include coverage of issues of enforcement, abatement, and if appropriate, acquisition strategies.

7.1.2. Determine if properties acquired will be sold as is for buyer demolition.

8. Complete public abatement demolition.

8.1. Determine if the City will do this or contract it out and who they will contract with.

8.2. Follow established policies and procedures for abatement, lien, and lawsuit if needed.

9. Acquire property through eminent domain.

9.1. Determine if the City will do this or authorize another agent.

9.2. Follow established policies and procedures for acquisition through eminent domain.

10. Complete demolition and salvage on Project inventory properties acquired through all means (voluntary sale, tax auction, or eminent domain).

10.1. Make adjustments to standard demolition plan according to brownfields guidelines if contamination is suspected or found.

10.2. Determine if salvageable materials are present and make adjustments to demolition plan as necessary.

10.3. Determine if there are hazardous materials present (e.g., asbestos and lead paint) and make adjustments to demolition plan as necessary.

10.4. Salvage all reusable materials (e.g., copper pipe, lumber, brick, historically valuable woodwork and stonework, etc.).

10.5. Demolish structure and transport refuse to appropriate dumping locations.

10.5.1. Ensure appropriate separation and disposal of hazardous materials.

11. Dispose of the cleared property.

11.1. Properties acquired voluntarily or through public auction can be sold for any purpose.

11.1.1. Proceeds from properties sold for market rate redevelopment will be reinvested in the BAD Buildings Solutions Project for continued operations.

11.2. Properties acquired through eminent domain must be sold only for eligible public purpose.

11.2.1. Redevelop properties for affordable housing with an emphasis on owner-occupied units (whether detached or attached single family units).

11.2.2. Redevelop properties for urban farming and community garden social enterprises (if allowable).

11.2.3. Redevelop properties as pocket parks.

# RESOURCE DEVELOPMENT

The Project Action Team will need to develop a comprehensive resource development plan that includes a combination of grant funding and financing. This section provides suggestions for potential resources.

## Federal & National Sources

HUD offers the Small Cities Block Grant (SCBG) which gives money to communities and non-profits that can be used for demolition and deconstruction of blighted properties (Economic Development/U.S. Department of Housing and Urban Development).

The U.S. Department of Labor offers the Adult Employment and Training Activities Program. This program administered by the ETA, authorized by Title I of the WIA, Adult Employment and Training Activities replaces the Adult Training Grants program authorized under JTPA, and provides formula-based funding to states and territories to design and operate training programs for adults, including low-income individuals and public assistance recipients (Federal Funding Streams for Workforce Development Planning and Programming).

The Surdna Foundataion offers The Sustainable Environments Program grants. This program's goal is to overhaul the country's infrastructure and can be used toward blight removal.

## State & Local Sources

The West Virginia Development Office (WVDO) has a number of programs designed to foster community participation, local capacity, and project development in communities. Some of these programs can be used to tackle blight. The Neighborhood Investment Program is designed to increase giving to non-profits to apply for tax credit vouchers which can be distributed to businesses and individuals for investment in eligible projects like affordable housing. The WVDO manages a variety of loan and grant programs designed to encourage community and economic development projects. The Small Cities Block Grant (SCBG) program is available for units of local government and is meant to support job creation and retention as well as provide affordable infrastructure systems and community efforts to improve the quality of life for low to moderate income citizens. The Property Rescue Initiative Program mandates that the Fund allocate $1 million per fiscal year over the next five years for a revolving loan program available to counties and municipalities that want to rid their communities of blighted, dangerous properties. This is a resource for cities and their authorized agents to use to deal with blight and abandoned buildings. This assistance is provided in the form of a loan repayable program over a maximum of seven years, with the first two years being interest-free.

West Virginia Community Advancement and Development Partnership Fund is targeted towards economic and community development initiatives and projects that foster innovation, job creation and economic improvement for West Virginia communities. This fund awards money towards a wide variety of projects. The fund awards

money to entrepreneurship development and training and support the development of community centers that provide essential community services.

Currently, the City of Fairmont operates a revolving loan fund for individuals, organizations, and businesses to access for demolishing substandard and blighted structures. Also, the Marion County Economic Development Authority (EDA) is a source of funding.

The City of Fairmont Ordinance 164: Pertaining to B&O Tax Credit, was passed to provide Fairmont with the authority to expand and additional tax credits from the said tax to promote the re-occupation of vacant dilapidated structures throughout the city, to foster the rehabilitation and preservation of contributing structures in the city's downtown historic district; and to encourage longevity of business operation in the corporate limits by providing an anniversary credit. This City code is an asset to attract developers to purchase these properties.

Table 1. Sources Available for Property Acquisition and Demolition.

| Agency | Program | Funding Available | Who can Apply | Description | Uses | Deadline and Contact Information |
|---|---|---|---|---|---|---|
| HUD | Small Cities Block Grants (SCBGs) | Water and sewer projects approved by the Infrastructure and Jobs Development Council may receive up to $1,500,000. Economic development projects that include a job creation agreement signed an expanding or new company may be eligible for up to $1,250,000 for publicly owned utility improvements or facilities. All non-water and sewer projects may be eligible for up to $500,000. Planning projects are eligible to receive up to $100,000. | Funds are provided only to units of local government, generally counties and municipalities. Nonprofits, public service districts, utility boards, recreation boards and economic development authorities are only eligible to receive SCBG funds through a subgrant agreement with the unit of local government. The unit of local government must be the applicant. | The Small Cities Block Grant program (SCBG) provides federal funds for community and economic development projects throughout West Virginia. The program supports job creation and retention efforts, local government efforts to provide affordable infrastructure systems and community efforts to improve the quality of life for low- to moderate-income citizens. | Development Financing | West Virginia Development Office at (800) 982-3386 or (304) 558-4010. |

| Agency | Program | Funding Available | Who can Apply | Description | Uses | Deadline and Contact Information |
|---|---|---|---|---|---|---|
| | Property Rescue Initiative (PRI) | Program Loan amounts may not exceed $250,000 per Eligible Borrower per each fiscal year beginning July 1st. Additional loans will not be considered until the Eligible Borrower has fully expended any currently approved loans. | Any city or county may be an Eligible Borrower. Eligible Borrowers must comply with all applicable state and local laws and requirements and have the license, authority, and power to acquire and/or demolish the structures located on the properties. Eligible Borrowers must also have the authority to enter into a binding debt obligation for the term of the loan. Cities or counties may authorize other organizations to apply for a Program Loan on behalf of the city or county. | The West Virginia Property Rescue Initiative (the "Program") is designed to give cities, counties, and other Eligible Borrowers the ability to perform demolition and/or acquire residential structures. Deconstruction of such properties is permitted. | Acquisition of properties and demolition | Summer 2017 Contact: West Virginia Housing Development Fund 5710 MacCorkle Avenue SE Charleston WV 25304 1-800-933-9843 (304) 391-8600 https://www.wvhdf.com/content/general-inquiry |

| Agency | Program | Funding Available | Who can Apply | Description | Uses | Deadline and Contact Information |
|---|---|---|---|---|---|---|
| West Virginia Development Office | West Virginia Community Advancement and Development Partnership Fund | There is no minimum or maximum for grant proposals, though the general range seems to be between $50,000 - $100,000 | Applications are sought from a range of stakeholders, particularly projects that can show direct job creation through economic development activities. | West Virginia Community Advancement and Development Partnership Fund, is targeted towards economic and community development initiatives and projects that foster innovation, job creation and economic improvement for West Virginia communities. | Job Creation<br>Increase Broadband access<br>Support the development of community centers that provide essential community services<br>Foster the development of arts, culture, and recreation as economic engines<br>Provide entrepreneurship development and training | April, 14th, 2017<br>Contact: CommerceWebmaster@wv.gov |
| | Fairmont Community Development Partnership (FCDP) | | | The Fairmont Community Development Partnership is a private, non-profit organization which promotes community and economic development along with neighborhood revitalization and affordable housing in targeted low income areas. | Use as fiscal agent for grants<br>Agent for acquisition of property<br>Demolition and deconstruction of blighted properties | Contact: Partnership office hours are Monday through Friday, 8:30 a.m. to 4:30 p.m.<br>To schedule an appointment or request more information, please call 304.366.7600. |
| EPA | FY17 Environmental Workforce Development and Job Training (EWDJT) Grants | Of the 3,000,0000 available, $2,865,000 to - Brownfields hazardous waste assessment and cleanup training, including petroleum cleanup training | Nonprofits, local government, regional agencies, and redevelopment agencies are all eligible for funding. | This grant's purpose is to grant funding to organizations looking to pursue workforce developed and job training within Brownfields hazardous areas. | Workforce development<br><br>Job Creation | Feb, 24th, 2018<br><br>Contact: Rachel Congdon U.S. Environmenta 1200 Pennsylvan Washington, DC Phone: +1 (202) congdon.rachel@ |

| Agency | Program | Funding Available | Who can Apply | Description | Uses | Deadline and Contact Information |
|---|---|---|---|---|---|---|
| | Surdna Foundation | The Sustainable Environments Program works to overhaul our country's low performing infrastructure, much of it outdated and crumbling, with a new approach that will foster healthier, sustainable, and just communities. | Nonprofits, local government, regional agencies, and redevelopment agencies are all eligible for funding. | Surdna offers a variety of grants that can be used toward blight removal and prevention. Currently, they are finished accepting grants for the next fiscal year and specific information is limited. | Sustainable Transportation Networks & Equitable Development Patterns Energy Efficiency in the Built Environment | No longer accepting grants. New guidelines are under construction to reflect the new direct of Surdna's work in the energy arena. Contact: 330 Madison Avenue, 30th Floor, New York, NY 10017 Phone (212) 557-0010 |
| | Housing and Urban Development Agency-Regional Office for Fairmont | HUD offers a variety of grants that can be used for blight removal and affordable housing and development. Currently, information is limited due to the upcoming budget decision. | | | | Charleston Field Office 405 Capitol Street, Suite 708 Charleston, WV 25301-1795 Phone: (304) 347-7000 Fax: (304) 347-7050 TTY (800) 877-8339 Jurisdiction: State of West Virginia Julie A. Alston, Field Office Director Office Hours: 8:00 AM to 4:30 PM Monday throug h Friday |

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W. Va. C.S.R. § 54-1-2.

W. Va. C.S.R. § SB-2-4.

W. Va. C.S.R. § SB-2-6a.

# APPENDIX A: FAIRMONT CITY CODE EXCERPT

**Part Thirteen: Planning and Zoning Code**
**Part Seventeen: Building and Housing Code**
**Article 1709: State Building Code**
**This section of code includes code adoption and conflicts, permit fees and penalties, discretionary provisions, and general penalties. It also includes references to state code dealing with building regulation and the State building code.**

**Article 1769: Vacant Building Registration Program**
**This section of code includes definitions and purpose of vacant building code, registration and fees, inspection policy, registration, administrative regulations, and penalties.**

**Article 1769 provides for the establishment of a Vacant Building Registration program. The purpose is to ensure that all vacant buildings are secure, weathertight, safe for entry by police officers and firefighters in an emergency and to further ensure that all such structures do not present or become a future hazard for the public, injurious, and inimical to public health, safety, and morals of the city and its citizens during the time that the structure remains vacant.**
**The vacant buildings registration had no yearly fee or fee initial registration. Instead it incentivizes registration by only applying a fine if property owners fail to register after the buildings has been vacant for more than thirty days or if they purposely violate the provisions of the article.**

**An uninhabitable property registry is a program that municipalities in West Virginia can establish to require all owners of uninhabitable properties to register their properties and pay an annual registration fee (WV LEAP Toolkit). Although similar to a vacant property registry, an uninhabitable property registration program has different requirements and should be treated as distinct. A municipality's code enforcement officer determines whether a property is uninhabitable, in violation of the West Virginia State Building Code (WVSBC), and subject to an uninhabitable property registration program fee.**

# APPENDIX B: WEST VIRGINIA STATE CODE EXCERPTS

**Chapter 54. Eminent Domain**
**Article I. Right of Eminent Domain**
**S54-1-1. Bodies which may exercise power of eminent domain**
**The United States of America, the state of West Virginia, and every corporate body politic heretofore or hereafter created by the constitution or statutes of the state, and every corporation heretofore or hereafter organized under the laws of, or authorized to transact business in the state, for any purpose of internal improvement for which private property may be taken or damaged for public use as authorized in section two of this article, shall have the right of eminent domain, and may exercise the same to the extent and in the manner provided in this chapter, and subject to the restrictions and limitations provided by law (W. Va. C.S.R. § 54-1-1)**
**Recently, West Virginia revised the state eminent domain law. The power of eminent domain is exercised through the process of condemnation. There are three requirements of eminent domain; authority, public use and just compensation must be made to the owner. State constitutional amendments in 2006 clarified that West Virginia's cities, towns, counties, and state agencies may not exercise eminent domain for the primary purpose of "private economic development." Governmental entities must fund eminent domain proceedings. The City can pay for this with any revenue funds on hands that are budgeted for this purpose. Cities often use Community Development Block Grants for this purpose in efforts to eliminate blight. However, if property owners wish to challenge condemnation, they usually must pay their own costs and attorney's fees.**

# APPENDIX C: PROJECT ACTION TEAM MEMBERS

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3.3.10 Dunbar Community Center Project Plan

# PAUL LAURENCE DUNBAR COMMUNITY CENTER PROJECT

6/1/2017

Christopher Agba and Margaret Stout

**This project will renovate and redesign the abandoned historic Dunbar School building and grounds as the Paul Laurence Dunbar Community Center. Once renovated, the building will serve as a cultural center by housing the Marion County Black History Museum, which will highlight all the area's most important African American events and people. It will also host expanded community programming for youth, adults, and seniors in the neighborhood through partnerships with other community-based organizations and government agencies.**

# The Paul Laurence Dunbar Community Center

PROJECT PLAN

## EXECUTIVE SUMMARY

**This project will renovate and redesign the historic Dunbar School building and grounds as the Paul Laurence Dunbar Community Center. Dunbar School occupies a very important spot in the hearts of its many alumni, and it is a key historic feature in the neighborhood. Once renovated, it will serve as a cultural center by housing the Marion County Black History Museum, which will highlight all the most important African American events and people. It will also host expanded community programming for youth, adults, and seniors in the neighborhood.**

**The Dunbar Community Center will expand public facilities that meet the informal education, recreation, and leisure needs of the neighborhoods. This will in turn encourage and increase public and private investment in sustainable natural and built environments within the neighborhood. This adequate and equitable investment in both people and place will improve quality of life, as well as celebrate the neighborhoods' African American heritage. These objectives are supported by public policies that highlight the importance of preserving historical properties within local communities. For example, the EPA and the National Trust for Historic Preservation hold that preservation of cultural heritage is very important in that it helps to embrace the past and affirm its bearing on both the present and future. Historic preservation builds on existing assets, thereby promoting a prosperous, sustainable, and healthier future.**

**In order to make the Dunbar Community Center a reality, legal findings provide important guidelines for renovation of the building in a manner that meets federal, state, and local requirements. It considers zoning limitations and the type of insurance that may be needed for the various programs of activities that will be delivered after renovation. This enables the project to take advantage of the various programs and incentives available from government agencies and private charitable sources. This project also draws on experts' opinions in the form of technical assistance.**

**Sealing the envelope of the building against water penetration is necessary before other renovation activities to take place. The next step will be to replace and repair all basic utility systems so that climate control can prevent further interior damage. As these repairs are completed, engineering and architectural plans follow with input from intended end-users to program the space. With completed architectural plans in hand, minor exterior and interior renovations will prepare the building for occupancy. These efforts could be phased one floor at a time, prioritizing: (1) the first-floor classrooms, stage, and gymnasium along with outside parking areas; (2) the second and third floor classroom and office spaces; (3) the basement and commercial kitchen; and (4) the outdoor activity spaces and landscape.**

**Financial resources to complete the project will be sought through grants and other financing options, as well as fundraising efforts such as a capital campaign.**

# INTRODUCTION

This project will renovate and redesign the abandoned, historic Dunbar School building and grounds as the Paul Laurence Dunbar Community Center. Dunbar School occupies a very important spot in the hearts of its many alumni, and it is a key historic feature in the Sterling Heights neighborhood next to downtown Fairmont. Once renovated, the Community Center will host an array of expanded community programming for youth, adults, and seniors. It will also serve as a cultural center by housing the Marion County Black History Museum, which will highlight important events and people of the area's African American community.

This project was conceived through in-depth community-driven visioning and strategic planning project. Specifically, through a partnership with Margaret Stout, Associate Professor of Public Administration at West Virginia University, a team of faculty, staff, and students accompanied neighbors in a two-year process of learning, organizing, visioning, planning, and action (2015-2017). This project is being carried forward by the Westside Action Coalition (WAC), which includes both individuals and organizational representatives. The resulting Neighborhood Action Plan contains a host of strategies designed to achieve objectives and goals for social, economic, and physical development. Through prioritization of these strategies, projects were selected for immediate action by members of the WAC; the Dunbar Community Center is one of those chosen.

As stated by the WAC, "We envision neighborhoods with adequate and equitable investment in both people and place, so that our youth will enjoy the quality of life that we enjoyed several decades in the past—one with family-owned homes, small local businesses serving our basic needs, neighborhood schools and churches, excellent community parks and recreation centers, ample employment and entrepreneurship, and pride in our shared history as a largely African American community."

According to local historians and community advocates, Dunbar School was the first public school in Marion County to provide for the educational advancement of African American students, replacing the previous schools that had been built by the community for this purpose. In the 1860s, the Black population began to increase in the area then called Middletown. Those individuals and families came seeking freedom and equality, work, housing, a place to worship, a place to educate their children, and the opportunity to live in fellowship. Initially operating out of a house, in 1867, the Fairmont Independent School Board purchased a lot between Jefferson and Madison Street on Meredith Alley for school construction. The community contributed time and labor to build a four-room school building, later adding a small wood-frame addition to accommodate the increasing enrollment. This building was called "The Colored School" for 42 of its 61 years.

As a result of a student contest, in 1909 the school was renamed Dunbar (along with Dunbar Alley) in honor of the eminent Black poet and writer, Paul Laurence Dunbar of Dayton, Ohio. In 1912, William O. Armstrong, a Boston native and a recent graduate of West Virginia Colored Institute in Institute, WV, and (now West Virginia State University) was hired to teach and serve as the principal of Dunbar School. Later in its operations, Dunbar High School became a member of the North Central Association for Secondary Schools and Colleges and was known as a school of excellence; Dunbar Elementary School achieved the rating of "Model School." Many of its teachers and administrators held advanced degrees at a time when this was rare.

As the Black population continued to increase, enrollment soon exceeded the capacity of the building. On January 9, 1928, the Fairmont Independent School Board awarded a contract for the construction of a new building at the corner of Weatherwax and High Streets. The cornerstone was laid on April 15th and the building was dedicated in December of that year. The new building provided education for African Americans from first through twelfth grades. The new school, with 18 classrooms and a gymnasium, was designed for 600 students but enrollment reached over 700 by 1940.

As a neighborhood school, and particularly between 1928 and 1956 when it was segregated to serve African American students only, Dunbar School was the cultural and social heart of the Westside neighborhoods. While clearly a center of learning, the building operated in the style of the Community Centers Movement of the era—hosting a variety of after school, evening, and weekend activities for the students and their families.

Dunbar's last segregated class graduated in 1955 and after integration laws were put into effect the following year, the school was temporarily closed. High school students were dispersed to Fairmont Senior High School. Junior high school students were dispersed to the nearby Miller School. Elementary school students were dispersed to the Jayenne and Watson Elementary Schools. In 1963, Dunbar School was reopened as the Fairmont Junior High School Annex, offering classes up to sixth grade. In the 1970s, residents petitioned the Board of Education to restore the Dunbar School name. As a result, Dunbar was reopened in 1971 as an elementary school, serving the Westside neighborhoods until the Marion County School District permanently ended operations in June 2007.

Watching their beloved school suffer vandalism and deteriorating conditions, in 2008, alumni formed the Dunbar School Foundation (DSF) to take ownership of the property and restore the building to serve as a community center. Its cultural legacy is so significant that the building was recognized by the U.S. National Park Service as a place worthy of preservation and was listed on the National Register of Historic Places on April 28, 2015 (under the category of Ethnic Heritage (Black) and Education). Its role as a center of community life is the purpose the Dunbar School Foundation wishes to reclaim for the abandoned building. The board members envision the Paul Laurence Dunbar Community Center leasing space to service providers who will offer educational programming in science and technology, visual and performing arts, sports and recreation, mentoring and leadership development, adult leisure activities, and community gatherings and performances. The Center will also provide a home to the developing Marion County Black History Museum.

In line with the WAC's Neighborhood Action Plan, renovation of Dunbar School as a community center will expand public facilities that meet the informal education, recreation, and leisure needs of the neighborhoods. This will in turn encourage and increase public and private investment in sustainable natural and built environments within the neighborhood. This adequate and equitable investment in both people and place will improve quality of life, as well as celebrate the neighborhoods' African American heritage.

# RESEARCH FINDINGS

The following subsections will present the background research necessary to prepare a successful project plan. Consideration is given to policy, legal issues, and technical issues, including promising practices.

## Policy Findings

Fortunately, the neighborhoods' vision for Dunbar School finds strong support in federal, state, and local policy. The National Historic Preservation Act of 1966 was one of the most important and detailed policy initiative of the Congress in history (ACHP, 2002). The Act considered history to be worthy of protection, including the rehabilitation, restoration, and reconstruction of districts, sites, buildings, structures, and objects significant to American history, architecture, archaeology, or culture. The Act established permanent institutions and created a clearly defined process by which preservation would be carried out in the United States.

The Act created the National Register of Historic Places, which is managed by the National Park Service (NPS, 2016). The Act also mandated that a State Historical Preservation Office (SHPO) be created in every state and U.S. Territory to survey, evaluate, and nominate significant historic buildings, sites, structures, districts, and objects to the National Register of Historic Places (NCSHPO, 2016). Each SHPO must: maintain an inventory of historic properties; administer state programs of federal assistance; advise and assist federal, state, and local governments in matters of historic preservation; prepare and implement a statewide historic preservation plan; provide public information, education, training, and technical assistance; hold and enforce historic preservation easements; manage state rehabilitation tax credit programs; maintain state grant programs, and; support main street communities and revitalization efforts.

Furthermore, the Act also seeks to coordinate and support both public and private efforts to identify, evaluate, and protect America's historic and archaeological resources (NPS, 2016). Certified Local Governments operate at the local level to encourage historic preservation through volunteer citizen boards, seeking to ensure the governments, property owners, and developers work together to ensure that modern society and historic property can co-exist in productive harmony to fulfill the social, economic, and other requirements of present and future generations.

However, preservation does not necessarily mean preserving the original use of a place or building. Looking to both community development practice and government policy, support for adaptive reuse of historic buildings abounds. Abandoned buildings like closed public schools create a blight in neighborhoods. Through adaptive reuse, these buildings can serve a new community purpose. In practice, public policy gives priority to using or reusing existing assets like this for development that is sustainable over time (Anglin, 2011). Repurposing vacant and underutilized historic buildings is an important economic development tool for the entire community (Taylor, 2014). Older neighborhoods are economic engines. Adaptive reuse encourages communities to build on the assets they have, thereby promoting a prosperous, sustainable, and healthier future—the greenest building is the one that is already built. Historic buildings have intrinsic value in creating an authentic sense of place. Older places provide the distinctiveness and character that new businesses often prefer because they attract people and serve as reminder of a community's past culture and complexity. When historic buildings are destroyed, the sense of place engine that keeps neighborhoods growing, innovating, and thriving is disrupted and may never be the same again.

Rehabilitating a historic building has a compounding economic effect, as these projects typically pump more money into the local economy than new construction because of the use of existing infrastructure and local supplies, labor, and services. These projects have a larger impact on local suppliers, as historic preservation contractors tend to buy historically appropriate supplies locally, whereas new construction can use non-local

goods. Local craftsmen employed in these projects then recycle their money back into their community's products and services.

The Environmental Protection Agency (EPA) is responsible for the development and implementation of policies and guidance, as well as enforcement of environmental statutes in the United States (EPA, 2017). Specifically, the EPA believes repurposing old buildings, especially those that are vacant, reduces the need for construction of new buildings and the consumption of land, energy, materials, and financial resources that they require. The EPA also sees historic buildings as tangible symbols honoring community heritage. As such, their policies and guidance promote preservation of historic cultural heritage from the grassroots by providing regulations as well as resources that help individuals and partnering neighborhoods to invest and rehabilitate existing historic buildings within their neighborhoods.

According to the National Trust for Historic Preservation (2015), preservation of cultural heritage is very important in that it helps to embrace the past and affirm its bearing on both the present and future. Every community has stories and places that matter. The Trust is a private sector organization that produces research, tools, and strategies to help preserve historic places in the United States (SavingPlaces, 2016). The Trust believes that preservation provides community character and identity, contributes to sustainability and walkability, fosters a sound economy, spurs creativity, and gives people the psychological and sociological sense of stability they need in an ever-changing world.

Similarly, the American Planning Association (APA) has been in the forefront of historic preservation and adaptive reuse of historic properties (APA, 2017). The APA is a not-for-profit educational organization that was organized to advance the art and science of planning and the activity of physical, economic, and social planning at the local, regional, state, and national levels. Specifically, the APA believes communities need to be encouraged to recognize the value of historic resources as major contributions to the quality of life and to cultural vitality, and as resources that both remind us about our past and provide a stimulus to economic vitality and the potential for tourism. As a result, their policy principles are geared towards mobilizing residents to understand and be proactive about the importance of rehabilitation and preservation of historic resources/buildings, as well as advocating for funds from all sources for this purpose.

The American Institute of Architects (AIA) is another organization whose policies and actions have been supportive of preservation and reuse within communities. This in part is due to the huge cultural, social and economic opportunities that are associated with preservation. They have advocated with federal agencies to influence tax incentives for historic preservation, as well as creating enabling local redevelopment ordinances and codes to support historic preservation and adaptive reuse.

## Legal Findings

Legal requirements are very important and must be carefully followed when repurposing a building. Each state is charged with the responsibility to draft its code in line with federal stipulations/regulations (Building Codes Assistance Project). The West Virginia State Fire Commission is responsible for adopting, promulgating, and amending statewide construction codes. The current Code, referred to as the 2009 IECC and ASHRAE 90.1-2007, became effective for residential and commercial buildings on September 1, 2013. The Code requires that all major renovations to a historic property must be carried out by qualified and competent state-licensed contractors. The repairs should be done with proper building materials and techniques that do not destroy the building's historic features and that consider rehabilitation efforts. The ANSI/ASHRAE/IESNA Standard 90.1-2007 building energy code for commercial buildings ensures they meet or exceed equivalent energy savings (Wvlegislature, 2016).

However, historic buildings are given flexibility in the building Code (WV LEAP Toolkit, 2016). The West Virginia State Code is very flexible with the construction, repair, alteration, restoration, and movement of structures in historic buildings and structures that are listed on the State Register of Historic Places. Also, the International Property Maintenance Code is not mandatory for existing buildings and structures designated as historic buildings when such buildings or structures are judged by the regulatory official to be safe and in the public interest of health, safety and welfare, but all additional construction must comply with the building Codes.

### Section 106 Requirements

Section 106 is an integral part of National Historic Preservation Act (RE2 Webinar, 2017). It requires consideration of historic preservation in any project receiving federal funding, including Historic Tax Credits. The process assesses the potentially adverse effect of an activity on a historic building or site and seeks to resolve those issues if at all possible.

### Zoning

Historic properties are subject to local zoning restrictions, which may affect the future repurposing of a vacant or underutilized building (Taylor, 2014). Zoning regulations dictate not only the use of the building in specific districts, but also a variety of development actions such as density, the maximum size of a building, the required spaces around the building, building setbacks and the number of off-street parking spaces. If a historic building is located in a residential area not zoned for commercial use, the property owner may need to get a variance or special use permit in order to change this restriction prior to listing the building for sale. Rehabilitation plans that include the construction or removal of building additions or parking changes will also be affected by zoning restrictions and generally require a variance, special use permit or rezoning.

Article 8A-7-13 of the West Virginia Code enables local governments to regulate land use through a zoning ordinance if they have a Comprehensive Plan in place to guide policy decisions. The City of Fairmont has both. The modern Dunbar School Annex is in the City Center zoning district, while the historic Dunbar School is in the Neighborhood Residential District. The future community center must conform to the City Code 4.16, which clearly outlines terms and conditions under which a community center could operate within the neighborhood. While schools are an allowed use in the Neighborhood Residential District, conditions may be imposed on the Community Center to ensure that potential significant adverse impacts on surrounding uses will be reduced to the maximum extent feasible, including but not limited to: activities that generate potential adverse impacts such as noise and glare, hours of operation and deliveries, light intensity and hours of full illumination, loitering, litter control, and placement of trash receptacles, on-site parking configuration and facilities, and other privacy protections for neighbors (Fairmontwv.gov, 2017).

A Conditional Use Permit detailing these types of requirements is obtained through the Planning and Zoning Commission. A parking variance will likely be required if the Community Center is held to the standards for Commercial Uses, which is 1 space per 400 square feet of building. There is no on-site parking at this time and that would be a poor use of the outdoor space surrounding the building. Instead, parking should be provided on the parcels across the street or off Route 250 as shown in Figure 1.

Figure 1: Parking area along Route 250.

### Project Partnership

Most nonprofit organizations operate according to bylaws and articles of incorporation. These documents are important to both the organization and the community, and play an important role in determining how the organization operates. The Dunbar School Foundation (DSF) bylaws are oriented toward cultural heritage preservation, but not property development and management. Furthermore, the board does not have the expertise necessary to carry out the renovation work or to manage the property as a community center.

To extend DSF's capacity to realize this project, the organization has established a formal relationship with the Fairmont Community Development Partnership (FCDP) as its fiscal agent, development project manager, and ongoing facilities management and leasing operator. FCDP has experience with both state and federal procurement procedures and has managed extensive rehabilitation and adaptive reuse of historic buildings since its inception in 1992. However, to ensure that the project continues to be driven by the community, DSF will maintain ownership of the building and continue to make programming decisions throughout operation of the community center.

### Insurance Needs

Historic buildings contain inherent and often unique values that require more attention in insurance policies than modern buildings. Historic buildings may carry two different types of property insurance. One type insures replacement value, which involves replicating the original historic building materials and construction, and is generally very expensive and cost-prohibitive. The other type insures the cost of rehabilitating the building using substitute, compatible building materials and construction techniques. Most historic property owners opt for the second choice (Taylor, 2014).

Community centers are usually very busy, and provide services to children, adults, and seniors alike in the process. This means there are high liability exposures. General liability insurance provides protection for the owner of the building (Insureon, 2017). It covers damage to property or injury to people. The policy also

covers medical expenses, attorney's fees, and settlement or judgments if the organization is found liable for another's injury, illness, or damaged property. The policy also protects the nonprofit organization from claims brought against organization due to your employees' or volunteers' actions. Additionally, coverage may also extend to cover events that happen outside the organization's premises, such as fundraisers. For a community center, the minimum is usually a million-dollar policy.

Nonprofit organizations of all sizes can be under the threat of litigation from vendors, donors, competitors, employees and government regulators. Without the proper coverage, it can be difficult to cover costs of legal fees or damage awards if faced with a lawsuit (Travelers, 2017). Directors and Officers insurance (D&O) pays for the expenses incurred because of defense, settlements and judgments arising from lawsuits and wrongdoings brought against the organization. Directors & Officers coverage should be carried by board members of both DSF and FCDP.

Errors and Omissions insurance provides additional protection to service providers (Insureon, 2017). It is a necessary safeguard for any organization that offers guidance, counsel, or services to clients. If the organization is truly responsible for a mistake—including shoddy, incomplete, or incorrect work—it can account for the financial losses or tarnished reputation the client may suffer due to the oversights. However, a Professional Liability Insurance policy must also be in place to receive coverage. This coverage should be required of all service providers operating in the community center.

There are other forms of insurance that are required and recommended, including special event insurance and liquor liability insurance. If DSF engages in these types of activities, it should carry these forms of insurance as well.

## Technical Findings

Located at the foot of the Sterling Heights neighborhood of Fairmont, WV at 103 High Street, the 1928 Colonial Revival style building is constructed with buff brick, sandstone lintels, wood frame windows, and a flat EPDM roof. The interior features terrazzo floors, stairs, and railings in its entryways and hallways, along with maple flooring in the classrooms and gymnasium. It is a generally solid and stable historic building that has suffered vandalism and weather damage over the last ten years, but has become a significant focus of recent community revitalization efforts. DSF first raised the funds necessary to install security measures to end the vandalism inside the building, although vandalism continues on the exterior, as shown in Figure 2.

Figure 2: Exterior vandalism.

The Preservation Alliance of West Virginia (PAWV) completed an initial building assessment, finding no evidence of lead paint but evidence of asbestos tile, which will require care in renovation activity. To begin and encourage interest in renovation efforts, AmeriCorps volunteers from PAWV, working alongside WAC volunteers, scraped peeling paint and cleaned up the remnants of water damage and vandalism on the first floor of the building in August 2016. However, some roof leaks continue to cause damage, as shown in Figure 3.

Figure 3: Ongoing water damage.

A major roof leak damaged a large portion of the gymnasium's maple floors and associated ceilings, as shown in Figure 4. The roof was repaired with a temporary patch through volunteer efforts. While a grant has been requested from the Marion County Parks and Recreation Commission to replace the gymnasium floor, a

full roof replacement is required before interior repairs are completed. An application was submitted to the West Virginia Development Office, Community Advancement and Development Partnership grant program on April 14, 2017 for this purpose.

Building renovations will proceed along a critical path schedule and will follow guidelines provided by the State Historic Preservation Office (SHPO). The U.S. Department of Interior Regulation 36 CFR 67 provides guidelines for historic preservation and rehabilitation of buildings listed on the National Register of Historic Places (NPS, 2016). The standards define rehabilitation as:

> The process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values. (The Secretary of Interior's Standards, n.d.).

In specific terms, these standards recognize historic buildings as physical records of their time, place, and use. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved; deteriorated historic features shall be repaired rather than replaced; and significant archaeological resources affected by a project shall be protected and preserved (NPS, 2016).

In order to successfully renovate a historic building for adaptive reuse, experts suggest that the building must be inspected and updated to fit the new use (White, 2012). This is important because it helps to provide guide for the rehabilitation, as well as preventing unnecessary waste of resources and time on aspects of the building that may not worth the effort. An investigative team should create a comprehensive due-diligence report, using legal, structural, and scientific expertise tailored to the specific age and condition of the building.

Permanently securing the envelope through roof replacement is the necessary first step. As these repairs are completed, engineering and architectural plans can proceed with input from intended end-users to program the space. The next step will be to replace and repair all basic utility systems so that climate control can prevent further interior damage. With completed architectural plans in hand, minor exterior and interior renovations will prepare the building for occupancy. These efforts could be phased one floor at a time, prioritizing: (1) the first-floor classrooms, stage, and gymnasium along with outside parking areas; (2) the second and third floor classroom and office spaces; (3) the basement and commercial kitchen; and (4) the outdoor activity spaces and landscape.

### Engineering Assessment

Preliminary assessment by the Preservation Alliance of West Virginia (PAWV) indicates that the building's foundation, exterior brick, wooden windows, and the majority of floor and roof joists are in sound condition. However, all major structural components of the building should be thoroughly assessed by an engineer to identify necessary repairs.

A building assessment is the description of the architectural and structural integrity, and the current physical condition of its features, materials, finishes, and systems (Taylor, 2014). It includes the inspection of every inch of the building, from the foundation to the roof, and may also include an evaluation of hazardous materials, safety features, and handicap accessibility, depending on the complexity of the building and funds available. Special building experts may be consulted for mechanical systems, environmental issues, structural engineering, hazardous materials, and other unique construction issues. The assessment should provide detailed information about the building condition as well as the type of the work that is needed, both in the

short and long terms. These take into account the zoning regulations and building codes, safety and fire issues, as well as abatement of hazardous materials.

An Historic Structure Report (HSR) provides for a more comprehensive documentary, graphic, and physical information about a property's history and existing condition, while also addressing the goals for reuse of the property. Taylor (2014) suggests that assessments of historic structures should be conducted by an experienced historic architect or contractor who has knowledge of historic building materials, construction, and architecture. The product of a historic building assessment is a master rehabilitation plan, which serves as a guide for the total renovation of the historic building to a desired state, considering federal stipulations.

### Seal the Envelope

Seaverson (2008) notes that to construct an energy-efficient, reliable, and functional building envelope, managers need to understand the envelope, as well as material selection and detailing. Roofs are very important for preventing moisture from entering the building and enhancing thermal efficiency. Replacement of the roof will create a weather-tight structure that will preserve the building and enable future interior renovations. This is also a very important element of energy efficiency, primarily affecting heating and cooling, and enhances the design and construction in conjunction with the mechanical systems. The roof, which measures 152' x 90', or 13,680 square feet, was patched, as shown in Figure 5. However, the repair still leaks a small amount and the roof requires complete replacement, including the removal of outdated ventilation equipment and the addition of a roof access hatch.

Figure 4: Gymnasium water damage.

Figure 5: Roof Patch. (*Source*: Google Earth)

Other important elements in ensuring a building is watertight are gutters, grade, and groundwater. According to the preliminary PAWV assessment, the building evidences problems in at least two of these areas. The exterior top edge of the parapet wall is girded by either a sandstone or a limestone corbel (stepped out shelf) supporting the parapet wall capstones. Along the side of the building facing the parking lot, a section of the corbel some four to five feet long has disintegrated to the point that the material is non-existent. This is causing water to run down the side of the building.

This kind of condition, along with faulty gutters, downspouts, and storm sewers can result in serious foundation damage. One condition known as "Rising Damp" is evident along the base of the Dunbar School foundation. Rising damp occurs when water drops from a considerable height, hits the ground, and splashes up the foundation walls. The moisture then wicks up the wall causing the potential for wholesale damage. The moist environment provides the perfect conditions for various mosses, fungus, and lichens to grow. These invasive plants can deteriorate the brick matrix. In addition, moisture during the freeze-thaw cycle will begin to break the mortar and the bricks apart. If the condition is allowed to worsen, the dampness can begin to affect wooden sill plates, studs, joists, and other structural members. The continuously damp conditions support the growth of white rot, and black and other types of molds on materials containing cellulous.

The second problem involves the grading around the building. In this case, the side most in question is that which houses the parking lot. If one looks closely, it is evident that over the years, the edge of the lot has sunken toward the base of the foundation thus allowing water to lay against the foundation wall and perhaps even penetrate through during certain conditions. This has resulted in the wholesale growth of both mosses and lichens along the parking lot surface and the base of the wall. Once again, this allows for potential wholesale damage to both the brick and any concrete footers that may not be evident above ground. Indeed,

close examination of the foundation wall evidences deterioration of the lowest courses of brick, in some areas, quite badly.

First, it is incumbent that all gutters and downspouts are functioning correctly. It appears from one indication that cast iron storm sewer pipes have either been run in the walls or through chases separating individual sections of the wall structures and connecting with subterranean storm sewers. All gutters, downspouts, and storm sewers should be dye tested to make sure they are functioning correctly, and any deficiencies addressed. This is also true of the sewers that drain the door and window wells surrounding the building.

Once the gutters, downspouts, and storm sewers are functioning correctly, the stone corbel must be repaired. This will require that new stone elements be manufactured and installed by a professional stone mason.

Once the above mentioned issues have been resolved, the deficiency in the grading will need to be addressed. Perhaps the easiest way to affect this repair is to remove the blacktop parking surface about one foot out from the foundation wall, dig a French drain about eighteen inches deep, and parge (tar) the foundation wall below grade. Once this has been accomplished, the ditch can then be partially filled with gravel, perforated pipe laid in and more gravel poured on the pipe. This should then be topped below grade with a substantial layer of landscape cloth to ensure that water can percolate down to the pipe. A final layer of gravel about six inches deep should then cover the cloth. The perforated pipe should either be connected to an existing storm drain, or if allowed by code, the water could run over the bank. Because of the elevated nature of the building site, it is not likely that ground water would be at issue here.

### Exterior Repairs

According to the PAWV preliminary assessment, some areas of the brick require repointing, some of the metal lintels above windows require repair and all need preservation treatment, all wooden window frames need repair, and some of the sandstone lintels above doorways and along the roofline need repair or replacement. Repointing is used to repair deteriorated mortar joints (Campbell & DeRosa, 2014). The existing mortar is removed by hand to a depth of two times the joint width, or until sound mortar is reached (whichever is greater), and new mortar is set in place and tooled to match the original profile. For much older buildings, a historically accurate mortar mix should contain only sand, lime, and water. White Portland cement may be substituted for a portion of the lime to improve workability and plasticity.

As shown in Figure 6, the exterior brick walls are generally in good condition. However, there is evidence of differential settling as with nearly all buildings. All mortar joints should be inspected and repairs made as needed across the entire building facade. It is very important to employ the services of a mason knowledgeable in historic mortars. If the wrong mortar is selected and it is not compatible with the brick type, wholesale damage to brick and mortar alike can result, so caution is necessary. The sandstone window sills should be treated in the same manner.

Sandstone lintels or carved ornaments found on historic buildings also carry and convey a lot of historic importance and tells much about the community. Therefore, it is important to have an idea about the history of the building, so that the significance of the designs will not be lost during renovations. Thus, repairs should be completed through cleaning or repointing, and by re-securing separated surface facing or repairing reinforcement spalls, mechanical damage, or surface refinishing (Pieper, 2017). Some sandstone lintels will need to be remade to match the existing pieces.

Figure 6: Masonry conditions.

As with many early school buildings, windows are among the most prominent architectural elements. The reason of course, is that these oftentimes large units allowed for sufficient amounts of light to enter the structure. They also opened, thus allowing fresh air to enter during America's pre-air-conditioning days. As shown in Figure 7, most of the windows are double-hung wooden window types. A cursory examination of the units reveals that most of them are in good condition.

Suggestions for saving the windows are as follows. All units should be numbered, and each unit should be examined on a window by window basis. As this is being done, an accurate record should be assembled reflecting the condition of each. Once this is accomplished, the windows can then be scraped, the stiles, rails, and muntins (wooden sash elements) repaired where necessary, the sashes and jambs coated with a quality oil base primer, the window glass replaced where necessary, the panes re-glazed, and the units painted with either two coats of oil or good quality latex paint. If there is enough community interest, the Dunbar School would be an excellent candidate for a Preservation Alliance window restoration workshop, whereby the group receives the hands-on skills to finish the restoration work themselves after a two day training period. This type of endeavor can result in tremendous savings.

Windows are important parts of historic buildings and need to be carefully considered during the renovation process. Some evaluation must be done on the state of their architectural or historical importance to know their worth, and consider if they could be retained as part of the original building. The key to successful planning for window treatments is a careful evaluation of existing physical conditions on a unit-by-unit basis (Myers, 2017). Many factors such as poor design, moisture, vandalism, insect attack, and lack of maintenance can

contribute to window deterioration, but moisture is the primary contributing factor in wooden window decay. All window units should be inspected to see if water is entering around the edges of the frame and, if so, the joints or seams should be caulked to eliminate this danger.

As also shown in Figure 7, the building doors (both interior and exterior) would not meet today's standards for fire safety. Today's units must meet certain burn-time specifications depending upon the application. Furthermore, the entrances would not be in compliance with the Americans with Disabilities Act. DSF is obligated to evaluate the building to determine how to make it more accessible at the entrances or public spaces, restrooms, secondary spaces, amenities, and to general programs offered by the occupants. Due to the nature of historic buildings, there is usually leeway to go about ADA Codes for historic buildings because it was not part of the original plan. However, the renovation plan will need to comply with section 604.9. These issues can be addressed during the adaptive re-use planning and design process.

Figure 7: Window and door conditions.

## Utility System Repairs

Vandals removed some of the copper piping in the building prior to it being secured. Therefore, all plumbing for water and sewer systems should be assessed and replaced or repaired as needed. The major utility system issue to address is heating and cooling. Year-round climate control will be necessary for the building to serve as a community center and to house a museum and its archives. While being used as a school during nine months of the year, the major concern was heating. Therefore, the building was heated by a steam boiler and radiator system and cooled with window air conditioning units, as shown in Figure 8.

According to the preliminary PAWV assessment, the original steam boiler was fired using coal, but at some point in the past the boiler was replaced with a gas-fired boiler. The unit appears to have some age on it, and presently, it is difficult to know how safe and/or efficient the unit is. A qualified boiler system technician could check the unit out thoroughly and at the same time check all of the attendant feed lines, radiators, and safety valves to ensure that everything is operating correctly.

Figure 8: HVAC systems.

However, the more efficient recommendation is that the entire building be retrofitted with a forced air system so that central air conditioning can be added to the heating system. Such systems need not be "hidden" with dropped ceilings and the like as the "loft-style" look is appreciated in contemporary aesthetics.

Figure 9: Example of HVAC Retrofit

Historic buildings are not easily adapted to house modern precision mechanical systems (Park, 2017). What this means is that care must be taken during the design and installation phases of a new system, because new mechanical and related systems, like electrical and fire suppression can use up to 10% of a building's square footage and 30% - 40% of an overall rehabilitation budget. Also, since the use of a building and its contents determines the choice of a mechanical system to be installed, a qualified team should make a condition assessment of the existing building and its systems, and evaluate options for the type and size of systems to be used considering the planned uses of the building.

Over the course of time, and with the ever-increasing need for more power, the electrical system has seen improvements, as shown in Figure 9. As the electrical system was updated while in use as a school through 2007, no major electrical repairs are anticipated, but must be thoroughly assessed to serve anticipated uses. Furthermore, adaptive re-use plans may require additional power. The local electrical code inspector should visit the site to determine what improvements (if any) need to be made to bring the system in line with present-day codes. Dependent upon plans for adaptive re-use, consideration will also have to be given to upgrading the fire and safety systems relevant to modern codes.

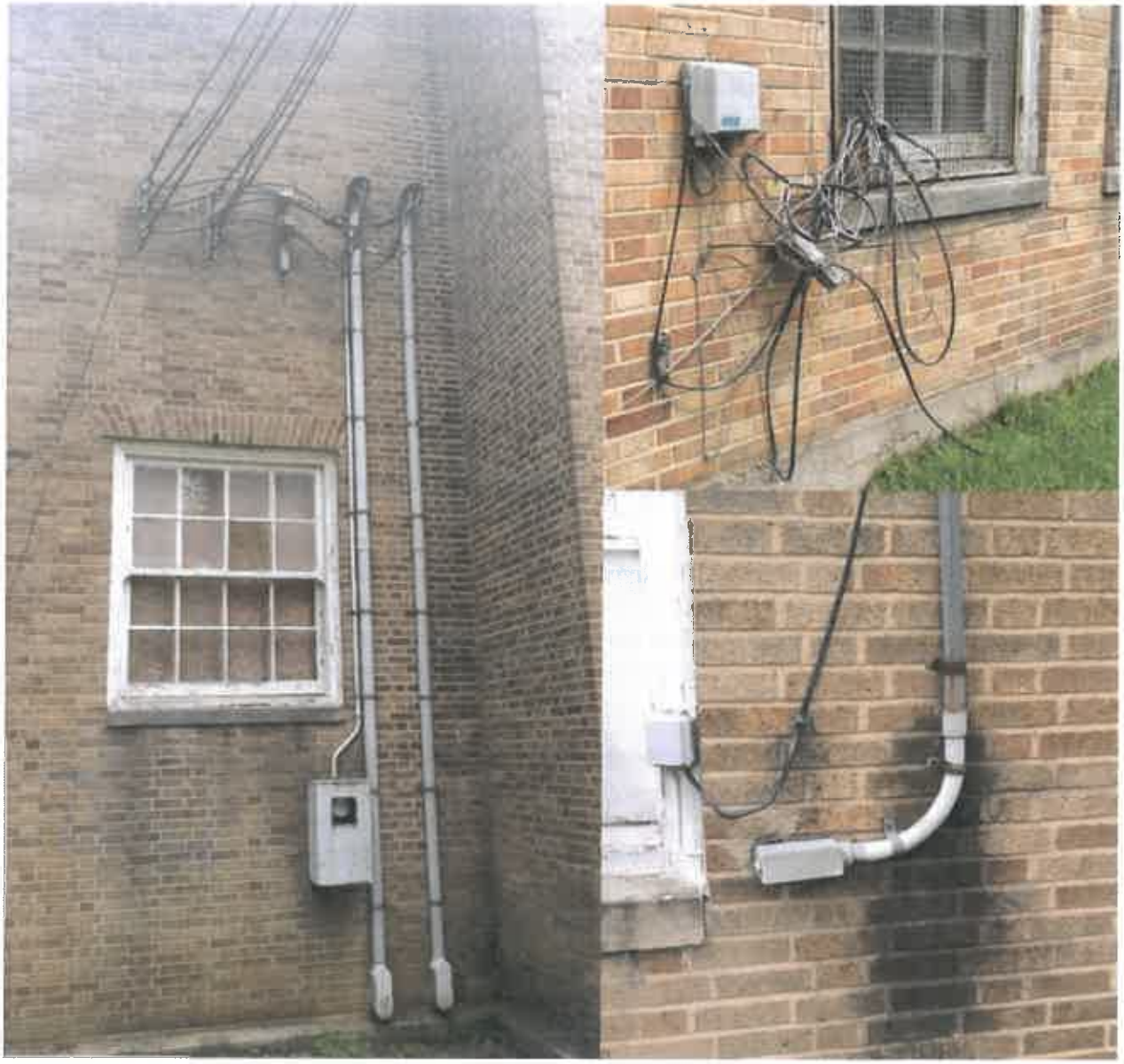

Figure 10: Electrical and communications systems.

### Interior Repairs

According to the preliminary PAWV assessment, some water damage has occurred in the roof joists above the gymnasium and to its floor joists. These are not major repairs, but need to be completed before further work begins. The engineering assessment will determine if other structural issues need to be addressed, such as those created by the issues noted above.

Over the course of time, metal grid drop ceilings were installed in some rooms throughout the building. Due to the infiltration of water over time, the plaster from which the ceiling grids are hung has weakened due to recurring moisture and the frames have dropped. In other rooms, ceiling tile is still present. During the rehabilitation planning process, attention should be made as to how this situation should be handled, since over time wiring of varying types has been run above them. Plans for rehabilitation will include methods for handling the situation.

Due to water infiltration and the lack of continuous control regarding interior temperature and humidity, peeling paint is evident on both the walls and ceilings throughout the building. The situation has probably been exacerbated by subsequent layers of paint having been applied that were incompatible with previous paint types. This causes a condition referred to as "alligatoring" which is affecting the building's interior. After the building envelope has been sealed and the HVAC system is operational, all walls and ceiling must be scraped, all plaster repaired, the repairs be sanded, and the walls primed using a high quality latex bonding primer. Once this has been accomplished, two coats of a high quality latex finish coat will complete the process.

The floors in both the halls and stairways in the Dunbar School are polished stone terrazzo typical of the building type. They all appear in quite good condition. After all demolition, construction, and painting projects are complete, the floors should be cleaned and conditioned with an appropriate terrazzo sealant.

The floors in all classrooms are tongue and groove hardwood and in most areas, are in reasonably good condition with only minimal swelling in certain areas. As with the hall floors, after work has been completed in all rooms, the floors should be sanded and a good quality urethane designed for high traffic areas be applied as recommended by the manufacturer.

Due to water infiltration over time, the floor in the gymnasium has experienced the greatest damage of any room in the building by far. A gymnasium floor is generally speaking a tongue and groove "floating floor," meaning that the constituent boards are not nailed but rather rely on both their tongue and groove joinery to hold the floor matrix together as well as their capacity to float on a substrate material installed below the floor designed specifically for the purpose.

The capacity for the floor to float provides for a modicum of expansion and contraction due to fluctuations in interior/exterior temperature and humidity. However, when a floor such as this is exposed to excessive moisture, the boards swell and buckle, causing "waves" in the floor's surface. In many cases, these waves can be as high as twelve inches or more. While not quite this extreme, wholesale damage has occurred to the floor, and so not all materials will be reusable. A qualified installer should assess the situation. He or she will then be able to determine how much of the materials will need replacing, how much can be saved, and the costs involved to repair the damage. In the meantime, the boards that now lay about the room should be gathered and set aside for safe keeping.

### Architectural Design

While the exterior of the building will remain unchanged so that the historic value is preserved, the interior spaces will be adapted because the building will no longer be used as a school. For example, the library and office may be converted into the Marion County Black History Museum and archives. The front classroom may be converted into a café and shop. Other classrooms may be converted into dance studios or other art studios. More space for backstage operations or locker rooms may be needed. The commercial kitchen may be repurposed as a teaching kitchen. Outdoor areas may be repurposed to include an amphitheater and terraced gardens. Parking off Route 250 may be expanded to meet the needs of community center visitors. All of these adaptations require architectural design. The vast array of possibilities means that an end-use plan needs to be developed to guide architectural design of the building and outside areas. For the best results, DSF should bring potential tenants into the design process, as they want to build toward feasibly leasing. Because participatory design takes a good amount of time, this process should begin early in the project while basic repairs are being completed.

Adaptive reuse of historic schools as community centers is common. In fact, the Dunbar School in Tucson Arizona shares similar historical experiences and was closed in 1978 (Dunbar School Project, 2008). In the quest to

keep the memories of their school alive, the Dunbar Coalition, made up of a group of alumni, churches, the City of Tucson, the neighborhood association, the Friends of Dunbar, Pima County, and state legislators rallied together to purchase the school and convert it into a museum and a community center. Figure 11 shows the existing gymnasium, while Figures 12 and 13 show possibilities from the Arizona project.

Figure 11: Dunbar School Gymnasium, Fairmont, WV.

Figure 12. Dunbar School Gymnasium, Tucson, AZ.

Figure 13. Dunbar African American Culture Center, Tucson, AZ.

### Interior Renovation

Interior renovations will be made according to the end-use plan and architectural designs, with reasonable accommodations for ADA accessibility. Some form of handicapped accessibility is mandated by the 1990

Americans with Disabilities Act regulations. The extent to which the building will need to be made accessible will be determined during the adaptive reuse planning stage. Because full accessibility through addition of an elevator may be cost-prohibitive, accessibility to the first floor only should be considered.

### Outdoor Landscape

As shown in Figure 13, outdoor use areas will require removal of existing asphalt and much of the existing trees and undergrowth, excavation and construction of retaining walls and terraces, and installation of designed landscape features. The large flat area at the rear of the building surrounded by a steep wooded hillside on one side and an equally steep drop-off to Route 250 on the other will require careful and creative design/build activities. Minimizing use of the space for vehicular access through shared-use paving options will be crucial, moving all parking to the other side of High Street and off Route 250 with stairway access routes to the property. Access may also be possible from Sycamore/Beech Street at the back of the property.

Figure 14: Outdoor space behind the building.

### Ongoing Operations

An operations plan and operating budget must be generated to determine how to take care of building maintenance, utilities, leasing, and associated expenses. However, the success of this project will require more than the formal partnership between DSF and FCDP. A broad-based Project Action Team should be formed to harness the individual and organizational capacity in the community needed to make the rehabilitation and eventual management of the Paul Laurence Dunbar Community Center possible. This approach has worked in many communities across the United States and will work here as well through the relationships established within the Westside Action Coalition.

# ACTION PLAN

Considering all of the research findings above, this section provides an action plan organized as follows:

1. *Overall Activity: What*

    *1.1. Action Step: How*

        *1.1.1. Detailed Tasks: Who, Where, When…*

1. Form a Project Action Team to guide and advocate for the project.
    1.1. Form a development partnership between the Dunbar School Foundation (DSF) and the Fairmont City Development Partnership (FCDP) for project development and management.
    1.1. Recruit other project supporters.
        1.1.1. Engage the City of Fairmont and the Marion County Parks and Recreation Commission.
        1.1.2. Engage individuals and leaders from local community businesses, organizations, non-profits, associations, and clubs.
        1.1.3. Engage alumni and former staff of Dunbar School.
        1.1.4. Engage potential tenants such as the Fairmont Community Youth Development Center (FCYDC), the Marion County NAACP, the Marion County Black History Museum, Learning Options, Marion County Starts Smart, Reset, WVU Extension Service, and the WVU Entrepreneurship and Innovation Law Clinic.
    1.2. Convene monthly until renovation is complete.
2. Complete basic repairs.
    2.1. Complete engineering assessment of the building.
        2.1.1. Obtain pro bono services and technical assistance from available resources.
            2.1.1.1. Acquire a Historic Preservation needs assessment of Dunbar School from Preservation Alliance of West Virginia (PAWV).
            2.1.1.2. Request assistance from the State Historic Preservation Office (SHPO).
    2.2. Obtain development approvals from the City of Fairmont for initial repairs.
    2.3. Complete standard procurement procedures to meet funder expectations.
    2.4. Seal the building envelope to prevent further weather damage.
        2.4.1. Replace the roof.
            2.4.1.1. Obtain bids and procure services.
            2.4.1.2. Remove the existing EPDM roofing material and substrate.
            2.4.1.3. Remove existing outdated ventilation equipment from rooftop.
            2.4.1.4. Install roof access hatch.
            2.4.1.5. Repair or replace damaged decking, replacing in kind.
            2.4.1.6. Install poly-iso insulation, in 5-inch thickness, tapered toward drains.

2.4.1.7. Install fully adhered 60 mil EPDM roofing material with 25-year manufacturer's warranty.

2.4.1.8. Install termination bar at perimeter.

2.4.1.9. Apply flashing and counterflashing at all penetrations.

2.4.1.10. Replace internal downspouts.

2.4.1.11. Replace flashing with galvalume with Kynar-coated finish.

2.4.1.12. Repoint with historically appropriate mortar as necessary.

2.4.1.13. Install flashing along parapet.

2.4.2. Complete exterior repairs.

2.4.2.1. Ensure foundations are sound and sealed.

2.4.2.2. Repoint and replace brick and stonework as needed.

2.4.2.3. Repair and replace metal window lintels as needed.

2.4.2.4. Repair, seal, and paint wooden windows and doors as needed.

2.5. Complete structural repairs.

2.5.1. Repair damage to load-bearing roof and floor joists.

2.5.2. Repair any load-bearing walls (if needed).

2.6. Complete utility systems repairs.

2.6.1. Inspect electrical and fire alarm systems to ensure they are sufficient for planned uses.

2.6.2. Repair and replace plumbing systems as needed.

2.6.3. Remove steam heat system and window air conditioning units and retrofit a forced air HVAC system.

3. Complete renovations for adaptive reuse.

3.1. Complete architectural design of interior and exterior spaces based on end-use plan.

3.1.1. Work with end-users to program spaces.

3.1.2. Certify ADA accessibility in the design according to reasonable accommodations guidelines.

3.2. Get historic preservation approvals for contractor's blueprints.

3.2.1. Submit final blueprint plans to the U.S. Secretary of the Interior.

3.2.2. Submit final blueprint plans to the WV SHPO.

3.3. Obtain development approvals and use permits for adaptive reuse from the City of Fairmont.

3.3.1. This may require a Conditional Use Permit.

3.4. Complete interior renovations in phases if funding is limited.

3.4.1. Complete the first-floor classrooms, stage, and gymnasium along with outside parking areas.

3.4.2. Complete the basement and commercial kitchen.

3.4.3. Complete second and third floor classrooms and office spaces.

3.4.4. Complete outdoor activity spaces and landscape.

3.5. Install landscape design features.

4. Begin operations as a community center.
    4.1. Develop a management plan for operations and maintenance.
    4.2. Secure appropriate insurance coverage.
        4.2.1. Evaluate and select general liability insurance, director's and officer's insurance, and errors and omissions insurance policies.
    4.3. Secure leasing tenants.

## RESOURCE DEVELOPMENT

In a project of this scope, technical assistance in the form of expertise and organizational support will be highly needed for this program to succeed. The Preservation Alliance of West Virginia (PAWV) is the statewide partner of the National Trust for Historic Preservation that supports and advocates for historic preservation in WV. Besides providing a variety of educational opportunities to West Virginians on historic preservation, PAWV also provides on-site guidance and prioritized needs assessments to historic property stewards. This involves PAWV staff traveling to the site and assessing the building preservation needs of the project. Some services are free and others are fee-based. The Preserve WV AmeriCorps program is a statewide service initiative to promote cultural heritage tourism and enhance historic resources and development projects in West Virginia. This program provides volunteer labor for historic preservation efforts, but this is generally limited to tasks such as clean-up and painting. Both groups are familiar with the project site, as they have provided assistance in recent years.

The State Historic Preservation Officers can also provide both legal and practical assistance as needed. The mission of the West Virginia Division of Culture and History (2017) is to identify, preserve, protect, promote and present the ideas, and arts artifacts of West Virginia's heritage, building pride in the past accomplishments and confidence in the future. They provide technical assistance to owners of historic properties in West Virginia.

In addition to seeking technical assistance, initial financial development efforts will focus on grant resources for basic repairs necessary to stabilize all utility systems. Simultaneously, a capital campaign for both building and ongoing operations support will be developed and launched, along with marketing for potential Historic Tax Credit investments.

A full resource development plan should be developed by the Project Action Team that includes a capital campaign for the building and ongoing operations, including fundraising events and activities. Furthermore, the lead partners, DSF and FCDP, will prepare and submit grant applications to programs for which the Dunbar Community Center Project is eligible.

At the national level, the National Park Service Historic Preservation Grants Division provides tax incentives of 20% for the rehabilitation of income-producing, non-residential buildings that are certified as historic structures by the Secretary of Interior, through the National Park Service. The State of West Virginia also offers a historic preservation tax credit for non-residential buildings at the rate of 10%. This is intended for commercial buildings with substantial rehabilitation and the expenditure of more than $5,000 or more than then the adjusted basis in the building, whichever is greater. Nonprofits can transfer the tax credits to for-profit entities through a syndication process.

This project can also apply for the National Trust Preservation Funds. This body offers matching grants from $500 to $5,000 for preservation planning and educational efforts, as well as intervention funds for

preservation emergencies. This project qualifies for both programs. The deadline for the application is June 1st of each year.

National Endowment for the Humanities and the Institute of Museum and Library Services grant programs could this project benefit. The following programs provide support to historic properties and the historic built environment, as well as assists projects in the arts, humanities, and museum development: Challenge Grants; Preservation Assistance Grants; Preservation and Access: Grants for Stabilizing Humanities Collections; We the People: Interpreting America's Historic Places Grants; Grants for Arts Projects: Design, Museum Assessment Program Grants; Conservation Project Support Grants; and Conservation Assessment Program Grants (ACHP, 2017).

The State Historic Preservation Office (SHPO) in the West Virginia Division of Culture and History administers the State Development Grants (SDG), which are set aside for the rehabilitation of properties listed on the National Register of Historic Places. The funding for this grant program is appropriated by the WV Legislature through Lottery Funds. This grant is for rehabilitating properties that contribute to a historic district and/or archaeological site listed on the National Register of Historic Places, as is Dunbar School. It is a reimbursement grant at a rate of 50%. The deadline for the application for this grant is March 31st of every year.

SHPO also offers Survey and Planning Grants to facilitate needed training or hiring of architect/engineers and other historic preservation experts. Survey and Planning Grants are funded by the National Park Service, Department of the Interior's Historic Preservation Fund. They are awarded to Certified Local Governments that have a Historic Landmarks Commission and are reimbursed at a rate of 70%. Applications are due in October.

At the local level, the George G. Bowers Family Trust in Marion County, West Virginia has disbursed close to three million dollars to different community organizations. The Fund is named for the owner of the Bowers Pottery Co. and Warwick China Co.

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3.3.11 Youth Creative Studio Project Plan

# YOUTH CREATIVE STUDIO

5/15/2017

Amy Loomis and Margaret Stout

**The Youth Creative Studio will provide youth development programming through the arts. Its goal is to offer mentoring and training in a breadth of expressive art forms, including the full range of visual and performing arts, while linking program activities to community building events and creative placemaking efforts.**

# Youth Creative Studio

PROJECT PLAN

## EXECUTIVE SUMMARY

The Youth Creative Studio will expand youth programming in the Westside neighborhoods of Fairmont, West Virginia. Westside residents have consistently articulated a need for expanded youth programming. Programming that includes a breadth of expressive art forms can be folded into community development activities and celebrations, expanding and improving youth mentoring and leadership opportunities. This will improve the capacity of individuals, families, and neighborhoods to thrive.

As explained in the Policy Findings section, out-of-school arts programming improves educational, social, and civic outcomes for youth. Paired with efforts in creative placemaking events and development projects, arts programming can provide place-based benefits including increased sense of belonging, increased public and private investment, and improved quality of life. Due to the benefits associated with arts programming, there is broad support from local, state, and federal level policy.

However, to achieve these policy goals, legal and technical issues must be addressed. For example, program delivery requires state licensing and registration, building code and Fire Marshall inspections, and liability and hazard insurance coverage.

This project is based on promising practices in effective program design and delivery. Effective youth program design involves the community, and specifically youth voices. Age-appropriate programs help build new skills and self-esteem, include a mentorship component, and culminate in public recognition.

The Action Plan provided herein details the activities and action steps necessary to launch the Youth Creative Studio. It includes steps for forming a Project Action Team to coordinate program design and delivery through formalized agency partnerships, including staffing and training, licensure and liability, detailed program design and evaluation plans, and recruitment of youth.

To successfully launch the Youth Creative Studio, financial resource development is necessary. Funding sources could include grant opportunities offered by state and federal agencies as well as local and regional foundations described herein.

# INTRODUCTION

The Youth Creative Studio expands youth programming in the Westside neighborhoods of Fairmont, West Virginia. This project was conceived through in-depth community-driven visioning and strategic planning. Specifically, through a partnership with Margaret Stout, Associate Professor of Public Administration at West Virginia University, a team of faculty, staff, and students accompanied neighbors in a two-year process of learning, organizing, visioning, planning, and action (2015-2017). This project is being carried forward by the individuals and organizations of the Westside Action Coalition (WAC), which includes both individuals and organizational representatives. The resulting Neighborhood Action Plan contains a host of strategies designed to achieve objectives and goals for social, economic, and physical development. Through prioritization of these strategies, projects were selected for immediate action by members of the WAC; this project is one of those chosen.

As stated by the WAC, "We envision neighborhoods with adequate and equitable investment in both people and place, so that our youth will enjoy the quality of life that we enjoyed several decades in the past—one with family-owned homes, small local businesses serving our basic needs, neighborhood schools and churches, excellent community parks and recreation centers, ample employment and entrepreneurship, and pride in our shared history as a largely African American community."

The Youth Creative Studio is at core a social development project. Programming that can deliver a breadth of expressive forms, including fine arts, digital design, and performing arts, can be easily folded into community development activities and community building celebrations. The programming expands and improves the youth mentoring and leadership opportunities in the Westside neighborhoods, thereby improving the capacity of individuals, families, and neighborhoods to thrive. The public art features produced will also increase private and public investment in the built environment, thereby improving the quality of life for both people and place. In sum, the project advances the vision held by the members of the WAC.

# RESEARCH FINDINGS

This section will provide an overview of relevant policy findings at the local, state, and federal level, legal requirements for program delivery, and technical findings including promising practices in youth development through the arts.

## Policy Findings

Throughout the Fostering Fairmont project meetings, Westside residents have consistently articulated a need for expanded community programming for youth. Program design should be sensitive, equitable, and responsive to the varying needs of residents. According to the Community Profile (Stout et al., 2015a), 42.7% of the neighborhood population under 18 lives below the poverty level, substantially higher than state and county levels at 25%. Youth in poverty are consistently shown to have more quality of life challenges, especially associated with educational attainment. Students of Low Socioeconomic Status (SES) comprise 47% of West Fairmont Middle School enrollment and 40% of Fairmont Senior High enrollment, with school performance ranked as moderate to poor particularly for minority students and those of Low SES. For these students, out-of-school alternatives may be required to boost educational achievement and attainment.

In response to this demographic context, Fairmont's 2005 Comprehensive Plan states that arts and culture initiatives can be used "to revitalize and improve local economies, help achieve educational goals, help reduce social tensions, and help at risk populations" (City of Fairmont, Ch. 19, p. 1). The Plan outlines strategies for enhancing the community's quality of life through establishing and promoting Fairmont's artistic and cultural identity. Specifically, the Plan calls for "fostering partnerships among community development

organizations, social service organizations, and art/artists groups" and "developing projects and programs that create new venues for arts and culture in the city" (City of Fairmont, Ch. 19, p. 2).

The City's Arts and Humanities Council is charged with overseeing arts and culture development, to "encourage and foster the growth and development of local cultural institutions and agencies, both public and private; to encourage and develop performances and exhibits of the arts by teachers and students, and to encourage the practice as well as the teaching of the arts" (City of Fairmont, Ch. 19, p. 3).

Considering arts activities as a form of recreation, the Marion County Parks and Recreation Commission (MCPARC) provides assistance to municipalities and community group projects that provide recreational opportunities for large groups, demonstrate community wide interest and cooperation, and can be completed within one calendar year ("Community Grant Application," 2016, np).

At the state level, the West Virginia Commission on the Arts and the WV Division of Culture and History collaborates with artists, schools, and nonprofit organizations to "help provide cultural activities that improve the quality of life in West Virginia, help provide a complete education to our children and boost economic development in communities" ("Grant Program Guidelines," 2015, np). An important focus of the WV Commission of the Arts is to reach underserved communities.

At the federal level, the No Child Left Behind Act declared the arts a core academic subject, acknowledging that the arts provide an important opportunity to develop academic learning and professional skill sets. However, public funding for K-12 arts education has declined sharply since 2001. According to a joint study by the National Endowment for the Arts (NEA) and the Bureau of Economic Analysis, a decrease in funding paired with a growth trend for arts and cultural industries raises concern over whether "future generations will receive the skills and training needed to participate fully in a growing economic segment" (Iyengar, 2017, np). Contributing to the growth of the arts and cultural sector are "web-based publishing, broadcasting, streaming arts /cultural content, performing arts presenters, and industrial design services" (Iyengar, 2017, np), suggesting a need to develop skills in digital media and design skills for the industry.

The reduction in school-based arts education is problematic for more than economic reasons. Youth arts education has been correlated with an increase in self-confidence, enhancement of critical thinking, and improvement of overall academic performance. According to the National Art Education Association, "socially and economically disadvantaged children and teenagers who participated in arts education programs have shown more positive academic and social outcomes in comparison to students who did not participate in these programs" ("Arts Advocacy Resource Guide," 2013, p. 4). When compared to peers with less arts engagement, involvement in arts activities has been correlated with increased educational attainment in the areas of high school graduation, enrollment in competitive college, and completion of bachelor's degree (Catterall, Dumais, & Hampden-Thompson, 2013, p. 24). Students engaged in the arts are also more civic-minded citizens. They display higher rates of civic participation such as actively engaging in voting and volunteering, as compared to peers who are less engaged in arts activities. Relationships formed between youth and out-of-school program staff contribute to positive youth development, helping youth to "avoid risky experiences, encourage youth to pursue desirable opportunities, and help youth recover from negative experiences" (Kahne, et al., 2001, p. 423).

Because of these positive outcomes, the NEA Art Works program supports art creation, arts engagement, lifelong learning in the arts, and strengthening of communities through the arts. Projects are "transformative with the potential for meaningful change" and may provide new ways of engaging the public with the art, or have the potential to be shared or emulated (NEA, np). Challenge America also supports projects that extend the arts to underserved populations, and populations that may be limited from experiencing the arts by

geography, ethnicity, economics, or disability. Projects may include hosting a guest artist, promotion of community-wide arts participation and/or cultural tourism products, and professionally-driven public art projects.

The US Department of Education and US Department of Housing and Urban Development and have developed programs to encourage these types of arts strategies. The Department of Education Promise Neighborhoods Program and HUD Choice Neighborhood Program both focus on improving educational and developmental outcomes of children and youth in the nation's most distressed communities.

Bringing the arts to bear on neighborhood improvement, the NEA encourages culturally-based economic development through "creative placemaking." The NEA Our Town initiative supports "local efforts to enhance quality of life and opportunity for existing residents, increase creative activity, and create a distinct sense of place" ("Introduction," para. 1, nd). Our Town encourages collaborations for place-based, community revitalization work that aims to create inclusive, equitable, healthy, and just communities. ArtPlace America is a similar collaboration of foundations, federal agencies, and financial institutions that provides support for community planning and development through its National Creative Placemaking Fund. ArtPlace supports project-based arts and culture strategies that prioritize engaging communities in process over product. ArtPlace's Community Development Investments program provides technical assistance to community development entities with an 'interest but no experience in arts and culture strategies (Axel-Lute, 2017, np).

In sum, the Westside Action Coalition's plan to provide youth development programming through the arts, with corollary benefits to neighborhood placemaking, is broadly supported by local, state, and federal level policy and national advocates for both education and the arts.

## Legal Findings

Programs providing out-of-school-time child care must be licensed by the West Virginia State Department of Human Services Title 78, Series 21 (see Appendix A). Some out-of-school-time programs are exempt from state licensing, including any program that does not serve children under 13. Licenses are valid for two years and are only valid for the program and the location for which the license is issued. Licenses must be amended when implementing additional programs.

To obtain a license, programs must maintain adequate staff-to-child ratio, adequate square-footage relative to group size, relevant training requisites, health, sanitation, and safety. Staff must be fingerprinted and a criminal background check must be performed.

The state will conduct a review of statement of purpose, reputation, financial records, and staff qualifications. In addition, licensing requires state review of floorplan, State Fire Marshall inspection, Department of Health permit to operate a childcare center or general sanitation permit, a Department of Health Inspection Report for establishments providing food service, Pest Management report by the WV Department of Agriculture. The facility where programs are held will need to meet these standards and requirements.

If a facility intends to provide programming for compensation for 7 to 12 children in excess of 4 hours per day, it will be classified as a child care facility. City planning ordinances regulate the physical features of child care facilities (City of Fairmont Planning and Zoning Code, Section 4.7.1). Child care facilities must be inspected by the City Building Inspector and Fire Marshall. Child care centers must provide a minimum of 35 square feet of useable indoor space per child. No activity space may be created in the basement of a structure unless expressly approved by the Fire Marshall. Outdoor activity areas must be provided, with a

minimum of 75 square feet of space per child. Outdoor play areas must be fenced, and when visible from the street, fences must be screened. The Dunbar School facilities must meet these requirements.

The duration of a program over four hours in length requires snacks, meals, and access to outdoor space. Emergency preparedness plans are required. An organization is required by licensure to coordinate delivery of youth programming must maintain general liability, building and hazard insurance, and officers and directors liability.

The Dunbar School will provide a site for youth program delivery. The Annex will host activities until the main building is renovated to serve as a community center. According to the City of Fairmont Planning and Zoning Code, the Dunbar School property is zoned as Neighborhood Residential (NR). Codes and ordinances vary according to intended use and require approval from the City of Fairmont Planning and Zoning Commission for the issuance of a conditional use permit.

## Technical Findings

Where youth are concerned, programs should provide a safe place for youth, with age-appropriate programming, opportunities for their success, and opportunities for performance or exhibition to build self-esteem and public recognition (Kahne, et al., 2001). Effective youth arts programs are designed to help youth build new skills. Trained staff help youth recognize their potential while reducing the influence of risk factors. Program evaluations should measure desired outcomes for youth and inform program improvements.

The Americans for the Arts Youth Arts and The Porch Light Program toolkits each provide guidance for designing and documenting effective arts programs for at-risk youth (see Appendix A). As such, the toolkits could be a useful resource to consider for adaption and adoption by program planners.

The Americans for the Arts Youth Arts toolkit's program planning component includes methods to help with program design and forming collaborations with partners. A team training section assists with artist selection, training, and collaborations among artists, case workers, and educators. The toolkit also suggests that successful arts programs have clearly defined program goals and intended outcomes. A promising practice for determining these goals is community participation and ownership. Successful programs are characterized by collaboration among artists, providers, staff, youth, and families. The toolkit provides steps for well-planned and effective evaluation, which can demonstrate the impacts of financial investment to funders. Lastly, the toolkit provides useful guides for costs, resources, and advocacy to aid in budget development and resource development.

The Mural Arts Project has published The Porch Light Program toolkit, a manual for a mural initiative with a focus on individual, community, and public health (Burns, 2013). The toolkit guides implementation among the community, partner agencies, and artists, engaging the community through training and outreach strategies, and before during and after mural creation, generation, and completion. The Westside has shown some interest in this form of expression, as evidenced by the Bulldogs mural at Windmill Park and neighborhood identity banners made for the CommUNITY Cookout. Art in the Park, an initiative in Marion County, provides free arts education programming in local parks. This program works in partnership with Learning Options, a local non-profit, and could be a potential collaborator to Westside programs.

Some successful youth arts initiatives incorporate community development and neighborhood revitalization efforts. The NEA encourages culturally-based economic development through "creative placemaking." The NEA Our Town initiative encourages collaborations with local government for place-based, community revitalization work, supporting "local efforts to enhance quality of life and opportunity for existing residents,

increase creative activity, and create a distinct sense of place" (Introduction, para. 1, nd). For example, the Mural Arts Program is an artist-led initiative engaging low-income minority youth with out-of-school workshops in mural making and community engagement. Originated under Philadelphia's city recreation department, the mural design process is utilized as a "community-organizing vehicle, blight-removal strategy, and demonstration of civic pride" (Cleveland, 2005, p. 49). The program works with community members to design murals depicting the history and culture of the community, and leverages donation of supplies from local businesses. Whenever possible, programs should strive to employ artists local to the neighborhood, who will become mentors and embed themselves in the community (Tresser, 1996, np). With the guidance of an artist mentor, youth gain new skills, a sense of ownership and pride, and esteem from the community. An advise-and-consent relationship involves the community in decision making and maintains accountability to the community ("Best Practices," Americans for the Arts, 2003, np; Cleveland, 2005, p. 104).

Another example of neighborhood revitalization through the arts is The Black Cultural District in West Oakland's Village Bottom neighborhood. A low-income neighborhood, the district anchors cultural and economic renewal with its predominantly African-American heritage. Nonprofit arts organization Black Dot Collective partners with the local development partnership to promote and sustain black culture and community. Their coalition of local artists, residents, and businesses collaborates with churches, arts organizations, and non-arts organizations engage the local community in cultural planning efforts, including concerts, hip hop "dance battles," and mural programs. By embedding the neighborhood's shared identity in coalition efforts, the arts district improves the neighborhood through historic preservation, homeownership, and business development, while mitigating gentrification. These grassroots activities contribute "to the physical and social fabric of the neighborhood" and "enhance a community's organizing capacity" (Wodsak, Suczynski, & Chapple, 2008, p. 15).

Rising Youth Theatre in Phoenix, AZ approaches creative placemaking through youth-driven theatre arts, challenging youth "to hear new stories, start conversations, and participate in their communities" ("Mission and Values," 2017, np). Theatre art projects are embedded in and reflective of the community in which it is located, and centered on the stories and experiences of youth. Rising Youth projects incorporate a variety of disciplines including acting, design, writing, music and composition, poetry and dance. Programs bridge diversity, provide mentoring, and increase access to theatre participation. Rising Youth assembles a team of professional resident artists to assist a youth organization with an age-appropriate project from start to finish, culminating in a performance of work created. Youth share their stories through theatre arts exercises. Projects can be short and process-based or developed into auditions, casting, and full production for public audience. Rising Youth's utilization of "resident artists" provides an excellent model of partnership that could be adopted by local arts agencies such as Fairmont State University Schools of Fine Art and Theatre and Joe-N-Throw / West Fork Pottery.

Another place-based initiative, Gap Filler, works with neighborhood citizens to develop temporary site-specific projects, events, installations, and city amenities. An urban regeneration initiative in Christchurch, NZ, Gap Filler was formed in response to the devastating earthquake in 2010. Gap Filler transforms and activates empty city spaces for "people-centered purposes" using creativity, resourceful acquisition of recycling of materials, and volunteer power ("About," para. 2, nd).

Arts organizations can work with local government and community economic development organizations to gain access to public spaces for art installations and can be encouraged to adopt place-based strategies. For instance, Denver's Urban Land Conservancy takes a "holistic approach in its place-based work to achieve equitable development and anti-displacement outcomes" (Pickett, 2017, np). With the aim of developing social cohesion along disparate neighborhoods, ULC partnered with local transit management company

Northeast Transportation Connections, and PlatteForm, an arts organization focused on local artists and underserved youth. The partnership brought arts and culture components to transit corridors, fostering commitment and engagement of neighbors and stakeholders in place-based artwork creation and installation.

## ACTION PLAN

Considering all of the findings above, what are all the necessary implementation and management components of this project (overall activities) and how is each one accomplished (action steps)? Who will do it and when will they do it (detailed tasks)? (Include action steps for the community team after the course is completed.)

1. Overall Activity: What

    1.1. Action Step: How

        1.1.1. Detailed Tasks: Who, Where, When...

1. Form a Project Action Team to develop and implement the Youth Creative Studio (see Table 1).

    1.1. Convene potential contributing stakeholders and service providers.

        1.1.1. FCYDC, Dunbar School, Learning Options, FSU Fine Arts and Theater, Spark! Imagination Center

        1.1.2. Invite local artists to be involved.

            1.1.2.1. Prioritize recruitment in order: neighborhood residents, Fairmont residents, FSU faculty and students, and WVU faculty and students.

        1.1.3. Include youth voices in program planning.

    1.2. Complete strategic planning for detailed program design.

        1.2.1. Provide opportunities to include and consult youth in program design.

    1.3. Coordinate initial service delivery in the Dunbar School Annex and in the renovated Dunbar School community center building in the future.

        1.3.1. Ensure that the facility meets the requirements of WV Code §78-21-8.

            1.3.1.1. Ensure that general liability, and building and hazard insurance coverage is in place.

            1.3.1.2. Ensure positive State Fire Marshall inspection per WV Code §78-21-4.4.b.5.

            1.3.1.3. Ensure positive inspection from the county Health Department, including a current Department of Health Permit to operate a Child Care Center or a general sanitation permit Department of Health permit or positive water, sanitation, and heating/air meets licensure requirements as per WV Code §78-21-4.4.b.6.

            1.3.1.4. Ensure pest management meets the requirements of WV Code §78-21-15.

2. Deliver programs through agency partnerships.

    2.1. The Fairmont Community Youth Development Center will act as the lead agency in collaborative efforts.

        2.1.1. Obtain Directors and Officers insurance.

2.1.2. Obtain general liability insurance.

2.1.3. Complete registration form with DHHR (see Appendix A).

2.1.3.1. Registration must be updated every year.

2.1.4. Obtain child care licensure.

2.1.4.1. Review WV Code §78-21 Out-of-School Time Child Care Center Licensing Requirements. Licenses are valid for two years and are only valid for the program and the location for which the license is issued.

2.1.4.2. Define program statement purpose and goals as per WV Code §78-21-6.2.a.

2.1.4.3. Ensure governance and administrative structure meets the requirements of WV Code §78-21-6.

2.2. Expand staffing through organizational partnerships.

2.2.1. Conduct an inventory of collaborative programs.

2.2.2. Identify and invite collaborators that suit the mission and goals of needed programming.

2.2.2.1. Invite Learning Options to deliver mural arts and ArtsLife programming through the Art in the Park initiative.

2.2.2.2. Invite Spark! Imagination and Science Center to deliver arts programming.

2.2.2.3. invite FSU Theater to deliver youth theater programming.

2.2.2.4. Invite FSU School of Fine Arts to deliver visual arts, music, theatre, and dance programming.

2.2.2.5. Invite Joe-N-Throw / West Fork Pottery to deliver pottery and ceramics programming.

2.2.3. Define roles of each partner for day-to-day program needs

2.2.3.1. Include duties of organizations, program manager, on-site program coordinator, artists, and youth (see Appendix A: YouthArts toolkit, p. 111).

2.2.4. Draft letters of agreement or memorandums of understanding between collaborators (see Appendix A).

2.2.4.1. Include programs to be delivered, materials to be provided, and program frequency.

2.2.5. Legal partners should complete a partnership agreement or contract.

3. Collaboratively design and deliver programs.

3.1. Complete program staffing. Select a program team of teachers, artists, and/or program partners.

3.1.1. Determine staffing needs and roles.

3.1.1.1. Refer to WV Code §78-21-7.9 Staff Positions and Qualifications for legal requirements.

3.1.2. Determine skills needed to perform the job with success.

3.1.3. Develop a staff performance evaluation plan as per §78-21-7.3.b.

3.1.4. Develop a professional development plan for staff as per §78-21-7.8.b.

3.1.5. Develop an application.

3.1.6. Recruit staff using WAC Community Engagement Plan.

3.1.6.1. Prioritize qualified community members as candidates.

3.1.6.2. If necessary, utilize professional administrative organizations such as IAAP or American Society of Administrative Professionals.

3.1.7. Prepare for interviews.

3.1.8. Develop hiring policy and guidelines.

3.1.8.1. Review federal laws which regulate what can and cannot be discussed in an interview.

3.1.8.2. Review federal laws which prohibit employment discrimination based on race, color, religion, sex, national origin, pregnancy, age, citizenship status, disability, military status, and union membership.

3.1.8.3. Review hiring prohibitions per §78-21-7.5.

3.1.8.4. Decide who will conduct the interview.

3.1.9. Choose and interview candidates.

3.1.10. Screen candidates.

3.1.10.1. Conduct background checks as per §78-21-7.4.

3.2. Recruit program volunteers.

3.2.1. Identify programs for which volunteers are needed per diem.

3.2.2. Recruit potential volunteers as per the WAC Community Engagement Plan.

3.2.3. Compile a list of possible volunteers.

3.2.4. Conduct background checks as per as per §78-21-7.4.

3.2.5. Assign volunteers to specific dates or programs.

3.2.6. Draft a volunteer agreement listing expectations.

3.3. Design staff and volunteer training sessions. (See Appendix A: YouthArts Toolkit, p. 90).

3.3.1. Determine if a training consultant is needed.

3.3.2. Decide who should be involved in training.

3.3.2.1. Consider administrative staff and volunteers.

3.3.3. Develop content and format of training.

3.3.3.1. Training will consider administrative manual as per §78-6-3.

3.3.3.2. Training will include topics of team-building, communication skills, organizational skills, collaboration skills, working with special populations (ie at-risk youth, youth from culturally different backgrounds), conflict management and disruptive behaviors, and effective communication with youth (see Appendix A).

3.3.3.3. Deliver training at hire and maintain as ongoing.

3.3.3.3.1. Professional and adult training programs are provided by 4-H extension office, Positive Action, and Act for Youth.

3.3.3.4. Ensure that staff deliver guidance and discipline that meets the requirements of §78-21-11.

3.3.3.5. Ensure child abuse and neglect recognition, first aid, and CPR certification as per §78-21-7.7.d.

3.3.3.6. Ensure medication administration training as per §78-21-7.7.e.

3.3.4. Curriculum design or trained curriculum specialist involved in planning

3.3.5. Determine the duties of a program manager.

3.3.6. Determine staff-to-participant ratio based on selected venue square footage.

3.3.7. Ensure staff character and background meets the requirements of §78-21-7.

3.3.8. Ensure adequate supervision of children as per §78-21-9.

3.3.9. Assess ongoing training needs.

3.4. Complete detailed program design.

3.4.1. Develop curriculum for arts instruction. (See Appendix A: YouthArts Toolkit, p. 108)

3.4.1.1. Include elements and principles of art, how it will help youth develop skillsets, and education objectives.

3.4.2. Include a variety of art forms and activities.

3.4.2.1. Visual arts (drawing, painting, sculpture, etc.).

3.4.2.2. Performing arts (acting, storytelling, dancing, etc.).

3.4.2.3. Music (instrumental, singing, etc.).

3.4.2.4. Digital media and computer-aided design.

3.4.2.5. Creative placemaking initiatives (murals, sculpture installations, pop-up performances, etc.)

3.4.3. Define how programs will culminate in public recognition.

3.4.3.1. Consider community participation and recognition.

3.4.3.2. Consider community celebrations that include public exhibitions, performances, and auctions.

3.5. Determine specific program operations details, with consideration of legal requirements.

3.5.1. Ensure programming meets the requirements of §78-21-10.

3.5.2. Determine ages to be served.

3.5.2.1. Requirements are different for under age 13.

3.5.3. Define program frequency, duration, and schedule.

3.5.3.1. Programs can be provided during after-school hours, evenings, weekend, as summer day camps, etc.

3.5.3.2. Requirements are different for four hours or longer.

3.5.4. Determine program location.

3.5.4.1. Determine which programs can be delivered in the Dunbar School Annex, the Dunbar Building, and Windmill Park.

3.5.4.2. Host arts programs at Dunbar School Annex until programs can be housed in the main building.

3.5.5. Determine if transportation will be provided.

3.5.5.1. Transportation must meet the requirements of §78-21-16.

3.5.6. Determine levels of family involvement expected.

3.5.7. Develop a Disaster Plan as per §78-21-14.4 (see Appendix A).

3.6. Develop a nutrition plan.

3.6.1. Ensure that nutritional meals and snacks can be provided as required by §78-21-12.

3.6.1.1. After-school programs must provide a snack. Programs longer than four hours have nutritional requirements as well.

3.6.1.2. Create a week-to-week or monthly nutritional calendar based on program schedule.

3.7. Develop program participant policies and procedures.

3.7.1. Involve youth in the process of establishing program ground rules.

3.7.2. Establish guidelines for hours, absences, cooperation, vandalism, physical contact, etc.

3.7.3. Create a letter of agreement with the youth and parents (See Appendix A: YouthArts Toolkit, App. 9).

3.8. Develop an evaluation plan for each program.

3.8.1. Define the needs that the program is designed to address.

3.8.2. Define long-term outcomes of the program.

3.8.2.1. Outcomes could include: art skills; self-esteem; life skills; improved academic performance; improved relationships between peers/mentors/family; civic engagement; art products that contribute to public spaces.

3.8.3. Use outcomes as benchmarks to measure program success.

3.8.4. Include evaluation of artists.

3.8.5. Include program evaluation by parents and youth.

3.9. Develop Program Budget

3.9.1. Include Space, Food, Transportation, Supplies, Training, and Staffing.

4. Recruit youth to participate in programs.

4.1. Convey program benefits to youth and parents per the WAC Community Engagement Plan

4.2. Consider forming a neighborhood leadership program to help develop community interest and participation.

4.2.1. Select volunteers from specific neighborhoods to act as neighborhood representatives.

4.3. Create participant release and consent forms for parents to sign.

4.3.1. Obtain participation forms from collaborating partners.

4.4. Obtain or create a registration form to collect participant information, emergency contact information, and medication administration as per §78-21-17.

## RESOURCE DEVELOPMENT

The Project Action Team will develop a comprehensive resource development plan that is responsive to the economic capacity of the youth to be served. In short, families in the Westside neighborhoods cannot afford to pay much, if anything, for youth programming. Fees will need to be on a sliding scale basis with ample financial assistance provided. Therefore, an active schedule of fundraising events, operations capital campaigns, and grant writing will be necessary to establish and maintain youth development through the arts programming. Appendix C provides information on potential funding sources.

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# APPENDICES

**Appendix A: Online Resources**

**Appendix B: Project Action Team Members**

**Appendix C: Financial Resources**

## Appendix A. Online Resources

West Virginia Code §78-21, Out-of-school Time Childcare Licensing Requirements:

http://www.dhhr.wv.gov/hpcd/Health%20Policy%20Library/WV%20Out-of-School-Time%20Child%20Care%20Center%20Licensing%20Requirements.pdf

The Americans for the Arts Youth Arts toolkit is available for download:

http://youtharts.artsusa.org/download.html

The Porch Light Program toolkit is available for download:

http://live-muralarts.pantheonsite.io/wp-content/uploads/2015/10/MAP_Porchlight_5.pdf

DHHR Registration Form for Out of School Time Programs at Licensed Child Care Centers:

http://www.dhhr.wv.gov/bcf/Childcare/Documents/ECE-OST-2%20Registration_091616.pdf

An example Memorandum of Understanding:

https://www.rocketlawyer.com/form/memorandum-of-understanding.rl#/

Training options:

https://www.positiveaction.net/services/training

http://www.actforyouth.net/youth_development/professionals/

DHHR Disaster Plan form:

http://www.dhhr.wv.gov/bcf/Childcare/Documents/ECECC32DisasterPlanningFormChildCareCentersandFacilities11910.pdf

## Appendix B. Project Action Team Members

| Name | Affiliation | Email | Telephone |
|---|---|---|---|
| **Community Liaison** | | | |
| Diamond Brown | Fairmont Community Youth Development Center (FCYDC), Board President | iyceis100404@gmail.com | 304-282- 6588 |
| **Collaborators** | | | |
| Warren Hilsbos | Boy Scouts of America, Mountaineer Area Council; 4-H | whilsbos@mix.wvu.edu | 304-612-9295 |
| Jordan Miller | Boy Scouts of America, Ohio River Valley Council | Jem0031@mix.wvu.edu | 304-914-6951 |
| Julie Bryan | Director, Spark! Imagination and Science Center, Morgantown | director@sparkwv.org | 304-292-4646 |
| Charlotte Meade | Dunbar School Foundation | cameade8@aol.com | 304-363-0892 |
| Susan Cato-Chapman | Fairmont State University, Assistant Professor of Theatre | scato@fairmontstate.edu | 304-367-4144 |
| Miwa Edwards | Fairmont State University, Student Employment | medwards@fairmontstate.edu | 304-657-0788 |
| Antoinette Hines | FCYDC Board | Marie_antoinette722@yahoo.com | 304-657-0242 |
| Regina Bruce | FCYDC Board | reglynbruce@gmail.com | 301-481-8301 |
| Alicia Stanton | Girl Scouts, Black Diamond Council | alicia.stanton@bdgsc.org | 304-989-7503 |
| Suzanne Goralczyk | Girl Scouts, Black Diamond Council | | 304-816-3305 |
| Michael Ray | Joe-N-Throw / West Fork Pottery | | 304-518-4769 |
| Mary Ellen Sullivan | Learning Options | mesullivan@learningoptionsinc.org | 304-795-4388 |
| Chris Nielsen | Learning Options | cnielsen@learningoptionsinc.org | 304-657-7252 |
| Rebecca Moran | Learning Options, Art in the Park; WV Motion Works | rebecca@wvmotionworks.com | |
| Teresa Wright | Marion County Starts Smart | greter91@comcast.net | 304-366-5067 |
| Chris Russell | Pop Shop WV, Morgantown | chris@popshopwv.com | 304-906-9336 |
| Rebecca Weekley | Retired Senior Volunteer Program (RSVP) | rweekley@unitedwaycwv.org | 304-816-1250 |

| WAC Neighbors | | | |
|---|---|---|---|
| Emma Lawson | Resident; Leader of Sunday School youth art activities; Former Girl Scout Leader | Emmaj1945@yahoo.com | 304-366-3612 |
| Rudy Jefferson, Sr | Meridian Lodge, Fairmont | Rudedogpound959@gmail.com | 304-777-6834 |
| Carrie Staton | NBAC; Fairmont resident; Child in theater | carrie.staton@mail.wvu.edu | |
| **Supporters** | | | |
| Brian Chenoweth | Fairmont Community Development Parternship Outreach Director | brian.chenoweth@fcdpartnership.org | 304-365-9250 Cell: 304-366-7600 |
| Steven Shine | Fairmont PD, Chief of Police | sshine@fairmontwv.gov | 304-366-9280 ext. 422 |
| Nicky Osborne | United Way Marion County, Executive Director | nicky@uwmarion.org | Office: 304-366-4550 Cell: 304-680-0278 Fax: 304-366-4695 |

## Appendix C. Financial Resources

| | |
|---|---|
| **Funder:** | **Marion County United Way**<br>Nicky Osborne, Executive Director<br>112 Adams St #201<br>Fairmont, WV 26554<br>Tel: (304) 366-4550<br>Fax: (304) 366-4695 |
| Purpose: | Grants are awarded to organizations that remove barriers to service access, and demonstrate measurable impact and effective collaborations with other agencies. Agencies must apply to become a funded partner. |
| Amount available: | Inquire as to how to become a Funded Partner. |

| | |
|---|---|
| **Funder:** | **Marion County Parks and Recreation Commission (MCPARC)**<br>1000 Cole St B<br>Pleasant Valley, WV 26554<br>(304) 363-7037 |
| Purpose: | Provides technical and financial assistance to municipalities and community groups for the planning, development and rehabilitation of public park and recreation facilities. Financial assistance is provided through grant programs administered by the MCPARC and total amount of money granted is determined during fiscal budget planning of the MCPARC board of directors. MCPARC's annual grant primarily assists communities with matching grants in the development of parks, playgrounds and facilities. Support is for projects that provide recreational opportunity for large groups, demonstrate community wide interest and cooperation, and can be completed within one calendar year. |
| Amount available: | $500-$5,000. All grants must be matched by at least 50% by the applicant entity or community either in monetary support or in kind labor and materials. |
| Submission schedule: | March |

| | |
|---|---|
| **Funder:** | **West Virginia Division of Culture and History & WV Commission on the Arts**<br>The Culture Center<br>1900 Kanawha Boulevard, East<br>Charleston, WV 25305-0300<br>P: 304-558-0240 / F: 304-558-3560<br><br>James Wolfe, Arts in Education Coordinator James.D.Wolfe@wv.gov<br>304-558-0240, extension 717<br><br>Debbie R. Haught, Community Arts Support Program Contact<br>Debbie.R.Haught@wv.gov<br>304-558-0240, extension 714<br><br>http://www.wvculture.org/arts/grantsindex.html |
| Purpose: | An important focus of the WV Commission of the Arts (WVCA) is to reach underserved communities with support and grants funded by the WV Legislature and the National Endowment for the Arts (WVDCH, 2015, p. 5). Projects encourage collaboration with artists, schools, and nonprofit organizations to "help provide cultural activities that improve the quality of life in West Virginia, help provide a complete education to our children and boost economic development in communities" (WVDCH, np). Local organizations can apply for support from the county or directly from the WVDCH for curriculum-based, hands on arts projects and presentations.<br><br>Arts in Education Project Grants:<br>• Out-of-School-Based: Provides support for curriculum-based, hands-on projects that involve K-12 students and teachers in the arts during daily instruction or outside of regular school hours.<br>• Arts Exposure: Provides support to present performing, literary, and visual artists to students in grades K-12<br><br>Community Arts Support Grants:<br>• Provides support for projects in all disciplines that offer arts programming to the public. Sub-categories include presenting artists, performing arts, visual arts, media arts, and folk/traditional arts.<br>• Provides support for long-range planning, re-granting programs, staffing support and community cultural assessments in West Virginia communities. |
| Amount available: | Up to 50% of eligible costs (no funding cap) |

| | |
|---|---|
| Submission schedule: | March |
| **Funder:** | **West Virginia Division of Culture and History & WV Commission on the Arts**<br>The Culture Center<br>1900 Kanawha Boulevard, East<br>Charleston, WV 25305-0300<br>P: 304-558-0240 / F: 304-558-3560<br><br>EZ Arts Access Program Contact<br>Elizabeth Yeager<br>Elizabeth.A.Yeager@wv.gov<br>304-558-0240, extension 152<br><br>http://www.wvculture.org/arts/grantsindex.html |
| Purpose: | EZ Arts Access grants provide support for small communities and organizations with small operating budgets ($30,000 and under). A simplified application process allows for the opportunity to apply two times per fiscal year, allowing for special opportunities that occur after other WVCA deadlines have passed. Successful applicants to the EZ Arts Access grant program are ineligible for other West Virginia Commission on the Arts grants, with the exception of American Masterpieces or Challenge America. |
| Amount Available: | Up to 50% of eligible costs, not to exceed $3,000 |
| Submission schedule: | April 1st and October 1st<br>Requires submission of draft application for staff review 2 weeks prior to deadline. |

| **Funder:** | **National Endowment for the Arts (NEA): Our Town**<br>ot@arts.gov |
|---|---|
| Purpose: | For arts engagement, cultural, planning, and design projects. Projects should represent the distinct character and quality of their communities, and must reflect the following livability requirements:<br>• A vision for enhancing the social and/or economic livability of the community.<br>• The needs of existing residents and institutions in the community.<br>• Support for artists, design professionals, and arts organizations that integrate the arts and design into the fabric of civic life and/or community plans.<br>• Creative approaches to addressing community challenges or priorities.<br>Projects require a partnership between a non-profit cultural organization and a local government entity. Proposed projects must be planned and executed within two years and funding may only be used to cover costs related directly to the project. |
| Amount available: | Matching grants from $25,000 to $200,000. |
| Submission Schedule: | Deadline is September. While the President's FY 2018 budget blueprint proposes elimination of NEA, the agency will continue to make grant awards for FY 2017 and accept grant applications for FY 2018. |

| **Funder:** | **National Endowment for the Arts (NEA):**<br>**Art Works** |
|---|---|
| Purpose: | Art Works projects:<br><br>• Are likely to prove transformative with the potential for meaningful change, whether in the development or enhancement of new or existing art forms, new approaches to the creation or presentation of art, or new ways of engaging the public with art;<br>• Are distinctive, offering fresh insights and new value for their fields and/or the public through unconventional solutions; and<br>• Have the potential to be shared and/or emulated, or are likely to lead to other advances in the field.<br><br>And achieve the following objectives through the Art Works category:<br><br>• Creation: The creation of art that meets the highest standards of excellence,<br>• Engagement: Public engagement with diverse and excellent art,<br>• Learning: Lifelong learning in the arts, and<br>• Livability: The strengthening of communities through the arts.<br><br>Grants are available for a variety of disciplines. |
| Amount Available: | $10,000 to $100,000 |
| Submission Schedule: | February 16, 2017 and July 13, 2017. While the President's FY 2018 budget blueprint proposes elimination of NEA, the agency will continue to make grant awards for FY 2017 and accept grant applications for FY 2018. |

| **Funder:** | **National Endowment for the Arts (NEA):**<br>**Challenge America** |
|---|---|
| Purpose: | The Challenge America category grant offers support primarily to small and mid-sized organizations for projects that extend the reach of the arts to underserved populations -- those whose opportunities to experience the arts are limited by geography, ethnicity, economics, or disability. Grants are available for professional arts programming and for projects that emphasize the potential of the arts in community development. Grants are only available for guest artist projects, promotion or development of cultural tourism via community-wide arts activities or development of cultural tourism products, and development of professionally-directed public art projects, Projects that involve curriculum-based arts instruction are not eligible. |
| Amount Available: | Matching grants fixed at $10,000 |
| Submission Schedule: | March 22: Register or renew<br>April 4: Submit SF-242 to Grants.gov<br>April 27 to May 4: Submit materials to NEA-GO<br>Earliest beginning date for NEA period of performance: Jan 1 2018<br><br>While the President's FY 2018 budget blueprint proposes elimination of NEA, the agency will continue to make grant awards for FY 2017 and accept grant applications for FY 2018. |

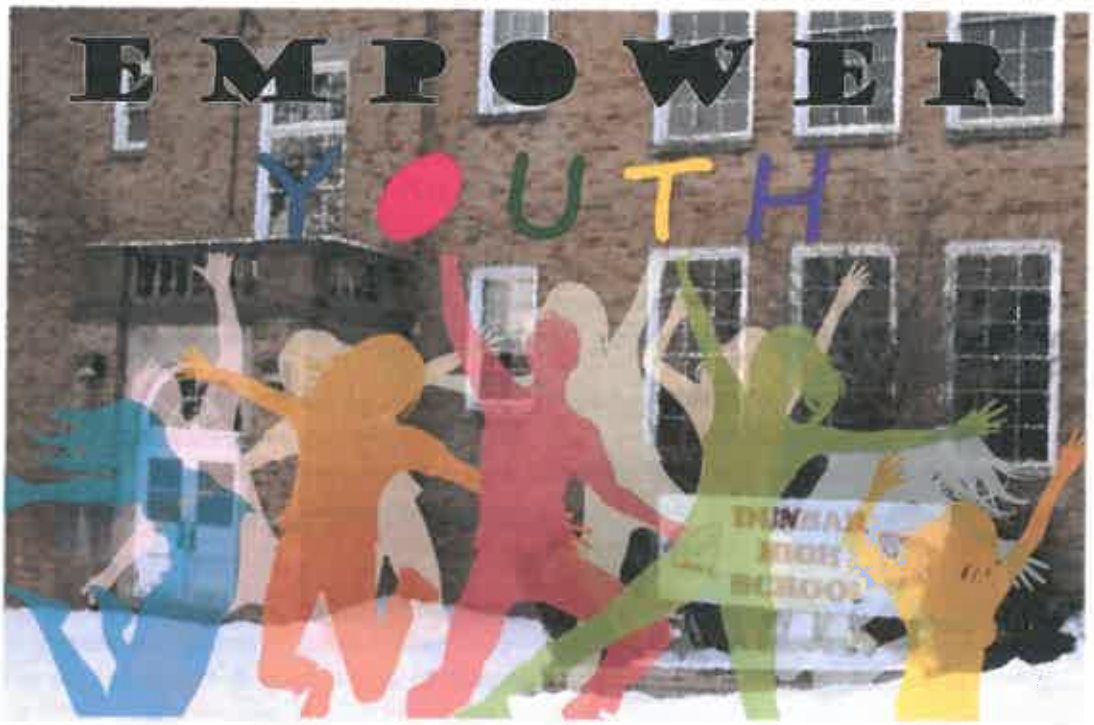
| **Funder** | **WV Department of Education: 21st Century Community Learning Centers (21CCLC)** |
|---|---|
| Purpose: | This program serves students and families who live in high-poverty communities and attend low-performing schools. Financial support for after-school programs, particularly those meeting the needs of low-income families, may be available from this federal source. Funding for remedial education activities and academic enrichment learning programs, including providing additional assistance to students to allow the students to improve their academic achievement. Eligible programs include local curricula that are designed to improve student academic achievement, as well as cultural programs. |
| Amount Available: | By federal statute a 21st CCLC grant may not be less than $50,000 |
| Submission Schedule: | May |

| | |
|---|---|
| **Funder** | **Appalachian Community Fund (ACF)**<br>507 South Gay Street, Suite 1120<br>Knoxville, TN 37902<br>Tel: (865) 523-5783 / Fax: (865) 523-1896<br><br>Margo Miller, Executive Director<br>margo@appalachiancommunityfund.org<br><br>http://www.appalachiancommunityfund.org/ |
| Purpose: | The ACF provides resources and support to grassroots organizations working to overcome the underlying causes of poverty and injustice in Central Appalachia (East Tennessee, Eastern Kentucky, Southwest Virginia and West Virginia)." Areas of focus include, youth leadership development, educational equality, protection and preservation of civil liberties for all people, racial healing and establishing policies against hate crimes and homophobia, arts and culture for social change, issues of gender and sexual orientation, domestic violence prevention, victim advocacy and healing, environmental justice, alternative arts and media, low-income and working class rights, grassroots coalition and networking, economic development, criminal justice, promotion of organizations that are fair, inclusive, and democratic. |
| Amount Available: | **Two categories of funding:**<br>• Emerging Group/Seed Grant (up to $5,000 for groups in earlier stages of development)<br>• Movement Building Group (up to $10,000 for more established groups) |
| Submission Schedule: | April |

| | |
|---|---|
| **Funder:** | **George W. Bowers Family Charitable Trust**<br>c/o Trust and Investment Services<br>WesBanco<br>301 Adams St., Fairmont, WV 26554<br>304-368-5000 |
| Purpose: | The George W. Bowers Family Charitable Trust was established to aid specific public or charitable, civic and governmental agencies and Section 501(c)(3) organizations with distributions for charitable, religious, scientific, literary or educational purposes with emphasis on Mannington or Marion County. Awards focus on civic improvement of the community. The Bowers Trust has given money to the renovation of East-West Stadium, and Fairmont Schools including FSU for new equipment in the Department of Ceramics. |
| Amount Available: | Contact WesBanco for details |
| **Funder:** | **Greater Morgantown Community Trust**<br>(Your Community Foundation)<br>P.O. Box 409, Morgantown WV 26507<br>304-296-3433<br>http://www.ycfwv.org/ |
| Purpose: | The Greater Morgantown Community Trust (Your Community Foundation) administers endowment funds across West Virginia's North Central counties. YCF invests donated funds to increase value, then "distribute net earnings from investments to deserving recipients, as specified by the donors, in the form of scholarships and grants." A YCF challenge grant helped to fund the West Virginia Black Heritage Festival of Clarksburg, WV. |
| Amount Available: | $500 and up |
| Submission Schedule: | Inquire with the Greater Morgantown Community Trust |

3.3.12 Youth STREAM Project Plan

# YOUTH STREAM




5/15/2017

Jordan Miller and Margaret Stout

**The Youth STREAM project is designed to ensure that a full complement of youth development programming is made available in the Westside neighborhoods and that those services are affordable to the families living there. While many are familiar with STEM programming—Science, Technology, Engineering, and Math—this project not only adds the Arts (STEAM), but also Recreation as an important aspect of youth development: STREAM.**

# YOUTH STREAM

PROJECT PLAN

## INTRODUCTION

The Youth STREAM Project will expand youth programming in the Westside neighborhoods of Fairmont, West Virginia. STREAM stands for Science, Technology, Recreation, Engineering, Arts, and Math. Together, programs that focus on these substantive areas while providing youth mentoring and leadership opportunities build resiliency and readiness for educational achievement, workforce participation, and career advancement.

This project was conceived through in-depth community-driven visioning and strategic planning. Specifically, through a partnership with Margaret Stout, Associate Professor of Public Administration at West Virginia University, a team of faculty, staff, and students accompanied neighbors in a two-year process of learning, organizing, visioning, planning, and action (2015-2017). This project is being carried forward by the Westside Action Coalition (WAC), which includes both individuals and organizational representatives. The resulting Neighborhood Action Plan contains a host of strategies designed to achieve objectives and goals for social, economic, and physical development. Through prioritization of these strategies, projects were selected for immediate action by members of the WAC; this project is one of those chosen.

As stated by the WAC, "We envision neighborhoods with adequate and equitable investment in both people and place, so that our youth will enjoy the quality of life that we enjoyed several decades in the past—one with family-owned homes, small local businesses serving our basic needs, neighborhood schools and churches, excellent community parks and recreation centers, ample employment and entrepreneurship, and pride in our shared history as a largely African American community."

The Youth STREAM Project is at core a social development effort. Collaborative programming that can expand and improve the youth development opportunities in the Westside neighborhoods will improve the capacity of individuals, families, and neighborhoods to thrive, thereby improving the quality of life for both people and place. In sum, the project advances the vision held by the members of the WAC.

## RESEARCH FINDINGS

The following sections present policy, legal, and technical findings as well as an action plan and resource development opportunities for realizing this plan.

### Policy Findings

The WAC's Neighborhood Action Plan calls for education, arts, recreation, mentoring, and leadership programs to be offered temporarily at the Dunbar School Annex, while awaiting renovation of the main building as the Paul Laurence Dunbar Community Center. The Fairmont Community Youth Development Center (FCDYC) is acknowledged as the lead agency serving the Westside neighborhoods, while other potential program partners are also named. FCDYC's mission is to "promote awareness and responsibility in the areas of social, economic, education and moral growth to all members of the community with special emphasis on youth." This mission is supported by local, state, and federal policy, which all recognize the importance of actively engaging youth in educational and recreational activities outside of school.

Historically, youth development programming was reactive in nature, focusing on treating social problems as they arise. In recent decades, however, youth development programs have become much more proactive and preventative. The general consensus on youth development views youth as an asset that should be protected and developed. Risk prevention is enhanced by subjective well-being (SWB), which is the combined measure of individual happiness, life satisfaction, and positive attitudes. People with high SWB tend to have relatively high levels of positive affect, relatively low levels of negative affect, and an overall judgment that their life is good (Deiner, 1984). Research suggests a number of practices to generate an environment that promotes SWB. These practices include, but are not limited to, programs that encourage quality interactions, youth empowerment, challenging activities, and positive appraisal of life situations (Park, 2004). People who learn to approach stressful situations positively tend to be better at coping and problem solving and are more open-minded and flexible to situations and people. Programs should be developed in a way that places emphasize on praising positive behavior and growth out of negative behavior (Park, 2004).

Interpersonal environment accounts for the greatest variance in life satisfaction (Huebner, 2003). Increased societal stress on privacy coupled with the rise of social network sites is reducing in-person social interaction (Boyd, 2007). Research shows that the quality, not just quantity, of social interaction correlates to SWB in youth. Therefore, youth with opportunities to build strong relationships tend to have higher levels of SWB (Park, 2004). Higher satisfaction is also linked to the level of structure in particular activities, so while youth may benefit from the social interaction they gain from just hanging out or playing games with friends, there is a higher correlation of life satisfaction from those who participated in structured activities and goal-oriented projects the require group cooperation (Park, 2004).

Based on these beneficial outcomes, policy makers at every level of government support the growth of youth development opportunities. Youth serving organizations can develop programs that promote positive interactions with peers, family, and adult figures. Furthermore, it is important that these interactions be structured and intentional with participants who are positive, cooperative, and responsive.

### Local Policy

Locally, while the City of Fairmont does not provide social services, its Comprehensive Plan states a goal to "develop a parks and recreation system that is well rounded and includes the use of mini-parks, neighborhood parks, community parks, regional parks, linear parks, urban parks and recreation facilities." Organizations like the FCYDC rely upon these parks and recreation facilities to deliver programming, and lack the funding required to renovate or build their own facilities.

To assist in these efforts, the Marion County Parks and Recreation Commission (MCPARC) provides assistance to municipalities and community groups for projects that create recreational opportunities for large groups, demonstrate community wide interest and cooperation, and can be completed within one calendar year (MCPARC, 2016).

### State Policy

The West Virginia Department of Health and Human Resources, Bureau for Children and Families (2017) operates a Child Care Program with a mission to improve the affordability, accessibility, and quality of child care services. Furthermore, the Division of Early Care & Education maintains a resource and referral system with information on where to find care and financial assistance. The Child Care Program promotes safe environments that promote healthy physical, social, emotional, and intellectual growth of children by regulating persons or programs that care for children age birth to 13 or up to age 18, if the child has special needs. Therefore, the program administers the state's regulations for child care centers, Out-of-School Time care, family child care facilities, family child care homes, and informal relative care, which include registration at minimum and licensure if for more than four hours per day (see Legal Findings).

### National Policy

Youth development during out-of-school hours has become a common goal nationally. After-school programs and summer camps have been around for centuries, through both school and community-based programs. In 1994, Congress passed the 21st Century Community Learning Centers (CCLC) through the Elementary and Secondary Education Act, which offered 21st Century skill classes to anyone in the community. In 1998, Congress budgeted $40 million worth of grants to be distributed to mostly school-based community centers, which was increased to $1 billion in 2001 after CCLC was expanded under the No Child Left Behind Act (US Department of Education, 2016). In addition, funds are now distributed to states rather than directly to specific programs and allocated based on the percentage of qualifying Title 1 schools within the state. To date, 21st CCLC is the only federally funded source dedicated exclusively to afterschool programs (AfterschoolAlliance, 2016).

## Legal Findings

The West Virginia Department of Health and Human Resources (DHHR) administers a regulatory statute, Title 78, Out-of-School-Time Child Care Center Requirements, which is written under the authority of the WV Code Chapter 49, Article 2 (Part 1). The objective of this law is to maintain an environment that is safe, ethical, organized, and promotes strong family ties. If an organization intends to provide programming at a facility for compensation for 7 to 12 children in excess of four hours per day, it will be classified as a child care center and must be licensed. The rules describe the minimum standards and procedures in order to obtain a license and are overseen by the state Secretary of the department (DHHR, 2016). The DHHR legislative rule is an intensive 120-page document that lists a number of rules that a child center is expected to follow in to maintain their license, and also includes a number of suggested program details to enable effective learning (see Technical Findings). However, even programs that provide care for children less than four hours per day must be registered for out-of-school time care. Rules for all time of care situations can be found online (see Appendix A).

City zoning ordinances also regulate the physical features of child care facilities (City of Fairmont Zoning Code 4.7.1, 2015). Child care facilities must be inspected by the City Building Inspector and Fire Marshall. Child care centers must provide a minimum of 35 square feet of usable indoor space per child. No activity space may be created in the basement of a structure unless expressly approved by the Fire Marshall. Outdoor activity areas must be provided, with a minimum of 75 square feet of space per child. Outdoor play areas must be fenced, and when visible from the street, fences must be screened (WV Health Department, 1997).

## Technical Findings

In order to operate a Child Care Center in the state of West Virginia, it is necessary to obtain and maintain a license from DHHR (see Appendix A). The Licensing Agreement also lists a number of program goals in Article 10 that offer youth physical and academic opportunities as well as opportunities for community service. The state will conduct a review of the statement of purpose, reputation, financial records, and staff qualifications in order to obtain a license (DHHR, 2016). The Center needs to prove that it is following the licensing agreement and the State Code 49 Articles 1 and 2.

Once a license is obtained, it is valid for 2 years unless revoked. The license should be placed in a conspicuous place within the center, and if the licensee or location is changed, the Secretary should be alerted 60 days prior to change, and a new license needs to be applied for (DHHR, 2016). Permits are inspected up to once in a six-month period, and any violation is reason for fine of up to $200. Consecutive violations may result in revocation of permit (WV Health Department, 2013).

Necessary facility documents and actions include a review of the floor plan, state Fire Marshall inspection, Department of Health Permit to Operate a Childcare Center, General Sanitation Permit, a Department of Health Inspection Report for establishments providing food service, Pest Management report by the WV Department of Agriculture (DHHR). The DHHR Child Care Licensing Agreement also highlights specific staff requirements. Within the first six months of working at the center, staff need to be trained in CPR and first aid, abuse recognition and prevention. Furthermore, each staff member needs 8-12 hours of professional development training annually. Particular staff members must also meet specific requirements and qualifications according to article 7.9 of the licensing agreement and all staff members must be fingerprinted for a criminal background check either through the state or FBI, depending on residency. Staff must be 18 years or older and have a high school education or certified equivalent, and must be able to read and write. Adequate staff-to-child ratios needs to be maintained. Programs over four hours in length require snacks, meals, and access to safe outdoor space.

Article 7.1.a.4 of the DHHR Licensing Agreement also states that the Child Care Center must have proof of building and hazard liability insurance which covers all youth and adults on the property, as well as Director's and Officer's insurance (DHHR, 2016). Furthermore, the DHHR requires any vehicles owned or operated by the child care center to have proof of insurance.

If for any reason one or more of the rules cannot be completed or needs more time to be completed, a waiver or variance may be requested if it is inapplicable in a particular circumstance and the health and well-being of a child is not endangered.

The West Virginia After School Program uses standards above and beyond the state licensure regulations, which are based guidance from the 21st Century Community Learning Center policies (21st CCLC, 2013). In personal communication, Susan Gamble, the Director of the WV Statewide Afterschool Network, stated that many organizations within the network operate differently, and even though the network has issued West Virginia After School Program Standards, they are voluntary to adopt but must be followed to become a member of the network (Gamble, 2017). The existing standards are broken into sections that coincide with the license agreement and include Administration and Management, Family and Community Relations, Professionalism and Leadership, Observation and Assessment, Child Growth and Development, Environment and Curriculum, and Health and Nutrition (Gamble, 2017).

All major youth development programs in West Virginia base their policies on these rules, including the WVU Extension Service 4-H Program. The 4-H Program Philosophy and Policies include a number of items that coincide with the DHHR Licensing Agreement, specifically employee hiring procedure, health history, and liability insurance (4-H, 2016). Some of these program policies are provided in Appendix C.

### Fairmont Community Youth Development Center

As noted in the Community Profile (Stout et al., 2015), Westside Action Coalition members have been diligently working to provide youth development opportunities to neighborhood families for decades. In the late 1980s, Minister Herschel Walker founded 612 MAC (Madison Avenue Center), a community-based youth development organization, and revived the Bulldogs as a youth football team for low-income children (Ezelle, 2015). With the help of Frank Hines, Lawrence Horton, and Anna McWright, the organization offered after-school tutoring and reading programs. As Executive Director, Anna McWright also piloted an award-winning music program after securing a $5,000 grant for instruments. This grant was overseen by United Methodist Church. Due to financial mismanagement over time, 612 MAC ceased operations in 2011.

In 2014, a group of young adults who had been served by 612 MAC as youth organized to re-establish operations. Brian Curry was hired as 612 MAC's executive director and the name was changed to the Fairmont Community Youth Development Center (FCYDC). The organization began operating out of an historic Jackson Addition house donated by a local doctor, providing children a safe place to spend leisure time with other youth and adult mentors. FCYDC hosts the Bulldogs youth league football team and cheerleading squad, offers after school youth development programs, and operates a small convenience store for children to buy snacks and drinks. However, due to an ongoing lack of funding, deferred maintenance of the building, and unpaid utility bills, the Center was closed in 2015, moving operations to a nearby home.

FCYDC partners with other organizations to fulfill its mission. For example, Fairmont State University's Black Student Union supports the Westside Coalition neighborhood through free tutoring and donated school supplies. The Miles Chapel Church provides food scarcity backpacks through the Rising Star program. The Fraternal Order of Police (FOP) provides funding for clothing/supplies to the area youth, and the Fire Department in conjunction with the Dare Officer provide educational activities at Windmill Park, with approximately 90 children attending the most recent event. However, the organization does not maintain state registration and licensure or the required insurance coverages. These are significant barriers to sustainability and growth.

In 2017, FCDYC elected a new board of directors and has embarked upon an organizational development path. In support of those efforts, this project plan recommends that the home-based operations be relocated to the Dunbar School Annex, that the organization and the building be approved by DHHR for after school youth development services, and that all appropriate insurance policies be obtained to protect the directors and officers, paid staff and volunteers, and the youth served. Stable nonprofit operations will enable program expansion and successful partnerships with other youth-serving organizations. Once FCYDC is stabilized, an action team can be organized to expand youth development programs and promote youth participation. The organization may look to outside resources to fulfill some program needs (Magloff, 2017).

### General Operations

The FCDYC board should review the state licensing agreement and the FCYDC bylaws to ensure proper board and administrative structure as well as the roles, guidelines, and rules for the hiring staff members and recruiting volunteers. After ensuring the roles and obligations of the incoming staff are well defined, an executive director needs to be hired. Additional administrators may be hired for purposes such as grant writing and office management. Delegating operations roles to staff will enable the board to focus on organizational policy, resource development, and promotion. While the board may still have a hand in approving administrative decisions or volunteering with the youth, their role will focus more on staff oversight.

Board members might also act as "roving leaders" who volunteer for the program and play active roles in their own neighborhoods, reaching out and doing activities that may attract youth who are less likely to join

after-school activities on their own (Witt & Crompston, 2011). Such neighborhood leaders should be responsible adults and understand the vision and mission of the program.

Volunteers are acting members of the program staff. It is important that volunteers are recruited to fulfill a specific, predetermined purpose and are authorized in accordance with state regulations. It is the job of the executive director to ensure volunteer staff are knowledgeable on the vision and mission of the program as well as necessary policy and circumstantial procedure.

The board should also explore various ways of getting youth involved in the decision-making process and eventually develop a youth leadership committee. Discrepancies between adult and youth views on values and attitudes are related to low life satisfaction and the easiest way to bridge this gap is to include youth in the planning process (Phinney, 2007). When youth are involved in program decisions, they are encouraged to take ownership and responsibility. Youth leadership is critical in developing active and competent members of the community and challenging youth to be a part of the planning process is an effective way to accomplish both goals (Witt & Crompston, 2011). Furthermore, their opinion is most reflective of what youth want to see in programs.

Following this theory, the City of Phoenix, Arizona established teen councils at recreation centers across the city (Witt & Crompton, 2011). Each of these councils is tasked with planning activities and trips within their specific recreation centers, as well as developing community service plans for the greater area. In addition, select members of each council attend citywide meetings of the Teen Parks and Recreation Board. They work closely with professionals to effectively program and gain valuable knowledge in various professional careers.

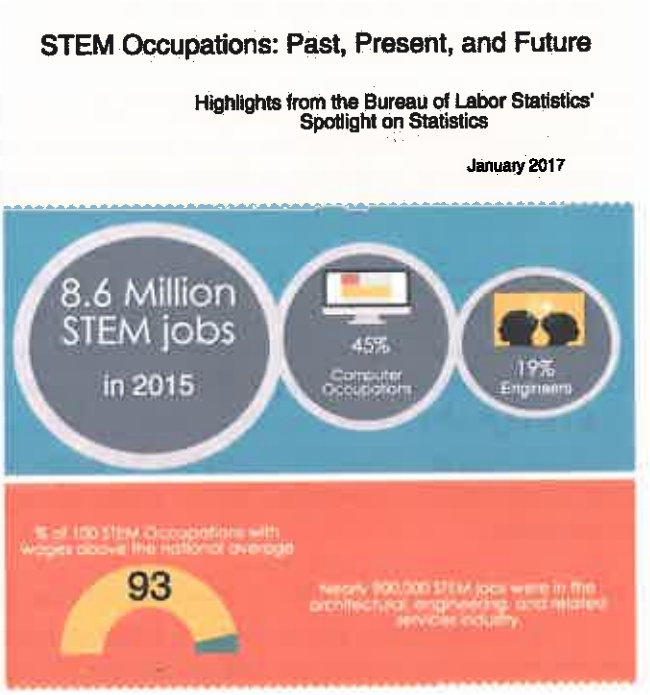
To help the FCYDC board and staff provide quality programs, the WV DHHR Child Care Program provides a free resource called Early Care Share West Virginia, which gives early childhood programs access to forms, handbooks, policies and procedures, classroom material templates, and more (see www.earlycaresharewv.org for a free log-in account). They also support technical assistance and professional development for caregivers of infants and toddlers (see www.wvit.org), as well as for early care and education in general (see www.wvearlychildhood.org). The Child Care Resource and Referral agencies also provide training and technical assistance, with an office maintained in Fairmont at 118 Adams Street, Suite 201.

Programs providing out-of-school time care in West Virginia are also aided by the West Virginia Statewide Afterschool Network (WVSAN), a program operated by the WVU Extension Service. WVSAN provides technical and financial and resources in its mission to "create and sustain a statewide partnership to raise awareness of the importance and accessibility of high quality 'out-of-school time' programs for all school age children, share criteria of effective programs and best practices among providers and the public, and promote sustainability of such programs throughout the state." WVSAN acts as the liaison between afterschool programs and the foundations and initiatives that support them financially (WVSAN, 2016). Appendix B shows WVSAN's 13 indicators of a quality after school program.

### Proven Practices

STEM

There are a variety of programs available in the Fairmont area that focus on science, technology, engineering, and math. Science programs typically feature chemistry, biology, botany, and nutrition components. Technology programs often focus on robotics, computer programming, and game design. Engineering programs often focus on construction and other maker skills. Math programs often emphasize skill building for the quantitative methods used in the other STEM areas.




Many local programs offer this type of curriculum (see Appendix D). For example, the NASA STEM Innovation Center in Fairmont provides robotics kits for youth programs in West Virginia, as well as program staff training as a part of the WV Robotics Alliance. The Fairmont STEM Innovation Center offers outreach programs. The Spark! Imagination and Science Center in Morgantown delivers 1-hour outreach programs in existing youth development programs and offers educational field trips. The WVU Extension Service 4-H program offers classes on a variety of STEM topics, as well as family nutrition, agriculture, and forensics. Learning Options, Inc. in Fairmont offers a variety of out-of-school time programs, including STEM and Arts curriculum.

The recommendation is to partner with these organizations to ensure that programs are readily accessible to Westside youth. This means delivering programs in the neighborhoods and providing sufficient financial support to enable sliding scale fee structures or program scholarships.

ARTS

Another project prioritized by the WAC members is the Youth Create Studio project, which is designed to bring youth development through the arts programming to the Westside. This project will draw upon available community resources for its implementation, along with proven practices for program design and operations used in other communities.

RECREATION

Given the FCYDC's focus on youth football, basketball, and the cheerleading squad, and its ongoing operations of after school leisure time activities, this is the area in which the organization is most prepared to enhance and expand youth development programming. Recreation programming should include informal indoor activities, organized indoor and outdoor sports, and mentoring and leadership programs that focus on both outdoor experiences and healthy lifestyles. These program recommendations are designed to leverage the many other physical development projects the WAC is advancing.

To enable positive informal indoor activities, youth need a safe place to gather and socialize with one another and adult mentors. For example, Boys and Girls Clubs typically provide opportunities for board games, pool, foosball, computer games, and pick-up basketball and volleyball games. Once the Dunbar Community Center is renovated and operational, space for these types of activities should be accommodated.

A number youth sports programs emphasize youth development goals by challenging youth in multiple areas of life (Petitpas, 2005). Programs like The First Tee, Play it Smart, and Upward Sports use sports to promote

academic, social, and life skills (see Appendix D). Similarly, Krazy Bout Sportz has been in operation since 2013 and offers youth indoor soccer, basketball, flag football, hockey, and cornhole as well as movie nights, dances, parties, plays, and dinners. Their programs are designed and executed in-house using volunteers that place emphasis on education through recreation and are available as a local resource. The WVU College of Physical Activity and Sports Science offers outreach programs and the Harrison County YMCA is interested in delivering programs in Fairmont. These programs are potential partners.

Organized indoor and outdoor sports are available through a variety of leagues and associations (see the Marion County WV Sports Facebook page). The WAC's project plan for the Windmill Park Recreation Complex is being advanced by the City of Fairmont in partnership with the Harrison County YMCA. This park renovation and indoor recreation facility project will provide enhanced and expanded opportunities for football, soccer, basketball, tennis, and swimming. Furthermore, the renovation of the Dunbar Community Center will include a full-size gymnasium and basketball court. These facilities will provide FCYDC an opportunity to develop youth programming in these sports in partnership with the YMCA.

The WAC's Buffalo Creek Recreation Area project will include a Rail Trail and associated pocket parks, as well as the potential for an ATV Riding Park. These outdoor recreation facilities will generate other opportunities for FCYDC program development. In particular, they will provide neighborhood locations for activities commonly associated with scouting and 4H youth leadership programs.

For example, Boy Scouts of America programs are structured in a way that enables multiple levels of quality social interaction between youth, parents, and administrators all year long (Kunz, 1969). The association of troops, made up of nearly 2 million boys, is mostly volunteer-operated but employs professional staff to provide leadership and training. Councils and camps employ administrators who work with volunteer adult troop leaders. Scoutmasters choose individual Scouts to fulfill leadership roles, such as Senior Patrol Leaders, who work as liaisons between the Scouts and the adult leaders. The intimate interaction between youth and adults is key in delivering positive youth development. Whether through active mentorship or passive imitation, this structure is a proven method of youth empowerment and development.

The WVU 4-H Extension Service prides itself on combining growth and cooperation by offering hands-on projects focused in areas of science, health, agriculture, and citizenship (4-H, 2017). Programs like these understand the value of connecting ideas and people and use program activities to challenge youth in multiple facets of their lives.

Finally, the WAC's Fresh & Fair urban agriculture program includes a Community Garden component where the FCYDC is already engaged in youth programming with the WVU Extension Service Master Gardeners. These educational activities could be expanded to include more information on nutrition and cooking skills, once the Dunbar Community Center renovations are completed. The commercial kitchen will be designed to accommodate learning experiences in cooking and food preservation—both activities provided by WVU Extension Service programs.

## ACTION PLAN

This action plan uses the following format to explain the activities necessary to implement the Youth STREAM Project:

1. *Overall Activity: What*
    - *1.1. Action Step: How*
        - *1.1.1. Detailed Tasks: Who, Where, When…*

1. Professionalize and stabilize Fairmont Community Youth Development Center operations.
    1.1. Create and adopt appropriate plans, policies, and procedures.
        1.1.1. Seek technical assistance from the WVU Entrepreneurship and Innovation Law Clinic and the WVU Women's SBA program.
    1.2. Generate a nonprofit business plan.
        1.2.1. Define program statement purpose and goals as per WV Code §78-21-6.2.a.
        1.2.2. Ensure governance and administrative structure meets the requirements of §78-21-6.
    1.3. Develop a Director's & Officers Handbook.
        1.3.1. Complete board training and adopt.
    1.4. Develop a Financial Policies and Procedures Manual.
        1.4.1. Complete board training and adopt.
    1.5. Develop a Human Resources Policies and Procedures Manual.
        1.5.1. Complete board training and adopt.
2. Obtain all necessary State and City approvals for operating youth development programs.
    2.1. Review WV Code §78-21 Out-of-School Time Child Center Licensing Requirements (see Appendix A) to determine what is required under current operations, or alter operations accordingly.
    2.2. Complete registration form with DHHR.
        2.2.1. Registration must be updated every year.
    2.3. Obtain child care licensure if necessary.
        2.3.1. Licenses are valid for two years and are only valid for the program and the location for which the license is issued.
3. Obtain all necessary insurance coverage.
    3.1. Obtain Directors & Officers insurance and general liability insurance at minimum.
4. Develop a resource development plan and support materials.
    4.1. Create grant templates for all current programs.
5. Form a Project Action Team to expand and promote youth development programming.
    5.1. Convene potential contributing stakeholders and service providers (see Appendix D).
        5.1.1. FCYDC, Dunbar School Foundation, Learning Options, WVU 4-H Extension, Spark Imagination Center, Fairmont STEM Innovation Center, WV Robotics Alliance, WVU College of Physical Activity and Sports Science, Harrison County YMCA.
    5.2. Complete strategic planning for STREAM program design.
        5.2.1. Provide opportunities to include and consult youth in program design.
        5.2.2. Include STEM (Science, Technology, Engineering, Math).
        5.2.3. Include Arts (see the Youth Creative Studio project plan).
        5.2.4. Include Indoor recreation (also see the Windmill Park Recreation Complex project plan).
        5.2.5. Include Outdoor recreation (also see the Windmill Park Recreation Complex project plan).

5.2.6. Include Tutoring and literacy (reading programs like Energy Express, book clubs, college and career preparation).

5.2.7. Include mentoring and life skills.

5.2.8. Include leadership development (youth leadership and citizenship opportunities).

5.3. Coordinate initial service delivery in the Dunbar School Annex and in the renovated Dunbar School community center building in the future.

5.3.1. Ensure that the facility meets the requirements of WV Code §78-21-8.

5.3.2. Ensure that general liability, and building and hazard insurance coverage is in place.

5.3.3. Ensure positive State Fire Marshall inspection per WV Code §78-21-4.4.b.5.

5.3.4. Ensure positive inspection from the county Health Department, including a current Department of Health Permit to operate a Child Care Center or a general sanitation permit Department of Health permit or positive water, sanitation, and heating/air meets licensure requirements as per WV Code §78-21-4.4.b.6.

5.3.5. Ensure pest management meets the requirements of WV Code §78-21-15.

6. Deliver programs through agency partnerships.

6.1. The Fairmont Community Youth Development Center will act as the lead agency in collaborative efforts.

6.2. Determine who will deliver programs in the Westside neighborhoods.

6.2.1. Conduct an inventory of available youth development programs.

6.2.2. Identify and invite collaborators that suit the mission and goals of needed programming.

6.3. Define roles of each partner for day-to-day program needs

6.3.1. Include duties of organizations, program manager, on-site program coordinator.

6.4. Draft letters of agreement or memorandums of understanding between collaborators.

6.4.1. Include programs to be delivered, materials to be provided, and program frequency.

6.5. Legal partners should complete a partnership agreement.

6.6. Hire staff for programs operated by FCYDC.

6.6.1. Determine staffing needs and roles.

6.7. Ensure adequate supervision of children as per §78-21-9.

6.7.1.1.1. Refer to 4-H policies for examples (see Appendix C).

6.7.2. Ensure staff character and background meets the requirements of §78-21-7.

6.7.2.1. Refer to WV Code §78-21-7.9 Staff Positions and Qualifications for legal requirements.

6.7.2.2. Screen candidates.

6.7.2.3. Conduct background checks as per §78-21-7.4.

6.7.3. Develop policy and guidelines for hiring.

6.7.4. Develop an application.

6.7.5. Develop a staff performance evaluation plan as per §78-21-7.3.b.

6.7.6. Prioritize qualified community members as candidates.

6.7.7. If necessary, utilize professional administrative organizations such as IAAP or American Society of Administrative Professionals.

6.7.8. Prepare for interviews

6.8. Recruit volunteers for programs operated by FCYDC.

6.8.1. Identify programs for which volunteers are needed per diem.

6.8.2. Draft a volunteer agreement that explains expectations.

6.8.3. Compile a list of possible volunteers and invite them to engage.

6.8.4. Conduct background checks according to WV Code.

6.8.5. Assign volunteers to specific dates or programs.

7. Train staff and volunteers.

7.1. Design training sessions considering state regulations.

7.2. Determine if a training consultant is needed.

8. Determine specific program operations details, with consideration of legal requirements.

8.1. Determine ages to be served.

8.2. Requirements are different for under age 13.

9. Define program frequency and duration.

9.1. Programs can be provided during after-school hours, evenings, weekend, as summer day camps, etc.

9.2. Requirements are different for four hours or longer.

10. Determine program location.

10.1. Host programs at Dunbar School Annex until programs can be housed in the main building.

10.2. Determine staff-to-participant ratio based on selected venue square footage.

11. Determine if transportation will be provided.

11.1. Transportation must meet the requirements of §78-21-16.

12. Determine levels of family involvement expected.

13. Determine conflict management policy.

14. Establish behavioral guidelines for hours, absences, cooperation, vandalism, physical contact, etc.

14.1. Involve youth in the process of establishing behavioral guidelines.

15. Create a letter of agreement with the youth and parents

16. Define how programs will culminate for public recognition.

16.1. Consider public competitions.

17. Ensure that nutritional meals and snacks can be provided as required by §78-21-12.

17.1. Afterschool programs must provide a snack. Programs longer than four hours have nutritional requirements as well.

17.2. Create a week-to-week or monthly nutritional calendar based on program schedule.

18. Develop Program Budget
    18.1. Include Space, Food, Transportation, Supplies, Training, Staff
19. Develop a Disaster Plan.
20. Develop an evaluation plan for each program.
    20.1. Define long-term outcomes of the program (e.g., improved academic achievement, job skills, civic outcomes).
    20.2. Define short-term outcomes (e.g., expand and improve youth development opportunities).
    20.3. Use outcomes as benchmarks to measure program success.
    20.4. Include program evaluation by parents and youth.
21. Recruit youth to participate in programs.
    21.1. Convey program benefits to youth and parents per the Community Engagement Plan.
    21.2. Consider forming a neighborhood leadership program to help develop community interest and participation.
        21.2.1. Select volunteers from specific neighborhoods to act as neighborhood representatives.
    21.3. Obtain participation forms from collaborating partners. If no forms exist, create participant release and consent forms for parents to sign.
    21.4. Obtain or create a registration form to collect participant information, emergency contact information, and medication administration as per §78-21-17.

## RESOURCE DEVELOPMENT

In West Virginia, the 21st Century Community Learning Centers is the only federally funded grant opportunity available for after-school programs and is highly competitive, usually giving grants to programs with proven experience. The Child Care Development Fund provides vouchers and subsidies for low-income parents to pay for child care, including after-school programs. Table 1 lists a number of applicable grants, their deadlines, their estimated budgets per project, and a brief summary of what they fund.

TABLE 1: POTENTIAL FUNDING SOURCES

| Name and Contact | Funding Range | Due Date | Purpose |
|---|---|---|---|
| **21st Century Community Learning Centers**<br><br>http://wvde.state.wv.us/21stcclc/ | $50,000-$200,000 | May 19 | This program supports the creation of community learning centers that provide academic enrichment opportunities during non-school hours for children, particularly those who attend high-poverty and low-performing schools. The program helps students meet state and local student standards in core academic subjects, such as reading and math; offers students a broad array of enrichment activities that can complement their regular academic programs; and offers literacy and other educational services to the families of participating children. |
| **The National School Lunch Program (NSLP) Afterschool Snack Program**<br>https://www.fns.usda.gov/school-meals/afterschool-snacks-faqs | | | Federally-assisted nutrition program that provides cash reimbursement to encourage or assist schools in serving snacks to children after the regular school day. NSLP Afterschool Snacks helps children fully engage in afterschool programming by filling the hunger gap many children face in the afternoon and early evening. Children participating in an approved afterschool care program age 18 and under, and participating children who turn 19 during the school year, are eligible to receive reimbursable snacks through the Program. |

| Name and Contact | Funding Range | Due Date | Purpose |
|---|---|---|---|
| The Appalachian Community Fund (ACF)<br><br>http://www.appalachiancommunityfund.org/ | $500-$1,000 | April 25 | Provides resources and support to grassroots organizations working to overcome the underlying causes of poverty and injustice in Central Appalachia (East Tennessee, Eastern Kentucky, Southwest Virginia and West Virginia). Areas of focus include, youth leadership development, educational equality, protection and preservation of civil liberties for all people, racial healing and establishing policies against hate crimes and homophobia, arts and culture for social change, issues of gender and sexual orientation, domestic violence prevention, victim advocacy and healing, environmental justice, alternative arts and media, low-income and working class rights, grassroots coalition and networking, economic development, criminal justice, promotion of organizations that are fair, inclusive, and democratic. |
| **Flex-e-Grant**<br><br>304-558-2234 | Up to $10,000 | Annually | Flex-E-Grant is a joint effort of the West Virginia Development Office, the Appalachian Regional Commission (ARC), and the Claude W. Benedum Foundation. Capacity building for community-based organizations. |

| Name and Contact | Funding Range | Due Date | Purpose |
|---|---|---|---|
| **Marion County United Way**<br><br>http://www.uwmarion.org | $10,000-$50,000 | March 15 | Looks for organizations that remove barriers to service access and demonstrate measurable impact and effective collaborations with other agencies. |
| **Marion County Parks and Recreation Commission Community Grant**<br><br>http://www.mcparc.com/community-grant-application.html | $500-$5,000 | March 15 | MCPARC annually allocates funds, as available, in the form of a grant, for the development of parks, playgrounds, and recreation facilities. Projects that can be completed within one calendar year and provide recreational opportunity for large groups and demonstrate community wide interest and cooperation are prioritized. All grants must be matched by at least 50% by the applicant entity or community either in monetary support or in kind labor and materials. |
| **Your Community Foundation**<br><br>304-296-3433 | | Ongoing | Your Community Foundation is a charitable foundation based out of the Morgantown area. They offer a number of funds in community projects geared toward culture and arts, community development, education, and recreation. |
| **The Dominion Foundation**<br><br>Dom.com | $1,000-$15,000 | March 1 | Our charitable giving programs provide energy assistance for those in need, help to protect natural resources, encourage educational excellence, foster an appreciation of diversity and revitalize neighborhoods. |

| Name and Contact | Funding Range | Due Date | Purpose |
|---|---|---|---|
| **The American Family Life Insurance Company (AFLAC)**<br><br>https://www.aflac.com/docs/about-aflac/grant-inquiry-form.pdf | $1,500-$50,000 | Quarterly | AFLAC's philanthropic efforts in the community can be seen in four areas: health, education, youth, and the arts. |
| **State Farm Companies Grants Program**<br><br>https://www.statefarm.com/about-us/community/education-programs/grants-scholarships | | September 1-October 31 | The State Farm Companies Grants Program is committed to meeting the needs of company communities in the U.S. and Canada. Support is provided to nonprofit organizations, educational institutions, and government agencies working in the areas of safety, community development, and education. The Strong Neighborhoods category focuses on affordable housing, homeownership, and sustainable communities. |
| **ING Foundation**<br><br>www.ing-usafoundation.com | $2,500-$50,000 | May 2017 | The Foundation awards grants to non-profit organizations addressing three primary areas: financial literacy; education for youth; and diversity. |

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# APPENDIX A: POLICY RESOURCES

**All West Virginia Department of Health and Human Resources policies pertaining to child care and out-of-school time care can be found online here:**

**http://www.dhhr.wv.gov/bcf/Childcare/Pages/Child-Care-Provider-Regulatory-Requirements.aspx**

# APPENDIX B: WVSAN 13 INDICATORS OF A QUALITY AFTERSCHOOL PROGRAM

The National Partnership for Quality Afterschool Learning conducts research on best practices for afterschool programming. The research uses a multimethod approach to data collection and analysis, including staff and parent surveys, indepth interviews with program directors, site coordinators, principals, and instructors, and direct observation of classroom instruction. The National Center for Research on Evaluation, Standards, and Student Testing (CRESST), one of seven partners in the Partnership, found three broad themes from this research: goals and evaluation, curricular quality, and program environment, and 13 indicators for quality afterschool programs.

1. Establishing clear goals for content-area practice
2. Assigning research-based activities to achieve goals
3. Aligning content materials with state standards
4. Developing links between content and school day activities
5. Using research-based curriculum and teaching strategies
6. Providing a positive program environment
7. Employing motivational strategies to engage students in learning
8. Promoting student engagement (e.g., encouraging meaningful experiences)
9. Providing effective program management, support, and resources (e.g., staff-student ratio, staff educational experience, ongoing evaluation)
10. Providing opportunities for student practice
11. Assessing program effectiveness periodically
12. Reviewing student progress periodically
13. Resetting goals according to assessment results

National Partnership for Quality Afterschool Learning (headquartered at SEDL) Southwest Educational Development Laboratory (SEDL)

National Center for Research on Evaluation, Standards, and Student Testing (CRESST) Mid-continent Research for Education and Learning (McREL)

Northwest Regional Education Laboratory (NWREL)

SERVE Center at the University of North Carolina at Greensboro

WGBH Educational Foundation

U.S. Department of Education, Office of Elementary and Secondary Education

# APPENDIX C: SELECT 4-H PROGRAM POLICIES

## 4-H Youth Development Faculty Job Description

- plan and carry out an appropriate 4-H youth development program for the county emphasizing learner outcomes appropriate to the region;
- recruit, train, place, screen, evaluate, and recognize adults who serve as mentors and leaders for 4-H youth development members;
- act as the authorized representative of the Director of the WVU Extension Service in the assignment of the 4-H name and emblem to activities and clubs that follow appropriate guidelines. (http://www.national4-hheadquarters.gov/)
- act as the responsible professional in authorizing 4-H youth development activities within the county;
- provide for accident and liability insurance to cover all participants (youths and adults) at 4-H youth development events;
- create programs that are consistent with the educational purposes, character-building objectives, and dignity of 4-H youth development programs;
- seek resources from state and national Extension sources and other appropriate youth-serving organizations to implement appropriate 4-H youth development programs at the county level; and
- review annually all 4-H club, county foundation, and leaders' association financial summaries that are due to the county Extension office by October 30.

## 4-H Youth Development Volunteer Selection Process

### Overview

The purposes of the WVU Extension Service 4-H Youth Development Program's volunteer selection process are:

- to provide a safe atmosphere for youths involved in Extension activities, and
- to select and place qualified volunteers for 4-H youth activities.

This volunteer selection process was developed and implemented for the following reasons:

- The WVU Extension Service should provide a safe environment for 4-H youths participating in its programs.
- Recruitment, retention, and motivation of skilled volunteers often depend on the careful match of a volunteer to an appropriate educational role.
- Adults who are building resumes for work or recognition need evidence that they were selected as a person appropriate to work directly with youths.
- Courts are finding employers liable for negligent hiring of employees and volunteers.
- Extensive media coverage has enhanced society's awareness of child abuse. Because of the concerns surrounding this issue, most major youth-serving agencies have instituted selection processes.

The WVU Extension Service 4-H Youth Development Program's process for selecting adult volunteers consists of the following:

- an application form for 4-H youth development program volunteers
- reference forms (sent by mail, email or used during phone or face-to-face interviews)
- interview questions and report for agent or volunteer recruiter to use with volunteer applicant

- check of the West Virginia State Police Sexual Predator Website
- Yearly signed CODE OF CONDUCT

Information gathered during the process will be kept on file in the WVU Extension county office and used to:

- establish a system of recruitment and selection of qualified volunteers for 4-H youth development programs
- match volunteers to jobs needed
- provide basic accurate information, including correct name and address, for each volunteer
- identify areas for volunteer orientation and training
- provide information that might be used to assist the volunteer; e.g., letters of reference, recommendations for awards, and recognition

### Who should be screened?

Effective October 1, 2014, any new adult volunteer, 18 years or older, who will work directly with youths will be screened before being officially appointed to assist with any 4-H youth development program. Extension staff works with cooperating agencies, organizations, and schools to ensure that volunteers are appropriately screened.

Any volunteer who work with the following: KIDS, CASH, CARS, KEYS MUST complete the volunteer selection process.

If WVU Extension collaborates with another group(s) or organization(s) to recruit volunteers, then WVU-ES representatives must discuss and document selection procedures with the cooperators. If WVU-ES is the leader of record for a program, then this selection process shall be used.

If a volunteer drops out of the 4-H youth development program for one year or more and then wishes to reenter as a volunteer, he or she must complete the application process.

Exempted from this policy are episodic volunteers. These are volunteers who work under the direct supervision of or in the presence of a screened volunteer or Extension employee for a brief period. Examples might include judges, workshop presenters, guest speakers, and members of such service groups as Rotary and Kiwanis.

### Who should do the screening?

In each county, one person shall handle the screening of all 4-H youth development volunteers. In counties, this will be the Extension agent who has youth development responsibilities or their designee. In some counties, a program assistant, office manager/secretary or key leader may be selected to be the volunteer recruitment coordinator. The volunteer recruitment coordinator and Extension agent will receive training in the following areas:

- selection process
- orientation
- purpose of volunteer selection
- rationale for volunteer selection
- confidentiality procedures
- official record-keeping
- procedures for volunteer screening
- applicant interviewing procedures
- training documentation methods
- special-needs youths
- other areas deemed appropriate

## Official records

Completed records will be maintained in a secured, individual, confidential file in the county Extension office.

For each volunteer who works directly with 4-H youth development programs, the following will be on file:

1. Application form;
2. Reference forms completed by mail, email and/or written responses to questions asked in a telephone interview; dated and signed by the agent or agent designee;
3. Notes from the personal interview, if held; dated and signed by the agent; and
4. Signed Code of Conduct
5. Screen capture of West Virginia State Police Website showing that nothing appears under the applicants name on the site.
6. Letter of appointment.

For applicants not selected, items 1 through 3 will be on file with the letter of rejection.

Access to the files should be limited to trained Extension staff.

The Freedom of Information Act allows the individual to see his or her file within 24 hours, after you receive a written request. Please note, however, that by signing the application form, the applicant waives any right to review reference materials. Therefore, you may wish to keep reference letters and comments in a separate envelope marked "For agent's eyes only."

Files on active volunteers will be kept indefinitely.

For inactive volunteers—with less than three years of service—files will be kept for three years.

For inactive volunteers—with more than three years of service—files will be kept for five years.

For volunteer applicants not selected for service—files will be kept for five years.

Volunteer service descriptions will assist WVU-ES staff in matching the volunteers to particular jobs. The descriptions will also be a useful addition to the volunteer's file.

Volunteer service descriptions: Volunteers require a clear and current description of the duties and responsibilities that they are expected to perform for the WVU Extension Service. Volunteer descriptions are used as a guide in determining whether a position is needed and whether the volunteer requires additional screening and training. The volunteer duties are representative of typical roles and jobs done in similar capacities across the state.

### Volunteer Screening Procedures

The selection process includes using the volunteer application form, receiving two personal references, and conducting a personal interview when necessary, a signed code of conduct and a check of the WV State Police Sexual Predator Website. A completed application, signed code of conduct, check of the WV State Police Sexual Predator Website and the two reference checks regarding ability and suitability to work with youths are mandatory. An interview will be held at the discretion of the Extension agent or volunteer recruitment coordinator.

Prospective volunteers will be given an application to complete and return to the WVU Extension office. Applications are available on the Web (*www.wvu.edu/~exten/infores/pubs/fyres/volunteer_application.pdf*), at the Extension office, or from the volunteer recruitment coordinator in each county.

No one will be excluded from applying for volunteer positions. The screening process will help match volunteers to particular jobs. Some people might not be selected.

The volunteer recruiter needs to be sensitive to all types of people who may have skills the WVU Extension Service can use. The recruiter may need to establish different ways of gaining the needed information.

*Example*: If a prospective volunteer has low literacy skills, the volunteer recruiter may need to become familiar with the application questions so that during an interview with the potential volunteer, the recruiter can complete the application form on his or her behalf.

Applications are returned to the Extension office.

The 4-H youth development volunteer recruiter will contact—by mail, email or phone—the people named as references. (See reference section for copies of forms.)

The 4-H youth development agent should conduct an interview with the applicant. (See section for copy of form.)

If the application information, reference checks, check of the WV State Police Sexual Predator Website, and interview are all acceptable, the youth development agent sends a letter of appointment to the applicant.

If any part of the screening procedure produces something that may be questionable or unacceptable, additional information will need to be solicited.

In some cases, the agent may wish to check with the local sheriff or prosecuting attorney regarding a potential volunteer.

The agent may discuss a questionable volunteer with the WVU-ES 4-H youth development director or the volunteer leadership specialist.

If an agent chooses to accept a volunteer for whom there is a negative reference or other questionable matter, note will be put in the volunteer's file outlining why the decision was made.

If an applicant is not to be appointed, a concise (not detailed) explanation must be on file. A letter must be sent to the individual explaining why he or she was not selected to be a 4-H youth development program volunteer. The letter must contain a concise explanation why the individual was not selected.

Keep the volunteer's file up-to-date with the application form, reference letters, interview schedule (if one), yearly signed code of conduct, check of WV State Police Sexual Predator Website and copies of letters and notes. Place job descriptions and other information in the file, as applicable.

Guidelines for determining whether to interview applicants:

- The volunteer will serve or work with vulnerable clientele without direct supervision (youths under 18), frail older persons, or persons with mental or physical disability.
- The volunteer will have access to confidential materials.
- The volunteer will handle funds.
- The volunteer is completely unknown to faculty.

- The volunteer is completely unknown to other volunteers.

Due Process: It is the right of participants to know in advance any rules, expectations, and standards to be followed in 4-H programs, events, and camps. They will be informed in advance of possible consequences if they fail to follow such rules, expectations, and standards. A plan or outline must be made before each event and communicated in writing.

### Due Process

A volunteer may be relieved of specific duties by the WVU-ES volunteer leadership specialist or 4-H youth development director working with that volunteer when it is shown that the volunteer:

- Does not follow WVU Extension Service program policies, guiding principles, and/or code of conduct
- Emotionally or physically harms a young person or adult;
- Fails to meet the volunteer service description; or
- Is convicted of a crime.

## Youth Protection Policy and Guidelines

### Screening and Training of Extension Personnel and Volunteers

Volunteers (age 18 and over) working directly with youth and having two or more contacts per year with youth will acknowledge by signing the WVU Extension Service 4-H Code of Conduct that they read, understand and agree to abide.

To be just, fair, open, and caring in relationship with others. To be non-abusive physically and verbally to 4-H/youths, volunteers, staff, and faculty of WVU-ES. To follow the rules, by not taking advantage of others. To treat others the way they want to be treated. To be a contributing and law-abiding citizen

To be worthy of trust, honor, and confidence, and to be a positive role model of integrity by doing the right thing even when the cost is high. WVU-ES programs do not permit dishonesty by lying, cheating, deception, or omission.

### Relationship with Youth

Volunteers will endeavor to provide safe and healthy programs for youth. In cases of illness or injury, youth will be treated on site by an appropriate health care provider or taken to an appropriate health care provider if necessary, when a parent or guardian is not available for consultation.

Volunteers will not intentionally or purposefully place themselves in a position alone with a member of a vulnerable population, in a one-on-one situation, including, but not limited to sharing sleeping quarters with non-related members and/or participants.

Volunteer, will not, under any circumstances, physically, verbally, or emotionally abuse, or fail to provide the basic necessities of care, such as food, or shelter to members or participants

### Reporting Procedures

According the West Virginia Code, anyone may report child abuse or neglect to the Child Protective Services, DHHR. In addition this imposes upon the persons the following legal reporting obligation: "when acting in their official or professional capacity are required to report knowledge or suspicion that a child under eighteen years of age or a physically or mentally handicapped child under age twenty-one years of age has suffered

or faces a threat of suffering any physical or natural wound, injury, disability, or condition of a nature that reasonably indicates abuse or neglect of the child…"

Any one reporting suspected child abuse or participating in a judicial proceeding resulting from such report is immune from any civil or criminal liability they otherwise might be imposed as a result of such actions when taken in good faith.

A person who knowingly makes or causes another person to make a false report that alleges that any person has committed an act or omission that results in a child being an abused or a neglected child is guilty of a misdemeanor in the first degree.

Volunteers, Extension personnel and staff will handle suspected child abuse information in a confidential manner. Involved Extension personnel, staff and volunteers will discuss matters pertaining to suspected abuse with only the immediate supervisor and the Child Protective Service representative, or DHHR or the appropriate city or county law enforcement officer.

## 4-H Youth Development Reference Form

*(For reference by mail or email for potential 4-H Youth Development Program volunteer)*

_____ is applying to work with 4-H youths as a volunteer for the West Virginia University Extension Service and has given your name as a reference.

Individuals in volunteer positions help young people have fun while learning new skills, increasing their abilities to work together, managing their own activities, and developing into productive adults.

The 4-H Youth Development Program seeks your assistance in selecting the most qualified people to serve in volunteer roles and will appreciate your prompt completion of this reference form. All comments will be treated in a confidential manner.

How long and in what capacity or position have you known the applicant? _____

_____

Please circle how you would evaluate the applicant's qualities, using this scale:

| | E – Excellent | G – Good | F – Fair | NK – Not Known |
|---|---|---|---|---|
| Understanding of children | E | G | F | NK |
| Communication skills | E | G | F | NK |
| Ability to organize | E | G | F | NK |
| Respect for others | E | G | F | NK |
| Dependability | E | G | F | NK |
| Sense of humor | E | G | F | NK |
| Sense of fairness | E | G | F | NK |
| Enthusiasm | E | G | F | NK |
| Flexibility | E | G | F | NK |
| Patience | E | G | F | NK |
| Initiative | E | G | F | NK |
| Resourcefulness | E | G | F | NK |

Please share your impression and knowledge of the applicant's qualifications for the position by using specific examples where possible. (Circle your opinion.)

How would you rate the applicant's general ability to work in a volunteer role with youth?

a. Excellent b. Good c. Fair d. Poor

Comments: _____

What additional skills, abilities, and attributes does the applicant have that will be helpful in this role?

_____

How much experience does the applicant have in working with people who are developmentally disabled, are from different cultural backgrounds, or are from different socioeconomic backgrounds?

Much experience

Some experience

Little or no experience

Comments: _____

How would you describe the applicant's ability to handle records and money?

Very good. I would trust this person with my organization's records and money.

Fair. The person will do OK, but will need some help handling records and money.

Poor. Handling records and money is not a strong attribute of this applicant.

Comments: _____

How would you describe the applicant's general outlook and stability?

Consistently positive and reasonable.

Usually positive, but has occasional bad moods.

Moody and hard to predict.

Consistently negative, grumpy, and unreasonable.

Comments: _____

Would you be willing to place your son or daughter or any other child for whom you are responsible under his or her leadership?

Yes

No

Comments: _____

Do you know any reason why this person should NOT be considered for this volunteer position?

Yes

No

If yes, please explain: _____

_____

_____ _____

*Signature* *Date*

Thank you. I appreciate your assistance in helping the West Virginia University Extension Service and the West Virginia 4-H Youth Development Program select the best-qualified people to serve in volunteer roles.

Return to: _____

_____ Date Received

## 4-H Youth Development Volunteer Interview

*(For 4-H Youth Development Extension Personnel only)*

Volunteer's name _____Position interviewed for _____

Date _____Location _____

Name of interviewer _____Title _____

Throughout the interview, consider how well the volunteer and the position complement each other. Consider how the volunteer listens and responds to the questions. Choose one or more appropriate questions from the following areas, as applicable.

**Leadership Skills**

What experiences have you had in working with adults and children?

What skills and qualifications do you have?

Describe how children or others would view you as a role model?

How do you promote teamwork?

How will you involve parents or other volunteers in your program?

What previous leadership roles have you had in other organizations?

What kind of rewards do you desire to stay motivated?

Comments _____

**Human Relations Skills**

What kind of people do you find easy to work with?

How do you handle conflict?

How would you work with an upset parent or volunteer?

How do you handle criticism?

What kind of people do you find hard to work with and how do you handle them?

What kind of discipline would you use with disruptive or irresponsible children, a child who deliberately defies your request for cooperation, or a child who consistently misses meetings without explanations?

What is your view on competition?

How important is winning to you?

Comments _____

**Affirmative Action**

What experiences have you had working with people of different backgrounds?

How do you feel about working with people different from yourself? For example, different racial and ethnic backgrounds, developmentally disabled, and different socioeconomic backgrounds.

Comments _____

**Organizational Skills**

How do you manage your time?

What record-keeping experience have you had?

What experiences have you had organizing a group of youths or adults?

Describe how you would help a group of youths reach a decision.

Describe instances when you have planned or conducted meetings.

Describe an ideal meeting.

Are you willing to attend orientation and training sessions to assist you in your volunteer role?

Comments _____

**Adaptability**

How do you deal with situations that don't go as you planned?

What situations cause you stress and how do you deal with them?

Comments _____

**Dependability**

Describe one project or activity for which you had total responsibility.

What do you do when you are unable to complete a commitment?

Is there any reason that you would not be able to attend meetings/activities regularly?

Comments _____

**Communication Skills**

**What public speaking or writing experience do you have?**

**How comfortable do you feel speaking in front of a group?**

**What makes a good listener?**

**What methods could you use to communicate with all the families in your club or project?**

Comments _____

**Understanding 4H**

**What experiences should 4-H offer to youths?**

**What does 4-H mean to you?**

**What do you want to accomplish in 4-H?**

**Why do you want to be a 4-H volunteer?**

Comments _____

**Based on the interview, do you recommend the volunteer for this position?**

☐ Yes ☐ No ☐ Uncertain

**If no or uncertain, explain** _____

_____

**Another position? (Specify)** _____

☐ Yes ☐ No ☐ Uncertain

**Action or follow-up needed** _____

_____ _____

Date received

Signature of interviewer

### Questions One Must Not Ask a Potential Volunteer

Anything that relates to age, color, disability, national origin, race, religion, sex, sexual orientation, veteran status, political beliefs, and marital or family status.

For example, do **not** ask:

Are you eligible for senior citizen's benefits? When did you graduate from high school?

I notice that you limp. Do you need special facilities such as handicapped parking? Will you be able to keep up with active children?

Does your blond hair mean that your ancestors came from Scandinavia?

Are you Chinese or Japanese?

Will your religious practices prevent you from volunteering on Saturday or Sunday?

Did you serve in Vietnam? Were you honorably discharged?

What are your views on homosexuality?

## West Virginia 4-H Volunteer Code of Conduct

*(Provided with interpretative comments for training and orientation use)*

This Code of Conduct is a contractual agreement accepted by volunteers who commit to the 4-H program. The Code of Conduct shall guide their behavior during their involvement in West Virginia 4-H. Just as it is a privilege for the West Virginia University Extension Service to work with individuals who volunteer their time and energies to West Virginia 4-H, a volunteer's involvement in West Virginia 4-H is a privilege and a responsibility, not a right.

The West Virginia 4-H program provides quality, educational programs accessible to all West Virginia youths. The primary purpose of this Code of Conduct is to ensure the safety and well-being of all 4-H participants (members, their parents and families, professionals, and volunteers).

West Virginia 4-H volunteers are expected to function within the guidelines of the West Virginia Extension Service and the West Virginia 4-H program. West Virginia 4-H volunteers shall be individuals of personal integrity.

West Virginia 4-H volunteers will:

- Uphold volunteerism as an effective way to meet the needs of youths and adults. (Volunteers are important.)
- Uphold an individual's right to dignity, self-development, and self-direction. (Self-esteem.)
- Accept supervision and support from professional Extension staff while involved in the program. (Professional has final say in policy, program.)
- Accept the responsibility to represent their individual county 4-H program and the West Virginia 4-H program with dignity and pride by being positive mentors for the youths with whom they work. (Positive role modeling set example.)
- Conduct themselves in a courteous and respectful manner, exhibit good sportsmanship, and provide positive role models for all youths. (Role modeling.)
- Respect, adhere to, and enforce the rules, policies, and guidelines established by their individual county 4-H program, the West Virginia 4-H program, and the West Virginia University Extension Service. (Support decisions, positive.)
- Not abuse any 4-H participant by physical or verbal means and will report such abuse, if observed, as outlined in the West Virginia University Extension Service Youth Protection Policy. (Be kind, patient; protect youth.)
- Not commit a felonious criminal act. (Honest.)
- Comply with equal opportunity and anti-discrimination laws. (equal treatment)
- Discharge duties in a responsible and timely manner. (Good communication, opportunities.)
- Promote a welcoming environment by fostering a climate based on social justice. (equal treatment.)
- Report immediately any threats to the volunteer's emotional or physical well-being to the county 4-H professional. (Volunteer conflict.)
- Accept the responsibility to promote and support 4-H in order to develop an effective county, state, and national program. (Be an advocate for 4-H, positive.)
- Handle animals and operate machinery, vehicles, and other equipment in a responsible manner. (Safety, common sense

# APPENDIX D: RESOURCE CONTACTS

**WVU 4-H Extension Office**

4-H Youth Development

6th Floor Knapp Hall

PO Box 6031

Morgantown, WV 26506-6031

Phone: 304-293-2694

Fax: 304-293-7599

E-Mail: 4HYouthDev@mail.wvu.edu

4-H Club Start Up

Tina Cowger

TACowger@mail.wvu.edu

**Learning Options Inc.**

Mary Anne Sullivan, Chris Nielson

learningoptionswv@gmail.com

304-657- 7252

**WV Statewide Afterschool Network (WVSAN)**

Susan K. Gamble, Ed.D.

Director, WV Statewide Afterschool Network

4700 MacCorkle Ave SE Suite 1008

Charleston, WV 25304

Phone: (304) 720-9884

http://wvsan.ext.wvu.edu/

**FSU STEM Innovation Center**

Todd Ensign

394-685-3146

todd.i.ensign@ivv.nasa.gov

**Krazy Bout Sportz**

Patty

pas_kbsportz@comcast.net

**Upward Sports**

http://www.upward.org

**Spark! Imagination Center**

Julie Bryan

director@sparkwv.org

**WVU College of Physical Activity and Sports Science**

National Youth Sports Program

(304) 293-3295

# APPENDIX E: PROJECT ACTION TEAM MEMBERS

| Role | Name | Organization | Email | Phone |
|---|---|---|---|---|
| Community Liaison | Diamond Brown | FCYDC | iyceis100404@gmail.com | 304-282-6588 |
| Team Member | Colyn Jones | FCYDC | Colyn.Jones94@gmail.com | 681-758- 8544 |
| Team Member | Regina Bruce | FCYDC | reglynbruce@gmail.com | 301-481- 8301 |
| Team Member | Houston Richardson | Dunbar School Foundation | hsrmoney@aol.com | 304-353- 7062 |
| Team Member | Chris Nielsen | Learning Options | cnielsen@learningoptionsinc.org | 304-657- 7252 |
| Team Member | Mary Ellen Sullivan | Learning Options | mesullivan@learningoptionsinc.org | 304-795- 4388 |
| Team Member | Nicky Osborne | United Way | nicky@uwmarion.org | 304-680- 0275 |
| Team Member | Steven Shine | Chief of Police | sshine@fairmontwv.gov | 304-366- 9280 ext. 422 |
| Team Member | Rebecca Weekley | Retired Senior Volunteer Program | | 304-816- 1250 |
| Team Member | Warren Hilsbos | Mountaineer Area Council, BSA | whilsbos@mix.wvu.edu | 304-621-9295 |
| Team Member | Emma Lawson | | Emmaj1945@yahoo.com | 304-366-3612 |
| Team Member | Rudy Jefferson | Meridian Lodge, Fairmont | Rudedogpound959@gmail.com | 304-777-6835 |
| Team Member | Antoinette Hines | FCYDC | Antoinette122@yahoo.com | 304-657-0242 |
| Team Member | Brian Chenoweth | FCDP | BChenoweth@FCDP.com | 304-365-9250 304-366-7600 |
| Team Member | Teresa Wright | Marion County Start Smart | greter91@comcast.net | 304-366- 5067 |
| Team Member | Miwa Edwards | FSU Student Employment | medwards@fairmontstate.edu | 304-657- 0788 |
| Team Member | Kristian Rife | OIC Training Academy | krife@oicwv.org | 304-366- 8142 |

# APPENDIX F: LINKS TO AFTERSCHOOL PROGRAM TOOLKITS

*Get Active, Be Healthy* Afterschool Kit

Afterschool program designed by Afterschool Alliance to get kids active.

http://afterschoolalliance.org/documents/QuakerGetActiveToolKit.pdf

*You for Youth Toolkit*

Toolkit resource designed to aid in literacy, math, science, arts, technology, and homework programs.

https://y4y.ed.gov/toolkits/afterschool/science/

*The National Center for Qualified Afterschool—SEDL*

Toolkit resource designed to aid in literacy, math, science, arts, technology, and homework programs.

https://www.sedl.org/afterschool/resources/toolkit.html

3.3.13 Washington Complete Street Project Plan

# WASHINGTON COMPLETE STREET

5/15/2017

Dawn Mackenzie and Margaret Stout

**The Washington Complete Street Project will complete the Washington Street and Washington Street Extension alignment from Jefferson Street to the Wastewater Treatment Facility, throughout both the currently open and closed portions of the existing right-of-way. In reconstruction, the corridor will be redesigned as a Complete Street for multimodal transportation in order to accommodate an on-street portion of the forthcoming Marion County Connector Rail Trail.**

# Washington Complete Street

PROJECT PLAN

## EXECUTIVE SUMMARY

This project will complete the Washington Street and Washington Street Extension alignment from Jefferson to the Wastewater Treatment Facility, throughout both the currently open and closed portions of the existing right-of-way. In reconstruction, the corridor will be redesigned as a Complete Street for multimodal transportation in order to accommodate an on-street portion of the forthcoming Marion County Connector Rail Trail. Because the existing right-of-way has topographical challenges to width, the design includes a two-lane motorway, one two-way sidewalk, and one two-directional bike lane. Sufficient utilities will be installed during construction to serve development of adjacent vacant land.

This project is a result of a long-term participatory planning process on the Westside of Fairmont, WV, that resulted in a Neighborhood Action Plan designed to achieve objectives and goals for social, economic, and physical development. The Washington Complete Street Project is at core a physical development project. By improving circulation for all modes of transportation and by increasing public investment in infrastructure, it will incentivize private investment in the natural and built environment and improve the quality of life in the Westside Neighborhoods. Revitalizing this corridor will result in numerous measurable improvements for both residents of the area and the community at large. The reconstruction of Washington Street will redirect industrial traffic out of the residential neighborhood, reinstate efficient circulation to the Jackson Addition neighborhood and Windmill Park, enable and incentivize residential development, open up the Monongahela River waterfront and its gorgeous views for enjoyment by pedestrians and cyclists, and create an opportunity for the community to showcase its distinct culture and heritage. The Washington Complete Street Project is guided by policies found at the federal, state and local level, as well recommendations from independent organizations concerned with healthy communities and community planning and development. By utilizing participatory planning practices, a complete street can increase the health of the community, as well as its sense of place, its economic possibilities, and its environmental sustainability and resiliency.

While there are detailed legal considerations in these types of infrastructure projects, there are supporting pieces of legislation at all levels of government, creating a framework for guiding the Washington Complete Street Project to its successful competition. While there are unique challenges in terms of technical procedure due to the current state of disrepair and engineering challenges of site conditions, there is a great deal of information readily available from myriad other similar and successful projects. By following the detailed Action Plan and accessing the various financial resources identified, the Westside Action Coalition can begin implementing steps now to vastly improve the structure and feel of their neighborhoods through this long-term endeavor.

# INTRODUCTION

The Washington Complete Street Project will complete the Washington Street and Washington Street Extension alignment from Jefferson Street to the Wastewater Treatment Facility, throughout both the currently open and closed portions of the existing right-of-way. In reconstruction, the corridor will be redesigned as a Complete Street for multimodal transportation in order to accommodate an on-street portion of the forthcoming Marion County Connector Rail Trail. Because the existing street has topographical challenges to width, the design includes a two-lane motorway, one two-way sidewalk, and one two-directional bike lane. Sufficient utilities will be installed during construction to serve development of adjacent vacant land.

This project was conceived through in-depth community-driven visioning and strategic planning. Specifically, through a partnership with Margaret Stout, Associate Professor of Public Administration at West Virginia University, a team of faculty, staff, and students accompanied neighbors in a two-year process of learning, organizing, visioning, planning, and action (2015-2017). This project is being carried forward by the Westside Action Coalition (WAC), which includes both individuals and organizational representatives. The resulting Neighborhood Action Plan contains a host of strategies designed to achieve objectives and goals for social, economic, and physical development. Through prioritization of these strategies, projects were selected for immediate action by members of the WAC; this project is one of those chosen.

As stated by the WAC, "We envision neighborhoods with adequate and equitable investment in both people and place, so that our youth will enjoy the quality of life that we enjoyed several decades in the past—one with family-owned homes, small local businesses serving our basic needs, neighborhood schools and churches, excellent community parks and recreation centers, ample employment and entrepreneurship, and pride in our shared history as a largely African American community."

Contributing to achieving this vision, the Washington Complete Street Project is at core a physical development project. By improving circulation for all modes of transportation and by increasing public investment in infrastructure, it will incentivize private investment in the natural and built environment and improve the quality of life in the Westside Neighborhoods. Revitalizing this corridor will result in numerous measurable improvements for both residents of the area and the community in general. The reconstruction of Washington Street will redirect industrial traffic out of the residential neighborhood, reinstate efficient circulation to the Jackson Addition neighborhood and Windmill Park, enable and incentivize residential development, open up the Monongahela River waterfront and its gorgeous views for enjoyment by pedestrians and cyclists, and create an opportunity for the community to showcase its distinct culture and heritage. The following sections will explain these community development benefits and the basic logistics necessary to accomplish this revitalization project.

# RESEARCH FINDINGS

This section will include policy, legal, and technical research findings, including maps and illustrations as needed.

## Policy Findings

Complete Street design transforms the public street right-of-way into a vibrant environment that promotes economic development and healthy lifestyles. The design promotes more efficient and economical methods of travel and connectivity for the community, increases the health and longevity of the community's residents, promotes safety for both residents and travelers alike, and exhibit the unique culture and history of individual neighborhoods. These projects are also able to integrate an areas naturally available resources in ways to

more efficiently support environmental sustainability. Figure 1 provides an example of a community using Complete Streets specifically to achieve these community development objectives.

Figure 1: Complete Streets: Austin, Texas (Source: City of Austin, n.d.)

Due to the synergistic benefits of Complete Street design, a wide variety of community development policy advocates seek its use. For example, the American Association of Retired People (AARP) notes that these projects greatly increase mobility for demographics that other street designs do not typically accommodate, including disabled citizens, the elderly, and low income residents (AARP, n.d.). The Project for Public Spaces, a nonprofit focusing on best practices for placemaking, advocates for viewing streets like these as opportunities to build communities rather than to move people through them (Project for Public Spaces, n.d.). The American Planning Association, the largest membership organization for planners, cites complete streets as a vital tool to improve the safety, health, growth and revitalization of a community, improving conditions for special populations within the community, and as having a positive impact on climate change (American Planning Association, 2010). Smart Growth America highlights complete streets as addressing these issues as well, and states that these plans will also "reduc[e] transportation costs and traffic woes" (Smart Growth America, 2017).

Following suit, federal and state policy supports these types of projects. The United States Department of Transportation policy promotes Complete Street planning because it enables safe and efficient accessibility and mobility for all demographics of citizenry (U.S. Department of Transportation, 2015). The Project for Public Spaces for the Transportation and Livable Communities Consortium also promotes complete street

projects which emphasize their abilities to be focal points and catalytic factors for the community (U.S. Department of Transportation Federal Highway Administration, 2005).

At the state level, the West Virginia Department of Highways also promotes any improvement projects to improve safety, access, and mobility in its implementation (West Virginia Senate, 2013). The enabling legislation was sponsored by Senators Beach and Stollings in 2013 in order to ensure complete street projects have the state's backing to improve safety, accessibility, and diverse methods of travel through the guidance of documents written by the American Association of State Highway and Transportation Officials, as well as the U.S. Access Board—referenced throughout this document (West Virginia Senate, 2013). The legislation also allows for exemptions relative to the individual context of the proposed project, and requirements for establishing a Complete Streets Advisory Board (West Virginia Senate, 2013).

At the local level, the City of Fairmont Comprehensive Plan calls for strategies that will enhance land use, housing, transportation, infrastructure, public services, economic development, community design, renewal and redevelopment, preferred development areas, safety, arts and culture, and citizen participation. The Comprehensive Plan's transportation goals focus on efficient, long-term, multimodal, and diverse transportation methods (City of Fairmont, 2005c). A long-range plan stating the goal to "reduce through-traffic and truck traffic on residential streets through a comprehensive Program of arterial street widenings, street reconfiguration, and traffic management" activities could not be more directly addressed than in the Washington Street corridor (City of Fairmont, 2005c, p. 10). The Comprehensive Plan also prioritizes infrastructure improvements for residents that will allow for current and future expansion of not just use, but of departmental collaboration (City of Fairmont, 2005d).

At the neighborhood level, the project also addresses a number of issues raised by residents during visioning conversations and planning workshops. The resulting Neighborhood Action Plan specifies the residents' concerns about connectivity within the Jackson Addition neighborhood and cut-through industrial traffic through both Maple Avenue and Jackson Addition residential areas (Stout et al., 2016). Without rebuilding the Washington Street and Washington Street Extension roadways, there is no way to efficiently reach homes in the northeast quadrant of the neighborhood, including to deliver emergency medical, public safety, or disaster services. Returning Wastewater Treatment Facility trucks to Washington Street will increase safety and quality of life in residential areas that see an inappropriate amount of heavy truck traffic. Finally, enabling a more direct route from downtown to Windmill Park along a collector street rather than a residential street will improve connectivity to this key public recreation facility for the community at large.

Connectivity to the existing and planned rail trails in Fairmont was also a concern to residents (Stout et al., 2016), which a Complete Street design will accommodate. Since the multi-modal structure will allow for cycling lanes, the street will assist in connecting the Mon River Trail south from Palatine Park to the Marion County Connector Rail Trail along Buffalo Creek on the other side of the Wastewater Treatment Facility. Fairmont's Connectivity Plan similarly emphasizes the need for this rail trail to encourage healthy lifestyles and increased connectivity to Windmill Park (City of Fairmont, 2014) (see Figure 2).

Figure 2: Washington Street Corridor and Rail Trail connections. (Source: Google Earth)

Improved housing options and proactive land use planning for development are priorities of both the Comprehensive Plan (City of Fairmont, 2005a; City of Fairmont, 2005b), as well as the Neighborhood Action Plan (Stout et al., 2016, p. 21). By implementing a Complete Street design along the Washington Street corridor, the City will actively improve the development potential in an area that has not only stagnated, but regressed from its previous land uses, as shown in the cover illustrations and in Figures 3 and 4. Reopening safe access to the properties between Washington Street and both Ogden Street and Windmill Park creates the access necessary to develop a large area of residentially-zoned land, estimated at over 60 acres in area.

In addition to residential development, reestablishing the corridor will also allow for commercial and industrial development on properties that are currently inaccessible. Residents voiced support for entrepreneurial opportunities within the community (Stout et al., 2016, p. 15), and opening the Washington Street corridor, which is zoned for main corridor commercial and industrial (along the active railway), would allow for many new opportunities (Clearzoning, Inc., 2015). Establishing this corridor as a Preferred Development Area in the forthcoming Comprehensive Plan revision would encourage efficient and coordinated, well-designed development that would be advantageous to both the neighborhoods and the community at large.

Figure 3: Preferred Development Area

Figure 4: View of the Preferred Development Area from opposite riverbank.

As shown in Figure 5, this particular hillside with beautiful views of the Monongahela River, Palatine Park, and the east side of Fairmont holds untapped potential as a highly desirable development location. To incentivize development, the project would include an expansion of utility services like wastewater and water, power services, and lighting, also goals identified in the Comprehensive Plan (City of Fairmont, 2005e).

Figure 5: View of Preferred Development Area from Palatine Park.

Finally, in regard to social development, the Neighborhood Action Plan identified a number of place-making and cultural concerns that the Washington Complete Street Project could address. Complete Streets are designed with individual contexts in mind, and reflect the communities and histories in which they are built (Smart Growth America, 2017). Adjacent to the Washington Street corridor is the entrance to the historic coal mine owned by Francis Harrison Pierpont, West Virginia's first governor. The street provides access to the CSX railyards (historically owned by the B&O Railroad) where circus trains parked while visiting the Testa Family Fairgrounds (now Windmill Park). These types of cultural features provide ample opportunities to incorporate public art and interpretive signage into the corridor design.

## Legal Findings

Washington Street is a local street owned and maintained by the City of Fairmont, a one-mile portion of its 110 miles of streets (City of Fairmont, n.d.). The City is responsible for the upkeep and maintenance of these roads, which includes paving, as well as snow removal, patching, signage, lighting, and sidewalks (City of Fairmont, n.d.).

West Virginia Code 17C-2-7 reminds the reader that all municipalities must remain in compliance with state and federal regulations, but West Virginia Code 17C-2-8 gives the power of regulation to local authorities in regards to various vehicles and traffic control. Chapter 17C-6-3 shows the various contexts in which these authorities might alter current speed limits.

The West Virginia Code also allows for infrastructure costs to be assessed to adjacent property owners and requires property owners to construct and maintain sidewalks along adjacent roadways. This can be accomplished through impact fees charged to developers or through in-kind construction by the developer. The West Virginia Code also allows for bonds to be issued to finance public capital improvement projects,

which is one of many options currently open to the City in regard to funding a project of this type. Refer to the Resource Development section (Table 1) for further detail on funding and supportive resources.

According to the City of Fairmont Comprehensive Plan, Washington Street would be designated as a collector corridor for Jackson Addition neighborhood residents, and also carrying traffic between Jefferson Street (downtown Fairmont) and Windmill Park, the Wastewater Treatment Facility, and the trailhead for the Marion County Connector Rail Trail (City of Fairmont, 2005c). Collector streets are utilized to move high levels of traffic between arterial streets and centers of activity, as well as promote community business traffic and commerce. Typically these are presented as two-lanes with no median, with lots of diverse access to the route, which would be handled by local policies and design plans. These streets should be equipped to handle anywhere from 1,000 to 4,000 trips daily (City of Fairmont, 2005c).

Because the existing roadway has eroded significantly in many areas and the reconstructed roadway would need to follow the rock outcroppings that provide a stable uphill surface, as shown in Figures 6 and 7, sections of the corridor may require additional right-of-way. The West Virginia Department of Transportation states that just compensation is required to be awarded through the Right-of-Way Division's Appraisal Section for any private property that must be damaged or taken through the course of this project (West Virginia Department of Transportation, 2017). Similarly, there may be several occupied buildings encroaching in the existing right-of-way that would present barriers to reconstruction. Any relocation of persons due to this project must be carried out promptly and fairly through the Relocation Section of the Right-of-Way Division, and should follow the guidelines of the 1970 Uniform Relocation Assistance and Real Property Acquisition Policies Act (West Virginia Department of Transportation, 2017). Engaging these property owners as early as possible in the project is highly recommended. All questions and procedures should be directed through WVDOT's Legal Section (West Virginia Department of Transportation, 2017).

All street designs must comply with the Americans with Disabilities Act, which states that any street project must have curb ramps or a sloped area at any intersection which is curbed, or any other barrier to a pedestrian walkway (Department of Justice, 2010). See the Technical Findings section for specifics.

## Technical Findings

Given the existing conditions of the Washington Street corridor shown in Figures 6 and 7, this type of project is referred to by the Federal Highway Administration as a reconstruction: "major change to an existing highway within the same general right-of-way corridor" (U.S. Department of Transportation Federal Highway Administration, 2012). However, due to the condition of the current roadway, much of the project will need to be treated as a new street. Reconstruction and new construction must consider what is necessary to ensure a sustainable long-term investment.

Figure 6: Existing conditions on Washington Street.

Figure 7: Current Washington Street conditions showing slippage.

The Washington Street corridor is well above the 100-year flood plain and so reconstruction of the roadway is a safe investment. However, the hillside context presents significant challenges. In fact, as shown in Figures 6 and 7, sections of the roadway are currently closed because of landslides from the uphill side and erosion on the downhill side. Therefore, the reconstruction will require stabilization efforts appropriate to each side of the corridor. On the uphill side, the corridor should follow the stable rock outcroppings to the greatest degree possible. Other areas will require retaining walls to prevent landslides. On the downhill side, the slope will require stabilization through rock and wire gabion walls. Particularly steep areas will require the installation of guardrails.

An example of safely accommodating bi-directional movement of motor vehicles, bicyclists, and pedestrians within the minimum necessary space, Figure 8 shows a hypothetical plan that might be agreed upon for Washington Street. Starting from the downhill side, there are: a gabion stabilization wall (1.5 foot), guardrail (1.5 foot), two unseparated lanes for vehicle speeds of 25 mph (18 feet), candle stick separations (1 foot) to a two-way bicycle lane (10 feet), no on-street parking, a gutter and vertical curb separation to the sidewalk (2.5 feet), a two-way sidewalk that meets ADA requirements (5 feet), and a landscape strip for utility poles and pedestrian lighting (2 feet). The total required right-of-way for this configuration would be 41.5 feet. Driveway curb-cuts would be minimized to accommodate access to assembled parcels for development. In sum, this could potentially require a total of 38.5 feet in width. Since the current right-of-way on Washington Street is of an inconsistent width, any further work on the corridor will require that a uniform right-of-way be determined, depending on the design and engineering requirements. See Appendix C for further technical details on complete street elements.

Figure 8: Possible Washington Complete Street Cross Section (Source: Streetmix, n.d.)

The American Association of State Highway and Transportation Officials (AASHTO) publication, "A Policy on Geometric Design of Highways and Streets" (American Association of State Highway and Transportation Officials, 2011) is the most commonly sourced policy document for street design. The guide recommends that the following issues be addressed (see Appendix C for further detail):

- Drainage
- Safety in regard to speed
- Safety in regard to visibility
- Grade
- Alignment
- Cross Slope
- Logistics of lanes
- Curbs
- Sidewalks
- Driveways
- Horizontal clearance to obstructions
- Vertical clearance
- Boarder Area
- Utilities
- Landscaping
- Bike Lanes
- Constrained rights of way

## ACTION PLAN

The following action plan is structured according to the following levels of specificity:

1. Overall Activity: What
   1.1. Action Step: How
      1.1.1. Detailed Tasks: Who, Where, When…

1. Form a Project Action Team.
   1.1. The City of Fairmont will be the lead agency for the project as the owner of the existing street right-of-way and agency responsible for its maintenance.
   1.2. Identify interested stakeholders, including those with expertise or and understanding of the community context to assist in community outreach, public engagement, planning, design, and implementation.
      1.2.1. See Appendix A for initial group of interested parties.
      1.2.2. Expand network within community from initial individuals.
      1.2.3. Attempt to include members of the Compete Streets Advisory Board when formed.
   1.3. Convene the Project Action Team on a monthly basis to maintain project momentum.
   1.4. Establish transparent methods of community contact and participatory planning.
2. Advocate for inclusion of the project in updates to the City of Fairmont Comprehensive Plan and long-term capital improvement budget.
   2.1. Emphasize the value to connectivity between key destinations and for improved residential access and emergency response times.
   2.2. Identify the Washington Street corridor as a Preferred Development Area.
      2.2.1. Consider zoning changes that may be required to advance the project.

2.2.1.1. For example, the Neighborhood Residential designations near Quincy Street on both sides of the corridor may not be appropriate for potential land uses.

3. Complete preliminary impact studies.
   3.1. Formulate conceptual design diagrams as described in the Technical Findings section.
   3.2. Hire an engineering firm to conduct feasibility and environmental impact studies.
4. Develop a proposed street design.
   4.1. Contract with registered architect, licensed landscape architect, licensed land surveyor, licensed engineer, or professional planner.
   4.2. Develop three different design options: no change, proposed right-of-way alignment, and one alternative alignment.
      4.2.1. Address all basic engineering issues:
         4.2.1.1. Include drainage, grading, slope and direction of flow, cross slope, visibility, horizontal clearance to obstructions, and vertical clearance to obstructions.
      4.2.2. Design for accommodating existing or installing new below and above ground infrastructure and utilities to serve increased development.
         4.2.2.1. Include sewer, water, electric, natural gas, communications, and fire hydrants.
      4.2.3. Design for desired above-ground facilities.
         4.2.3.1. Include two 9-foot wide vehicular lanes, Vertical curbs and periodic curb cuts for future development driveways, one 8-foot dual direction sidewalk and ambulatory ramps, one 8-foot wide dual direction bike lane, and pedestrian scale lighting.
      4.2.4. Design for desired amenities.
         4.2.4.1. Landscaping, transit stops, cultural interpretive signage for the gateway at Quincy to the mine entrance below Washington and circus trail from the railyards, and public art features.
      4.2.5. Incorporate youth art elements if desired.
   4.3. Obtain community feedback to three different design options.
   4.4. Make any needed adjustments or changes based on community concerns and suggestions.
   4.5. Generate final design plans and budget estimates.
5. Acquire necessary right-of-way, keeping budget constraints in mind.
      5.1.1. Right-of-way requirements will depend upon final street design.
   5.2. Identify property ownership issues along new right-of-way.
      5.2.1. See Appendix B for available parcel owners' information.
   5.3. Determine relocation requirements, if any.
   5.4. Initiate relocation activities if required.
6. Complete reconstruction/construction of the Complete Street as designed.
   6.1. Call for bids using standard procurement procedures.
   6.2. Based on budget constraints, consider phased construction of the project.
   6.3. Ensure construction company plans for following logistics and impact:

6.3.1. Private property access during construction, placement of debris, wash out areas, location/type of pavement for temporary access, waste water storage/ treatment plans, and construction signage.

6.4. Monitor construction of the approved project as designed.

6.4.1. Keep the public apprised as to the project's progress.

## RESOURCE DEVELOPMENT

As a major public infrastructure and capital improvement project, the Washington Complete Street Project will require substantial resource development for all phases of the project, including pre-development design and public engagement tasks, right-of-way acquisition, and construction. Various sources of funding can be approached based on preferred transportation and community development purposes, including vehicular circulation, pedestrian facilities, bicycle facilities, and incentivizing residential and commercial development. Many of these sources require advance advocacy efforts in order to secure a place in state and regional transportation funding priorities. Due to the long-term nature of this project, resource development will need to be maintained over the course of changing policies and influential administrations.

The Project Action Team should immediately begin developing a comprehensive resource development plan that could include Capital Improvement Project budget allocations, development impact fees and property tax assessments, grants, public financing options (loans and bonds), and even a local capital campaign for construction. Table 1 provides some potential funding sources available at this time.

TABLE 1: POTENTIAL FUNDING SOURCES

| Program | Agency | Link | Description | Uses |
|---|---|---|---|---|
| Community Facilities Grants | USDA | https://www.rd.usda.gov/programs-services/community-facilities-direct-loan-grant-program | Community Programs provides grants to assist in the development of essential community facilities in rural areas and towns of up to 20,000 in population. Grant funds may be used to assist in the development of essential community facilities. Grant funds can be used to construct, enlarge, or improve community facilities for health care, public safety, and community and public services. | Development Financing, Construction |
| Rural Business Enterprise Grant Program | USDA | https://www.rd.usda.gov/programs-services/rural-business-development-grants | The RBEG program provides grants for rural projects that finance and facilitate development of small and emerging rural businesses help fund distance learning networks, and help fund employment related adult education programs. Examples of eligible fund use include: Acquisition or development of land, easements, or rights of way; construction, renovation, of buildings, access streets and roads, parking areas, utilities; pollution control and abatement; capitalization of revolving loan funds including funds that will make loans for startups and working capital; training and technical assistance; distance adult learning for job training and advancement; rural transportation improvement; and project planning. | Acquisition, Construction, Technical Assistance |
| Planning and Local Technical Assistance Programs | EDA | https://www.grants.gov/web/grants/view-opportunity.html?oppId=58876 | These programs will help communities develop the planning and technical expertise to support communities and regions in their comprehensive, entrepreneurial, and innovation-based economic development efforts. Under the Planning Program, EDA provides assistance to eligible recipients to create regional economic development plans in order to stimulate and guide the economic development efforts of a community or region. | Planning/ Development Financing |
| Alternatives Analysis Program - Discretionary Livability Funding Opportunity | DOT (FTA) (MAP-21: TOD Planning Grants) | https://www.federalregister.gov/documents/2012/03/12/2012-5895/fy-2012-discretionary- | Assist in financing the evaluation of all reasonable modal and multimodal alternatives and general alignment options for identified transportation needs in a particular, broadly defined travel corridor. Studies funded in this round of grants should further the Department's livability efforts. | Planning |

| Program | Agency | Link | Description | Uses |
|---|---|---|---|---|
| | | livability-funding-opportunity-alternatives-analysis-program?utm_campaign=subscription+mailing+list&utm_medium=email&utm_source=federalregister.gov#h-4 | | |
| Innovative Transit Workforce Development Program | DOT (FTA) | https://www.federalregister.gov/documents/2012/05/31/2012-13220/innovative-transit-workforce-development-program?utm_campaign=subscription+mailing+list&utm_medium=email&utm_source=federalregister.gov#p-3 | FTA seeks proposals that promote diverse and innovative successful workforce development models and programs. Focus will be placed on programs that leverage investments in public transit that impacts local employment, support blue-collar operations and maintenance particularly in the area of new and emerging technologies and supports innovative methods of encouraging youth to pursue career in public transportation. | Faculty/instructors, including salaries and fringe benefits, support staff, classroom space, books, materials and supplies, transportation stipends for students. Capital expenses such as equipment purchases are not considered to be eligible costs unless they directly relate to the workforce development program being supported by FTA funds. |
| INVEST 1.0 Implementation Projects | DOT (FHWA) | https://www.sustainablehighways.org/ | Funding and technical assistance to MPOs, State DOTs, and local transportation agencies to evaluate the sustainability of transportation systems using INVEST 1.0. FHWA's INVEST tool is a collection of voluntary best practices and criteria designed to help transportation agencies integrate sustainable practices into their projects, plans, and programs. | Implementation |
| Transportation, Community & System Preservation | DOT (FHWA) | https://www.fhwa.dot.gov/discretionary/tcsp2011info.cfm | Livability is a criterion that will be used to evaluate candidate projects. Planning grants, implementation grants, and research, could include transit projects, complete streets, streetscaping, ped/bike improvements or plans, implementation of transit-oriented development plans, traffic calming measures, and much more. Very flexible program – projects must improve relationships among transportation, community, and system preservation plans and practices. | Planning/ Research/ Capital Infrastructure Investments |
| Transportation Infrastructure Finance and Innovation Act (TIFIA) | DOT (FHWA) | $200 million as part of TIGER III | Provides federal credit assistance in the form of direct loans, loan guarantees, and standby lines of credit to finance surface transportation projects of national and regional significance. TIFIA can help advance qualified, large-scale projects that otherwise might be delayed or deferred because of size, complexity, or uncertainty over the timing of revenues. | Capital Infrastructure Investments |
| Transportation Investments Generating Economic Recovery (TIGER) | DOT | $473.8 million | Competitive grant program funding infrastructure projects that promote economic competitiveness, improve energy efficiency, reduce greenhouse gas emissions and improve safety, quality-of-life and working environments in communities. Unlike last year, no planning grants will be awarded this year and all the funding will be for project implementation. | Capital Infrastructure Investments |
| Veterans Transportation and Community Living Initiative Grant Program | DOT (FTA) (in partnership with HHS and Department of Veterans Affairs, Labor and Defense) | https://www.transit.dot.gov/funding/grant-programs/veterans-transportation/veterans-transportation-and-community-living | The Veterans Transportation and Community Living Initiative (VTCLI) is an innovative, federally coordinated partnership that will make it easier for U.S. veterans, active service members, military families, and others to learn about and arrange for locally available transportation services that connect them with work, education, health care, and other vital services in their communities. Projects are being funded in urban, suburban, and rural communities around the nation to strengthen and promote "one-call" information centers and other tools. | Capital and research grants |
| Brownfields Assessment Grant Program | EPA | https://www.epa.gov/brownfields | Funding for planning/ assessing brownfield redevelopment, conducting planning and community involvement, and site cleanup. | Environmental cleanup, Planning |
| Building Blocks for Sustainable Communities | EPA | https://www.epa.gov/smartgrowth/epa-smart-growth-grants-and-other-funding | EPA will provide technical assistance to selected communities to implement development approaches that protect the environment, improve public health, create jobs, expand economic opportunity, and improve overall quality of life. Funding will also be given to communities facing community | Technical Assistance |

| Program | Agency | Link | Description | Uses |
|---|---|---|---|---|
| | | | development challenges. Support provided by EPA or through non-profit organizations. | |
| Community Transformation Grants (CTG) - Small Communities Program | HHS/Center for Disease Control (CDC) | https://www.grants.gov/web/grants/view-opportunity.html?oppId=173114 | The purpose of the grant is to reduce the rate of chronic diseases and to make improvements to the built environment in order to promote healthier lifestyles. | Planning/ capital infrastructure investments |
| Health Impact Assessment to Foster Healthy Community Design | HHS/Centers for Disease Control & Prevention (CDC) | https://www.grants.gov/web/grants/view-opportunity.html?oppId=66533 | Seeks to promote an evidence-based approach toward community design decision-making through three major activities: first, improving surveillance related to community design so communities have reliable local data they can use; second, encouraging Health Impact Assessments (HIAs) of policies, programs, and projects that will affect community design; and finally, supporting evaluation within the field. | Planning |

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## APPENDICES

Appendix A: Potential Project Action Team Members

Appendix B: Parcel Ownership on the Washington Street Corridor

Appendix C: Technical Details

Appendix D: Additional Resources

## Appendix A: Potential Project Action Team Members

Table 2: Potential Project Action Team Members

| Name | Relationship | Phone | Email |
|---|---|---|---|
| Robin Gomez | Fairmont City Manger | 727-214-7463 | rgomez@fairmontwv.gov |
| Warren Hilsbos | WAC Washington Complete Street Project Community Liaison | 304-363-4255 | whilsbos@mix.wvu.edu |
| Billie Johnson | Wastewater Treatment Facility, Fairmont Public Works | | bjohnson@fairmontwv.gov |
| Peter Butler | WVU Landscape Architecture | | Peter.Butler@mail.wvu.edu |
| Bob Kelly | Fairmont State University Architecture | | Rkelly6@fairmontstate.edu |
| John Zaniewski | WV LTAP Director | 304-293-9955 | John.Zaniewski@mail.wvu.edu |
| Randy Elliot | County Commissioner | 304-677-8064 | relliott@marioncountywv.com |
| Tim Manchin | WV Delegate | 304-290-4616 | tmanchin@manchininjurylaw.com |
| Make Caputo | WV Delegate | | Mike.caputo@wvhouse.gov |
| Ruth Jefferson | Interested neighbor | | |
| Asa Davison | Interested neighbor and Washington Street property owner | | |
| Emma Lawson | Interested neighbor | 304-366-3612 | EmmaJ1945@yahoo.com |
| Antoinette Hines | Fairmont Community Youth Development Center Board Member | 304-657-0242 | Marie_antoinette722@yahoo.com |

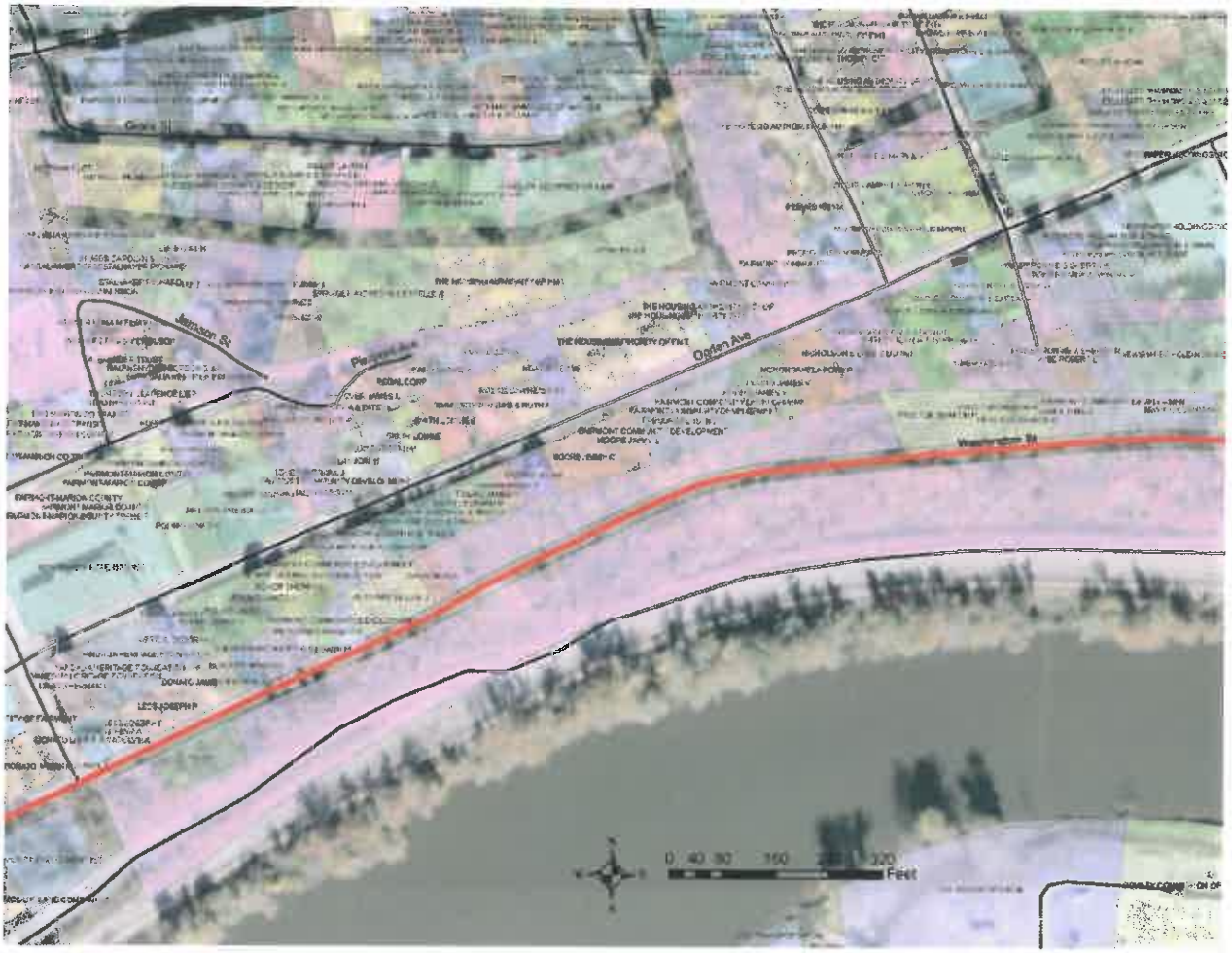
## Appendix B: Parcel Ownership on the Washington Street Corridor

**Table 3: Parcel Ownership Information along Washington Street. (*Source*: Marion County Assessor's Office, March, 2017)**

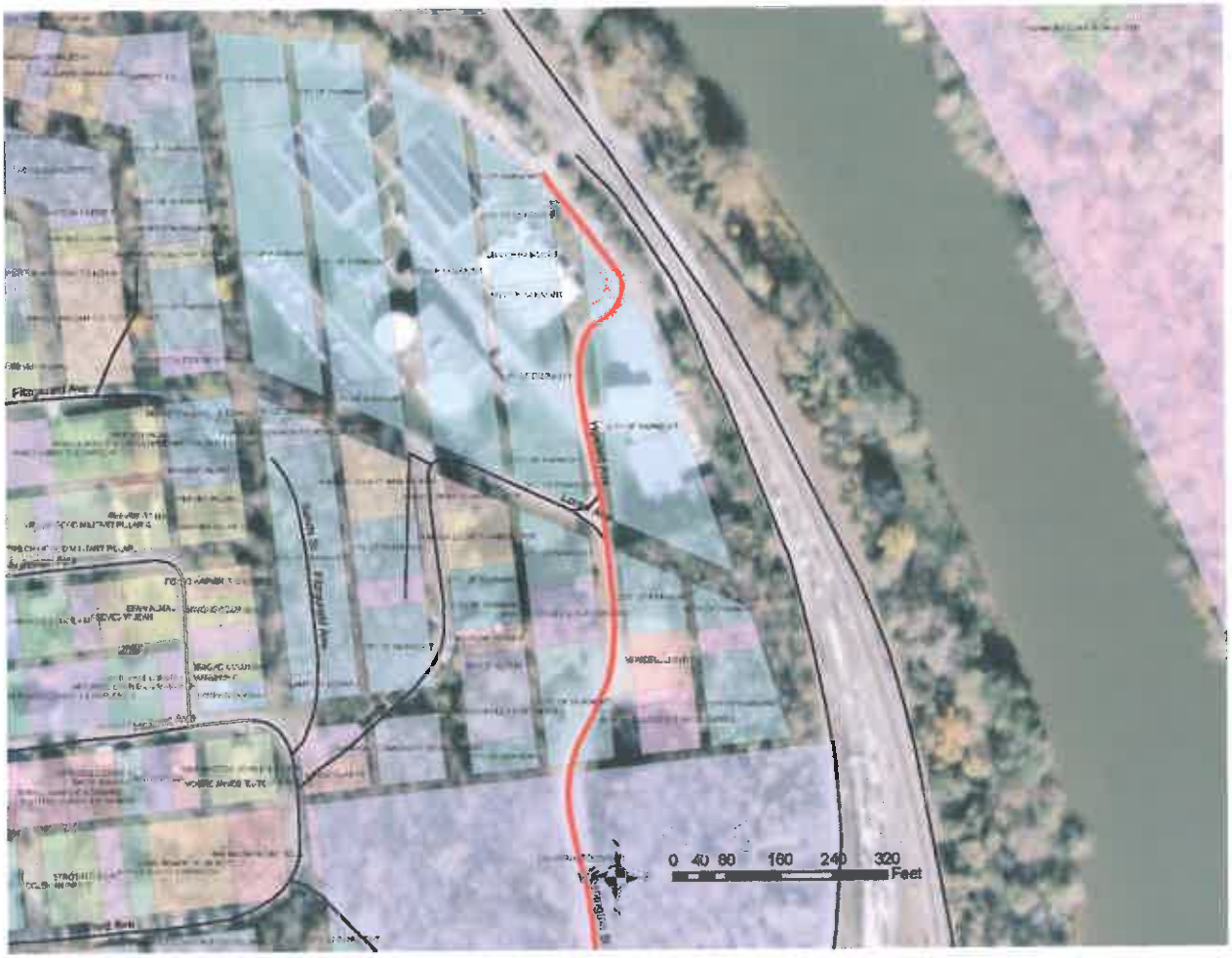
| Parcel ID | Owner | Owner Address | Site Address | City C |
|---|---|---|---|---|
| 03 34034900000000 | Chapdelaine, Louise | 501 Washington St | 501 Washington St | Fairm |
| 03 34034800000000 | Long, Debra A | 505 Washington St | 505 Washington St | Fairm |
| | Less, Joseph P | 417 Washington St | Washington St | Fairm |
| 03 34034600000000 | Less, Joseph P | 417 Washington St | 509 Washington St | Fairm |
| 03 34034500000000 | Donato, James M & Paul J | 910 Shelby Ave | Washington St | Fairm |
| 03 34034400000000 | Hylton Holdings LLC | 1902 Range Rd | Washington St | Wade |
| 03 34034300000000 | Glendenning, Harry S & Deann M | 531 Wasnington St | 531 Washington St | Fairm |
| 03 34034100000000 | Pritchard, Minnie F Ii | 535 Washington St | 535 Washington St | Fairm |
| 03 34034000000000 | Fairmont Community Development Partnership | 300 2nd St | Washington St | Fairm |
| 03 34033900000000 | Valentine, Lillian J | 1406 Pineview Ave | 547 Washington St | Fairm |
| 03 34033800000000 | Davison, Asa | Po Box 1492 | 549 Washington St | Fairm |
| 03 34033700000000 | Proctor, Sharon R | 621 Front St | 551 Washington St | Fairm |
| 03 34033600000000 | Proctor, Sharon R | 621 Front St | Washington St | Fairm |
| 03 34033500040000 | Proctor, Sharon R | 621 Front St | Washington St | Fairm |
| 03 34033500030000 | Hylton Holdings LLC | 1902 Range Rd | 705 Washington St | Wade |
| 03 34033500000000 | Fairmont Community Development Partnership | 300 2nd St | Washington St | Fairm |
| 03 34033500020000 | Nwoko, Columbia J | 2116 Peach St | 817 Washington St | Morg |
| 03 34033500010000 | Clise, David E | 819 Washington St | 819 Washington St | Fairm |
| 03 34033400000000 | Nwoko, Columbia J | 2116 Peach St | Washington St | Morg |
| | Nwoko, Columbia J | 2116 Peach St | 823 Washington St | Morg |
| 03 34031900000000 | Haymond, Frank C | 154 Old Derry Rd | Ogden Ave | Hudso |
| 03 34031900020000 | First Alert Security LLC | Po Box 1958 | 831 Washington St | Logan |
| 03 34031900010000 | Nwoko, Columbia J | 2116 Peach St | 833 Washington St | Morg |
| 03 34031900000000 | Haymond, Frank C | 154 Old Derry Rd | Ogden Ave | Hudso |
| 03 35003200000000 | Nwoko, Columbia J | 2116 Peach St | Willard Ter | Morg |

| Parcel ID | Owner | Owner Address | Site Address | City C |
|---|---|---|---|---|
| 03 35003300000000 | Nwoko, Columbia J | 2116 Peach St | County Rd | Morg |
| 03 35003400000000 | Perkins, Harold C | 972 Mineral Rd | County Rd | Jane I |
| 03 35003500000000 | Moran, Fay & Mary C | 1908 Morgantown Ave | County Rd | Fairm |
| 03 35003600000000 | Nwoko, Columbia J | 2116 Peach St | County Rd | Morg |
| 03 35003700000000 | Nwoko, Columbia J | 2116 Peach St | County Rd | Morg |
| 03 35004000010000 | Hylton Holdings LLC | 1902 Range Rd | Washington St. Ext | Wanc |
| 03 35004000000000 | City of Fairmont | 200 Jackson St | Willard Ter | Fairm |
| 03 35004200000000 | City of Fairmont | Willard Te | County Rd | Fairm |
| 03 34035000000000 | H3LLC | 1483 Johns Creek Rd | 520 Washington | Milton |
| 03 34035200010000 | Haymond, Wm S & Thomas A | 154 Old Derry Rd | Washington St | Hudso |
| 03 34035200000000 | Ferrell, Dorothy M | 834 Washington St | 834 Washington St | Fairm |
| 03 34035300000000 | Sanner, Barry | 952 Washington St | 836 Washington St | Fairm |
| 03 34035400000000 | Ferrell, Lloyd N & Madonna D | 240 Samaria Rd | 836 Washington St | Fairm |
| 03 34035500000000 | McCaulley, Robert A & Va K | 860 Washington St | 860 Washington St | Fairm |
| 03 35002800030000 | Sanner, Barry | 952 Washington St | Washington St | Fairm |
| 03 35002800020000 | Martin, Michael A & Susan V | 806 Washington St | 806 Washington St | Fairm |
| 03 35002800010000 | Sanner, Barry | 952 Washington St | 808 Washington St | Fairm |
| 03 35003400010000 | Hickman, James L & Deborah K | Po Box 2152 | Washington St | Fairm |
| 03 35002900060000 | Sanner, Barry | 952 Washington St | Washington St | Fairm |
| 03 35002900070000 | Sanner, Barry | 952 Washington St | Washington St | Fairm |
| 03 35002900040000 | Perkins, H G | 972 Mineral Rd | 956 Washington St | Jane I |
| 03 35002900030000 | McCaulley, Michael R | 958 Washington St | Washington St | Fairm |
| 03 35002900010000 | McCaulley, Michael & Dawn | 958 Washington St | 958 Washington St | Fairm |
| 03 35003000000000 | Nwoko, Jacintha C | 2116 Peach St | Washington St | Morg |
| 03 35003100000000 | Hickman, Deborah | Po Box 2152 | 1098 Washington St | Fairm |
| 03 35003100010000 | Nwoko, Jacintha C | 2116 Peach St | Washington St. Ext. | Morg |
| 03 35003100040000 | Buzzo, Ricky G | Po Box 651 | Washington St. Ext. | Gran |

## Figure 9: Parcel Maps with Ownership



Garnet Ave
Washington St
Washington St
N
W
0
320
Feet


0 40 80 160 240 320
Feet

## Appendix C: Technical Details

The following technical details should be accounted for by planners, engineers and contractors working on the Washington corridor:

- Drainage is a major consideration for any street development project. Current surface flow from adjacent streets should be considered tributaries, and it is most economical to use street sections to direct flow of water. When placing drainage inlets, care should be taken to keep water flows diverted from areas of expected pedestrian use, or public property (as these are typically also high traffic areas). If gutters are needed, the American Association of State Highway and Transportation Officials (AASHTO) recommends using a 0.02-0.03% grade (American Association of State Highway and Transportation Officials, 2011).
- Safety in regard to speed is another major consideration. Lower speed zones allow for construction options such as an increased slope, absence of guardrails, and decreased warning signage for obstacles. While the context of the area and expected activities should be considered in each instance, 20-30 miles per hour is typical of this type of project (American Association of State Highway and Transportation Officials, 2011).
- Safety in regard to visibility should also be planned for. Passing on a residential arterial street is rarely an option, so stopping sight distances should be a minimum of 100-200 feet (American Association of State Highway and Transportation Officials, 2011).
- The grade of the road should be as level as can practically be accomplished (less than 15% if possible) for the area. Should the grade of the road (the incline) become steeper than four percent, the drainage considerations become critical. There should be extra care for erosion prevention and open drainage options. Streets with an outer curb should have a minimum of 0.20%, and ideally be at 0.30% (American Association of State Highway and Transportation Officials, 2011).
- The alignment refers to what degree a road is level from side to side, and should attempt to cater to the natural topography as much as possible to lower the need for fill and increase the long-term safety of the roadway. In this particular project, the alignment will be a major concern, as any practical right-of-way will involve a need to cut into the current hillside and to stabilize the downhill side of Washington, parallel to the Monongahela River, which is already failing away (American Association of State Highway and Transportation Officials, 2011).
- To increase levels of safety along the corridor, curves should have as large a radius as possible, with 75 feet for a 20 mile per hour speed zone as a minimum, though 100 feet is preferred (American Association of State Highway and Transportation Officials, 2011).
- The cross slope, cross fall, or camber of the road refers to the tilt of the road to promote drainage to the sides of the road. This is a major factor in road safety. Recommendations from AASHTO on cross slope depend on the type of pavement used. If there are no outer curbs present, high type, or bituminous pavements are recommended at a 1.5-2 percent slope; low type, graded, loose aggregate surfaces or drained roads are recommended at two to six percent. If there are outer curbs, the lane adjacent to the curb should be made 0.5-1 percent steeper (American Association of State Highway and Transportation Officials, 2011).
- Much of the project will depend on how the lanes are arranged logistically, a decision which may change over the course of the participatory planning process. In general, the AASHTO guidebook states that while 9 foot lanes in residential settings are possible, they prefer 10 feet moving lanes, and that 11 foot is actually ideal (American Association of State Highway and Transportation Officials, 2011). Smart Growth America cites a best practice report from California that noted blocks longer than 600 feet showed a marked increase in speeding violations, as well as jaywalking, so stops or other traffic calming elements are recommended at this interval (Sacramento Transportation & Air Quality Collaborative, 2005). The same report also recommended two-directional travel lanes could be only eight to nine feet wide, as this would assist in slowing traffic as well (Sacramento

Transportation & Air Quality Collaborative, 2005). The report included a number of other alternate recommendations Sacramento had found (see Figure 10).

Figure 10: Street Standards (Source: Sacramento Transportation & Air Quality Collaborative, 2005)

| Item | Low Volume Residential | Medium Volume Residential | Non-Residential | Front-loading Residential | Rear-loading Residential (no driveways) | Non-Residential | Minor Arterial | Major Arterial |
|---|---|---|---|---|---|---|---|---|
| Daily Volume (ADT) | 0 - 750 | 750 - 1,500 | up to 5,000 | 1,500 - 5,000 | 1,500 - 5,000 | 13,000 or less | 20,000 or less | 30,000 or less |
| Street Characteristics | | | | | | | | |
| No. of Travel Lanes | 2 | 2 | 2 | 2 | 2 | 2 | 4 | 6 |
| Width (curb-to-curb) (feet) | 30 | 32 | 34 to 36 | 41 to 43 | 27 to 30 | 55 to 58 | 64 to 71 | 87 to 96 |
| On-Street Parking (Y,N) | Y | Y | Y | Y | N | Y | N | N |
| Parking Lane Width (feet) | 7 | 7 | 7 | 7 | N/A | 8 | N/A | N/A |
| Travel Lane Width (feet) | 8 | 9 | 10 to 11 | 10 | 10 | 11 | 11 to 14 | 11 to 14 |
| Left-Turn Lane Width (feet) | N/A | N/A | N/A | N/A | N/A | 10 | 10 to 12 | 10 to 12 |
| Raised Median (Y,N) | N | N | N | N | N | N | Y | Y |
| Maximum Block length (ft) | 600 | 800 | 800 | 1,000 | 1,000 | 1,000 | 1,300 | 1,300 |
| Minimum Sidewalk Width (feet) | 5 (attached) 4.5 (detached) | 5 (attached) 4.5 (detached) | 5 (attached) 4.5 (detached) | 6 to 8 | 6 to 8 | 6 to 8 | 6 to 8 | 6 to 8 |
| Bicycle Lanes (Y, N) | N | N | N | Y | Y | Y | Y | Y |
| Transit Accomodation | None | None | Possibly bus stops | Possibly bus stops | Possibly bus stops | Bus Stops | Bus Stops | Enhanced Bus Stops |
| Landscape strip (Y, N) | Y | Y | Optional | Y | Y | Y | Y | Y |
| Minimum Landscape Strip Width (feet) | 6 | 6 | 6 | 8 | 15 including sidewalk | 15 including sidewalk | 15 including sidewalk | 15 including sidewalk |

- Curbs are also an element that greatly depends on the context of a corridor, but AASHTO does recommend they generally be four to six inches high (American Association of State Highway and Transportation Officials, 2011). If there is a gutter, the pan should generally be two feet wide, and the corresponding curb should be the maximum six inches (American Association of State Highway and Transportation Officials, 2011). The above-mentioned report cited by Smart Growth America recommends keeping curbs a minimum of six inches whenever possible (Sacramento Transportation & Air Quality Collaborative, 2005).
- Sidewalks have a multitude of possible contextually-dependent recommendations, the most important of which are as follows:
    - Per Americans with Disabilities Act of 1990 recommends sidewalks be five feet wide, to allow two wheelchairs to pass each other on two-directional sidewalks (Department of Justice, 2010).
    - AASHTO recommends cross slopes of sidewalks should not exceed 1:48, and that running slopes should not exceed 1:20 (American Association of State Highway and Transportation Officials, 2011).
    - Ramps on sidewalks should match the width of the approaching sidewalk, with a minimum 3 feet prior to slopes (American Association of State Highway and Transportation Officials, 2011).
    - Pedestrian crossings should be highly visible crosswalks, and should include audible signals and countdowns at intersections (Department of Justice, 2010) (Sacramento Transportation & Air Quality Collaborative, 2005).
    - In contexts where space allows, the use of artistic displays, street furniture, attractive landscaping or other items to encourage congregation and community can be promoted (Sacramento Transportation & Air Quality Collaborative, 2005). In these cases sidewalks

should be at least 5.9 feet (1.8 meters) wide to accommodate furniture and plantings (Niagara Region, 2013).

- Driveways are to be constructed w/in public right of way, creating access to properties in ways that will not block sidewalk/street/border area etc. These are viewed as small intersections, and should be planned as carefully in terms of sight distances, control of obstructions, regulation of intersecting angles, widths, spacing, and alignments. Returns should have no less than a three foot radius in the curve, and use of a flare in the pavement is recommended to help distinguish it from an intersection, as well as to allow for accessibility (American Association of State Highway and Transportation Officials, 2011).
- Horizontal clearance to obstructions is the distance between traffic and stationary vertical aspects of the street design. AASHTO recommends a minimum of 1.5 feet between the curb and any utility poles or fire hydrants (American Association of State Highway and Transportation Officials, 2011). At residential speeds (under 40 miles per hour) trees can be a pleasant addition to the design, if they are on the other side of curbs and do not visually block an intersection (American Association of State Highway and Transportation Officials, 2011). Guardrails are recommended at these speeds only where "significant risk" presents itself, such as very steep areas on the river side of Washington Street (American Association of State Highway and Transportation Officials, 2011).
- Vertical clearance is not likely to be a problem in the Washington Street corridor unless major changes are made, but should that situation arise AASHTO recommends at least 14 feet high underpasses, to allow for future resurfacing (American Association of State Highway and Transportation Officials, 2011).
- The boarder area refers to the space between the edge of the road and the right of way, should there be any. If desired and the space allows, a buffer area should increase the safety and space between pedestrians and traffic, as well as allow area for snow storage, landscaping, above ground utilities, and sidewalks (American Association of State Highway and Transportation Officials, 2011). This area is recommended to be a five foot minimum (ten or more feet would be optimal), but AASHTO does state that a "buffer of two feet may be tolerated" (American Association of State Highway and Transportation Officials, 2011).
- Medians can be used for a number of different objectives, such as traffic calming, pedestrian and crossing refuge space, utility placement, drainage control and landscaping. These can be very dependent upon the space available, however, and so vary greatly depending upon each situation and design. Current information on the infrastructure in support of utilities on the Washington Street corridor can be obtained from the Fairmont Department of Public Works (City of Fairmont, n.d.). Recommended street lighting
    - Street lighting: local residential = 0.4 ft-c suggested minimum
        - Have designer consider context of street/grade/hills to avoid glare, make lighting transitions gradual (http://nacto.org/docs/usdg/geometric_design_highways_and_streets_aashto.pdf)
- Landscaping can be used in a complete street design to promote environmental sustainability and keep the neighborhood within a naturalized local theme. Erosion control can be addressed with natural ground cover of regional import, and usually this will be a more economical option than others (American Association of State Highway and Transportation Officials, 2011). By not straying from the original state, the area is likely to be more open to future additions or modifications, as the need arises (American Association of State Highway and Transportation Officials, 2011).
- Bike lanes will be a major part of this Washington Street corridor, as they will be used as part of the rail trail connectivity. The AASHTO recommends keeping cyclists to the side of the road that they are most likely to turn to, limiting the amount of cross-over traffic (American Association of State Highway and Transportation Officials, 1999). While two-directional lanes were not recommended due to the increase in possible accidents (American Association of State Highway and Transportation Officials, 1999), space limitations on the Washington corridor may force their use. Chicago's Department of Transportation has a well-renowned Cycling Plan which utilizes 8 foot lanes for two-way cycling

traffic, albeit in protected lanes (Chicago Department of Transportation, 2016). The city of Niagara also produced a Complete Street plan for its city with bike lanes specified at 1.5 meters wide for one-way lanes (Niagara Region, 2013).

## Appendix D: Additional Resources

The following resources provide educational, administrative, or technical support for complete street projects, should the City of Fairmont need them:

Toole, Jennifer. (October 2011). *Update of the AASHTO Guide for the Planning, Design and Operation of Pedestrian* Facilities. Retrieved from: http://onlinepubs.trb.org/onlinepubs/nchrp/docs/NCHRP20-07(263)_FR.pdf

NACTO. (n.d.). *Urban Street Design Guide*. Retrieved from: http://nacto.org/publication/urban-street-design-guide/

Monsere, C., Dill J., McNeil, N., Clifton, K. J., Foster, N., Goddard, T., Berkow, M., Gilpin, J., Voros, K., van Hengel, D., Parks, P. *Lessons from the Green Lanes: Evaluating Protected Bike Lanes in the U.S. NITCRR-583*. Portland, OR: Transportation Research and Education Center (TREC), 2014. http://dx.doi.org/10.15760/trec.115

Smart Growth America's free workshops and technical assistance opportunities can be applied for at: https://smartgrowthamerica.org/work-with-us/apply-for-our-free-technical-assistance/

Engagement with the community for street design could be encouraged through the free online street design software at www.streetmix.net.

3.3.14 Windmill Park Recreation Complex Project Plan

# WINDMILL PARK RECREATION COMPLEX

5/15/2017

Phillip Avis and Margaret Stout

**The Windmill Park Recreation Complex is a long-term project to enhance the existing park facilities and develop an indoor recreation complex adjacent to the park through a public-private partnership. This project was conceived through in-depth community-driven visioning and strategic planning. Participatory planning will continue through final design and construction.**

# WINDMILL PARK RECREATION COMPLEX

PROJECT PLAN

## EXECUTIVE SUMMARY

The Windmill Park Recreation Complex is a long-term project to enhance the existing park facilities and develop an indoor recreation complex adjacent to the park. This project was conceived through in-depth community-driven visioning and strategic planning. Specifically, through a partnership with Margaret Stout, Associate Professor of Public Administration at West Virginia University, a team of faculty, staff, and students accompanied neighbors in a two-year process of learning, organizing, visioning, planning, and action (2015-2017). The resulting Neighborhood Action Plan contains a host of strategies designed to achieve objectives and goals for social, economic, and physical development. Through prioritization of these strategies, projects were selected for immediate action by members of the Westside Action Coalition, which includes both individuals and organizational representatives. This project is one of those selected for action.

Despite its many improvement needs, Windmill Park is currently utilized for events, sports practice, and sports league games, including programs offered by the Fairmont Community Youth Development Center. The park is located at the end of Ogden Avenue in Fairmont, WV. It is the largest city park; its 22 acres feature three baseball fields with bleachers, one football field with bleachers, one soccer field, two basketball courts, a walking trail, a children's playground, a bathroom, a concession stand, and a large open air pavilion. The park is in the heart of the Jackson Addition neighborhood, and is within walking distance from downtown, the Monongahela River, Buffalo Creek, and the forthcoming Marion County Connector Rail Trail. The park is also served by one of the Fairmont-Marion County Transit Authority bus routes. Therefore, the community needs the park to be revitalized, enhanced, and expanded to include an indoor recreation facility that will provide affordable, year-round recreational opportunities for all patrons in the community.

This physical development project will expand public parks and facilities to meet recreation and leisure needs, thereby stimulating private investment in the built environment through housing development in the many vacant lots surrounding the park and its vicinity. However, it also helps to achieve social and economic development objectives found in the WAC Neighborhood Action Plan. Recreation facilities will expand youth, adult, and senior development opportunities, thereby improving the capacity of individuals, families and neighborhoods to thrive and enjoy a high quality of life. The improved facilities will create a social space for neighbors to interact with one another. Finally, improved and expanded recreation facilities may even encourage recreation-oriented enterprise that could increase individual and family incomes.

The park improvements and recreation facility will also help fulfill the goal the City of Fairmont set forth in the 2005 Comprehensive Plan, to "provide a balanced recreation system that contributes to the wellbeing of families and individuals, the attractiveness of neighborhoods and the economic, social and environmental health of the community as a whole". Furthermore, it supports the City's ordinance to promote "the general public welfare, health, safety, comfort, and morals". As proposed, the project goes above and beyond the previous City of Fairmont Park and Recreation Master Plan by not only improving the outdoor facilities but by

building an indoor recreation center. It will also contribute to the Fairmont Connectivity Plan, which has a goal of making recreation facilities easily accessible and interconnected to create healthy, active lifestyle opportunities.

The project will produce state-of-the-art park and recreational facilities that are accessible throughout the year and affordable to all patrons. This is particularly important for the immediate neighbors of Windmill Park. Considering that a majority of the community is of low socioeconomic status, many could not afford to pursue recreational opportunities at privately owned facilities or gyms. Furthermore, the outdoor fields will be utilized by the many sports leagues in the area for training, practice, and games.

This project will start with formation of a Windmill Park and Recreation Complex Project Team of five to seven stakeholders in the community who are dedicated to improving the park and building a recreation complex. The Project Team can then continue to advocate for improvements by the City to the park and pursuing funding through various agencies and organizational programs that support park and recreational opportunities for the wellbeing of communities. The vacant land that could be allocated adjacent to the park that could be used for expansion should also be secured. Once the funding goals have been met and the proper financing is available, the first phase of development will begin with the selection of engineering, architecture, landscape design, and construction companies through a bidding process. Surveying and marking of the proposed land for development will be done to prepare for construction. Building plans and renderings will be created while permits, contracts, and agreements are filed with the City for the development. Furthermore, a preliminary construction budget and operating budget will be prepared. Once everything is approved and prepared, excavation will launch the construction phase.

# INTRODUCTION

Windmill Park is located at the end of Ogden Avenue in Fairmont, WV. It is the largest public park in the city; its 22 acres feature three baseball fields with bleachers, one football field with bleachers, one soccer field, two basketball courts, a walking trail, a children's playground, a bathroom, a concession stand, and a large open air pavilion. The park is in the heart of the Jackson Addition neighborhood and is within walking distance from downtown, the Monongahela River, Buffalo Creek, and the forthcoming Marion County Connector Rail Trail. The park is also served by one of the Fairmont-Marion County Transit Authority bus routes.

The community cherishes Windmill Park for the recreational opportunities and social event space it provides. Unfortunately, the park has experienced disinvestment over the years, as shown in Figure 1. Therefore, the community would like to see the park revitalized, enhanced, and expanded to include an indoor recreation and fitness facility that will provide affordable year-round recreational opportunities for all patrons in the community.

Figure 1: Existing Windmill Park Conditions

To accommodate enhanced facilities, the City of Fairmont intends to expand the park through the purchase of adjacent lots to the south and east. This would either bring the park boundaries to the street right-of-way for Willard Road and Sycamore Street, or encompass that street-right-way if property access can be provided from Washington Street. The potential expansion area is shown in Figure 2.

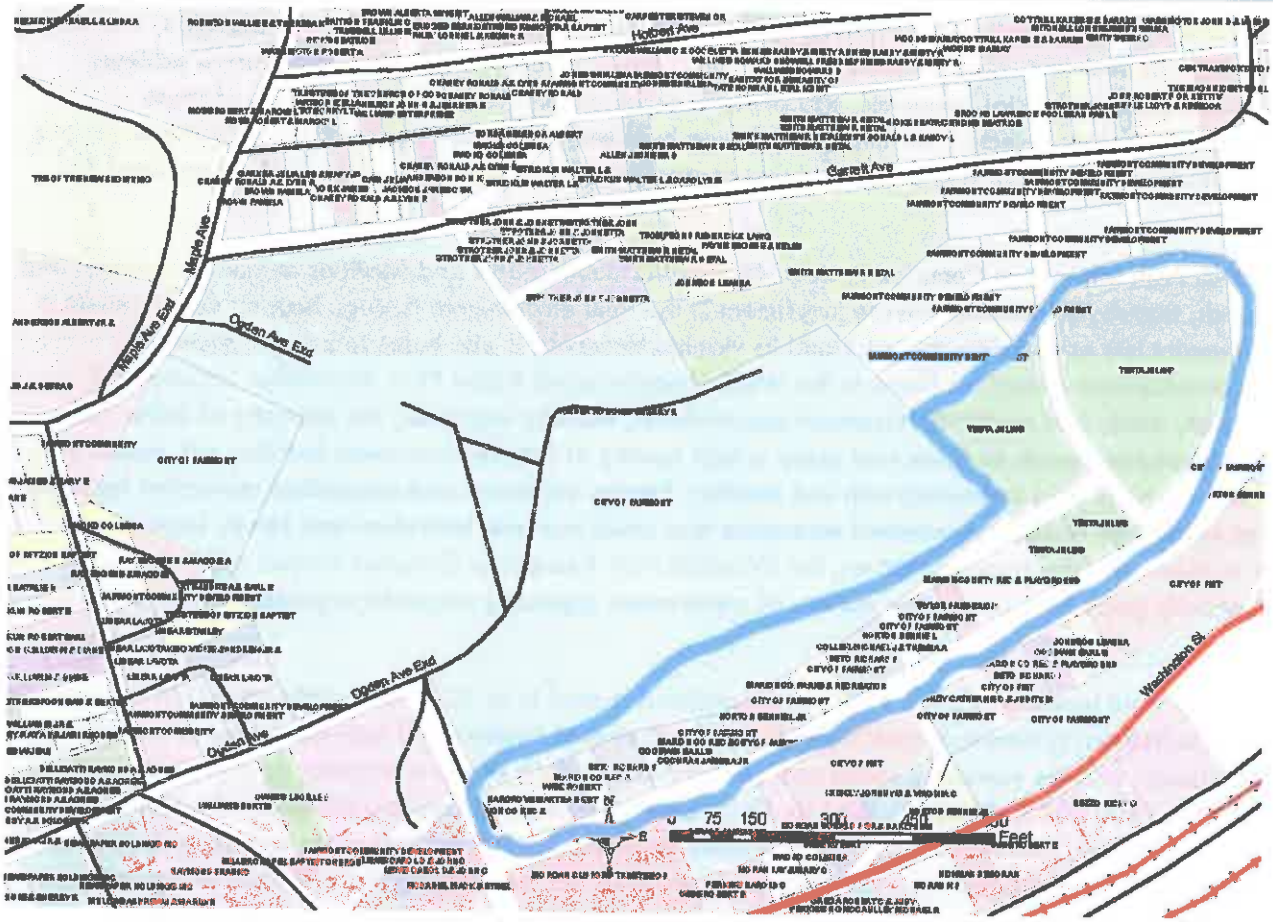



**Figure 2: Proposed Windmill Park Expansion Area**

This project plan explains how to tackle this endeavor. The first section reports policy findings from various government agencies and nonprofit organizations that are in support of such initiatives and which may provide technical and financial support. The second section presents legal findings that cover issues that may either foster the project or hinder it such as property ownership, right-of-way, and liability. The third section offers technical findings, including details on how to implement the project. Finally, an action plan is provided that includes tasks such as development procedures, zoning approvals, building permitting, construction plans, and financing. This narrative is followed by an estimated budget and resource development plan, including potential funding and technical assistance sources and how and when to access them. Appendices will provide reference materials for use during implementation.

## RESEARCH FINDINGS

The following subsections explain relevant policy, legal, and technical information necessary for successful project implementation.

### Policy Findings

The Windmill Park Recreation Complex plan is a long-term project to enhance the existing park area and facilities and develop an indoor recreation complex adjacent to the park. This project was conceived through in-depth community-driven visioning and strategic planning. Specifically, through a partnership with Margaret Stout, Associate Professor of Public Administration at West Virginia University, a team of faculty, staff, and

students accompanied neighbors in a two-year process of learning, organizing, visioning, planning, and action (2015-2017). The resulting Neighborhood Action Plan contains a host of strategies designed to achieve objectives and goals for social, economic, and physical development. Through prioritization of these strategies, projects were selected for immediate action by members of the Westside Action Coalition (WAC), which includes both individuals and organizational representatives. This project is one of those selected for action.

The Windmill Park Recreation Complex Project will expand public parks and facilities to meet recreation and leisure needs, thereby stimulating private investment in the built environment through housing development in the many vacant lots surrounding the park and its vicinity. However, it also helps to achieve social and economic development objectives found in the WAC Neighborhood Action Plan. Recreation facilities will expand youth, adult, and senior development opportunities, thereby improving the capacity of individuals, families and neighborhoods to thrive and enjoy a high quality of life. The improved facilities will create a social space for neighbors to interact with one another. Finally, improved and expanded recreation facilities may even encourage recreation-oriented enterprise that could increase individual and family incomes. In addition to these neighborhood objectives, the Windmill Park Recreation Complex Project will help to meet physical activity goals held by a wide variety of government agencies, nonprofit organizations, and public programs.

Starting at the local level, the City of Fairmont established a goal in its 2005 Comprehensive Plan to "provide a balanced recreation system that contributes to the wellbeing of families and individuals, the attractiveness of neighborhoods and the economic, social and environmental health of the community as a whole" (Fairmont Comprehensive Plan, 2005). Similarly, the City Ordinance states it is, "promoting the general public welfare, health, safety, comfort, and morals" (City of Fairmont). Its guiding principles reference a need to support the social fabric of the community while reclaiming, redeveloping, and revitalizing marginalized or abandoned areas. The Plan also states that revenues and resources should be used for recreation and community institutions throughout the city; a range of parks, green spaces, and community gardens, should be distributed across neighborhoods. When possible, open lands should be used to define and connect different neighborhoods and districts. Finally, the document outlines sustainable development guidelines for promoting shared spaces that are easily accessible to the public.

Similarly, the City's 2012 Parks and Recreation Master Plan notes that parks are a quality of life asset that not only benefit "health and mental well-being but they also have a significant and profound impact on the economic health of a community" (Fairmont Park and Recreation Master Plan, 2012, p.1 ). Specific improvements recommended for Windmill Park include: updated fields, updated facilities, bleachers, and installation of electrical hook-ups for vendors. The Fairmont Connectivity Plan contributes to this effort by making recreation facilities easily accessible and interconnected to create healthy, active lifestyle opportunities (Fairmont W.V. Connectivity Plan, 2012). Windmill Park is noted as a premier park and community event destination that should be better connected to downtown Fairmont and beyond, particularly by foot and bike.

The Marion County Park and Recreation Commission (MCPARC) is similarly committed to the purpose of "providing quality park and recreation areas for all your leisure activities" (Marion County Parks and Recreation Commission). In addition to maintaining its own parks, MCPARC offers community grants to municipalities and nonprofit groups to increase recreational opportunities throughout the county.

At the state level, West Virginia On the Move has been at the forefront of initiating, supporting, and collaborating with individuals, communities, and government to promote a physically active lifestyle in West Virginia since 2004. The nonprofit organization promotes awareness of the benefits of a physically active

lifestyle, and offers leadership, expertise, and best practices to other groups that share this mission. The Centers for Disease Control and Prevention (CDC) also developed a West Virginia Action Guide that was adopted in 2014 that included a main strategy of creating or enhancing access to safe places for physical activity.

An alliance of organizations such as the American Heart Associations and American Medical Association worked in collaboration with the CDC to develop the National Physical Activity Plan (Centers for Disease Control and Prevention, 2010). Its mission is to improve health, prevent disease and disability, and enhance quality of life. The associated West Virginia Physical Activity Plan seeks to create adequate public facilities for physical activity opportunities (Active WV, 2015). Mirroring the National Physical Activity Plan, it has a vision that one day, all West Virginians will be physically active and they will live, work, and play in environments that encourage and support regular physical activity.

The National Park and Recreation Association also advocates for improved access to open space and recreational opportunities for all people. The group has advocated for a Community Park Revitalization Act that allocated funding through programs supported by HUD for construction and rehabilitation of recreation facilities. As it stands today, the USDA has a specific rural development community facilities program that states essential community infrastructure is key in ensuring that rural areas enjoy the same basic quality of life and services enjoyed by those in urban areas. The USDA also supports sustainable rural communities by investing in healthy, safe, and walkable neighborhoods.

## Legal Findings

The legalities to consider for this project include property ownership and public right-of-way for access, zoning, contractual relationships, and liability and licensure. Each issue is discussed in turn.

### Property Ownership and Right-of-Way

Windmill Park is a 22-acre lot that is owned by the City of Fairmont and is zoned for recreational use. The Marion County Assessor's Office online resources show that the property is currently worth $147,960. A determination of all recorded right-of-way through the property would require a title examination. A utility map from the City's Engineering office would give the location of known water and sewer lines. Other utilities may only be locatable by an accurate survey of the property.

Right-of-way rights leading into the park from the street will need to be established with a title examination. As shown in Figure 3, the City of Fairmont intends to either pave the street right-of-way along Willard Road and Sycamore Street or utilize that right-of-way for park expansion. Also shown in Figure 3 are adjacent parcels that would enable expansion of the park to expand amenities. Information on these parcels is shown in Table 1. Many of the parcels are already owned by either the City of Fairmont or the Marion County Parks and Recreation Commission (MCPARC).

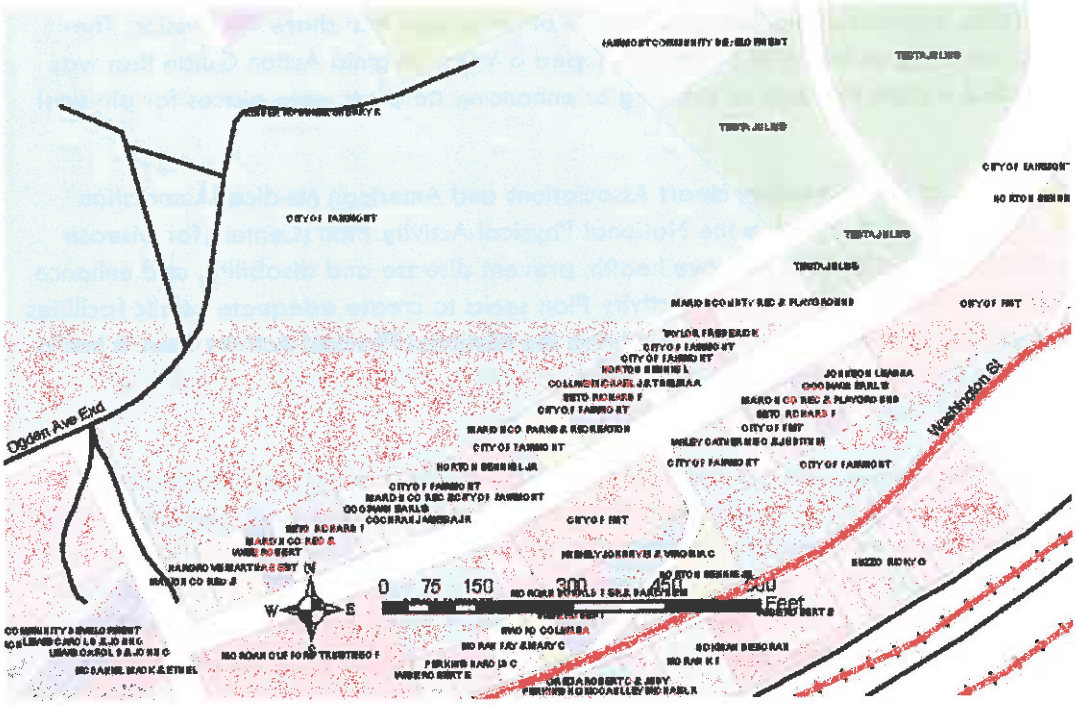



Figure 3: Potential Expansion Parcel Ownership and Street Right-of-Way

## TABLE 1: OWNERSHIP INFORMATION OF POTENTIAL EXPANSION PARCELS

| Property Owner | Address | Parcel ID | Acres | Land Value | Building Value | Total Value |
|---|---|---|---|---|---|---|
| Fairmont Community Development Partnership | Blk E Ls 9-10 Willard Terr | 03-35-79 | | $2,520 | $0 | $2,520 |
| Testa, Julius | Willard Terr | 03-35-78 | | $4,980 | $0 | $4,980 |
| Testa, Julius | Willard Terr | 03-35-86 | 1.45 | $4,260 | $0 | $4,260 |
| Smith, Matthew R | Pcl Garrett Ave | 03-35-92 | 2.384 | $14,760 | $1,980 | $16,740 |
| Testa, Julius Heirs | Lot (0.31 Ac) Garrett Ave | 03-35-103 | 0.31 | $5,760 | $0 | $5,760 |
| Clay, Diane P & Percy, L | Maple Ave Ext | 03-35-93 | 0.1044 | $7,800 | $20,700 | $28,500 |
| Smith, Matthew | Pcl Garrett Avenue | 03-35-94 | | $1,560 | $0 | $1,560 |
| Strother, John & Johnetta | Holloway Addn | 03-35-101 | | $3,720 | $0 | $3,720 |
| Testa, Julius | Block A Lots 31-32-33 Willard Terrace | 03-35-77 | | $2,580 | $0 | $2,580 |
| Testa, Julius | Pt Lt 29-30 Blk A Willard Dr | 03-35-76 | | $5,460 | 0 | 5460 |
| Horton, Bennie | Blk A Lt 24 Willard Drive | 03-35-75 | | $540 | $0 | $540 |
| Beto, Richard F | Blk C Lot 19 Willard Drive | 03-35-70 | | $1,080 | $0 | $1,080 |

| Property Owner | Address | Parcel ID | Acres | Land Value | Building Value | Total Value |
|---|---|---|---|---|---|---|
| Nwoko, Jacintha C | Blk A Ls 13-14 Willard Dr | 03-35-66 | | $1,980 | $0 | $1,980 |
| Goodwin, Ronald W (Life Wb 131-719) | Blk A Lt 9 Willard Dr | 03-35-62 | | $540 | $0 | $540 |
| Cochran, James A. Jr | Blk A Lt 8 Willard Dr | 03-35-61 | | $540 | $0 | $540 |
| Beto, Richard F | Blk A Ls 6-7 Willard Drive | 03-35-60 | | $2,340 | $0 | $2,340 |
| Horton, Bennie | Blk A Willard Drive Lt 4 | 03-35-58 | | $600 | $0 | $600 |
| Hope Realty LLC | Blk A Ls 2-3 Willard Terrace | 03-35-57 | | $2,280 | $0 | $2,280 |

### Zoning

Parcels or street right-of-way converted to park open space would need to be rezoned from Neighborhood Residential to Parks. Parcels or street right-of-way used to develop a recreation facility may require a change to a different zoning district, depending upon the specifics of the proposal. Section 4.9 of the City of Fairmont Planning and Zoning Code provides guidance for Civic Uses, while Section 4.10 provides guidance for Commercial uses over 30,000 square feet and Section 4.30 provides guidance for Recreational Facilities. Section 5.4 provides guidance on parking lot design. The recreation facility may also be considered a large-scale development, which would require a planned development area that would adhere to Section 3.1.12 (see Appendix A). This procedure requires a pre-application conference with the City of Fairmont that leads to an outline plan approval, followed by a development plan approval before construction could begin. Further detail about the necessary documents and materials that will need to be presented at each step during the process can be found in (Appendix A).

### Contractual Relationships

Given the scope of developing and operating an indoor recreation facility, a public-private partnership is recommended between the City of Fairmont, MCPARC, and the Harrison County YMCA or similar nonprofit, private developer and recreation facility operator. A nonprofit partner is recommended to ensure that user fees are kept affordable for the immediate neighbors of the facility. State Code (§22-28-4) enables community infrastructure investment agreements with any person for the purpose of constructing new project facilities or substantially improving or expanding project facilities. Consequently, this enables public-private partnerships for public facilities and guidelines for such a partnership with the City of Fairmont can be referred to in (Appendix B).

### Liability and Licensing

The City of Fairmont has comprehensive liability insurance for Windmill Park. The developer/operator of the indoor recreation facility would need to carry comprehensive liability insurance for the building and programs and obtain appropriate state licensure for any recreation or other programs offered.

## Technical Findings

Given the scope of this project, technical findings are categorized under (1) enhancements to the existing park and its amenities, and (2) development of an indoor recreation center.

## Park Enhancements

According to the Community Visioning Conversation Report and the Neighborhood Action Plan, the neighbors of Windmill Park would like to see a number of specific improvements to the park's fields and facilities. This would include not only updating the baseball, football, soccer fields, as well as the walking track, basketball courts, playground, restrooms, concession stand and pavilions. In addition, the community would like to see enhancements such as ample lighting, bleachers, scoreboards, a PA system and a dog park. In addition to these desires, the Fairmont Police Department wants to see improved circulation of vehicles into and through the park for improved safety. This requires at least two places for ingress and egress with continuous movement through the park. The site plan in Figure 4 provides one option for achieving these objectives.

Figure 4: A Possible Park Design (Source: Lexi Chacalos, London Oliverio, Rachel Dapper, and John Pruett).

## Indoor Recreation Facility

This project plan considers a 40,000 square foot recreation facility. Two examples are shown in Figure 5.

Figure 5: Examples of 40,000 square foot recreation facilities. (Source: YMCA)

Before determining the final site for the indoor recreation facility, one key construction issue must be addressed. Because there have been mining subsidence issues in the vicinity (see Figure 6), a soil study and survey of potential construction sites should be done to make sure the property is structurally sound. The survey may find that grouting is necessary prior to construction.

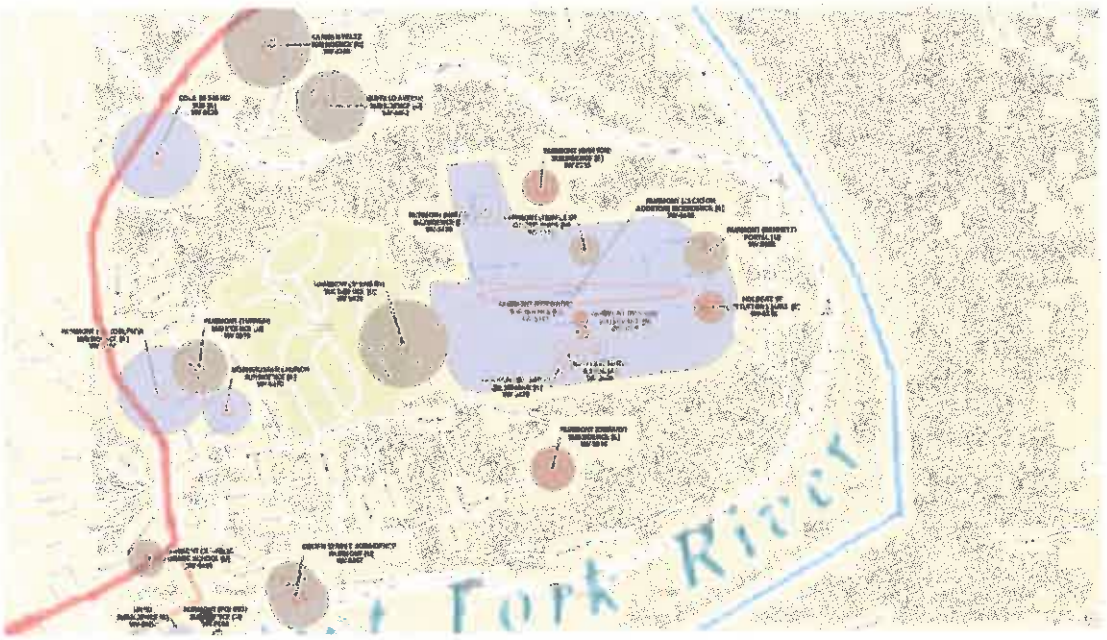



Figure 6: Subsidence Map

Assuming that a sound area for construction is identified, a typical 40,000 square foot recreation center would include a lobby and lounge area, locker rooms, gymnasiums, a swimming pool, fitness studios, a child care area, and other general purpose rooms. An example floor plan is shown with phased construction in Figure 7. For a more realistic representation, see Figure 8 for example interior views.

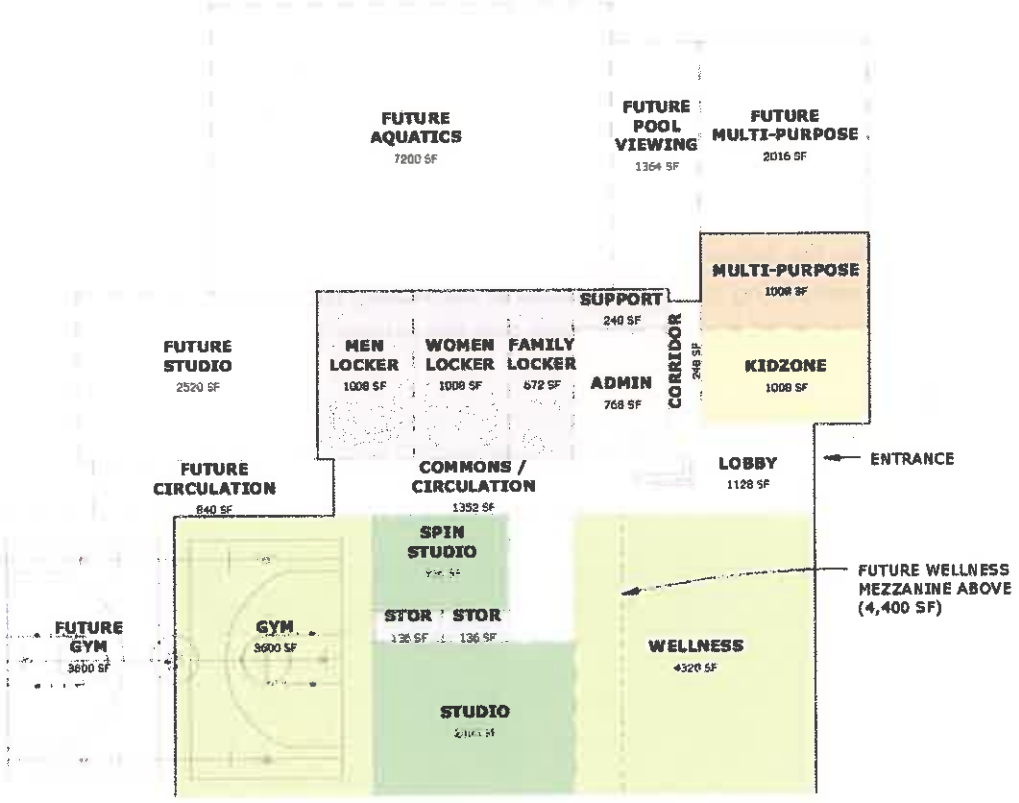



Figure 7: Example Floor Plan. (Source: YMCA)

Figure 8: Example Interiors. (Source: YMCA)

Developing a recreation facility of this scope is a major undertaking. As public resources and budgets have been dwindling over the years, public-private partnerships have been one of the best ways to carry out successful public facilities development projects. This allows organizations to achieve shared goals and objectives by combining their resources and expertise while also sharing the financial risk. While any private developer/operator could be engaged in such a partnership, this project plan recommends strong consideration of the Harrison County YMCA because the organization has a similar vision and purpose to that of the Westside Action Coalition, it wishes to expand services into Marion County, and the President and CEO has extensive experience in both development from the ground-up and ongoing operations and maintenance.

The YMCA mission is to strengthen communities through youth development, healthy living, and social responsibility. As a national organization of affiliates, the YMCA of the USA has a proven track record of building and operating recreation facilities in numerous other cities around the country for over 100 years. With technical support from the national office, the Harrison County YMCA has the organizational capacity to successfully build and operate a recreation center. Its detailed market feasibility, capital campaign approach, and development procedures includes supporting documents and benchmarks that are established for each phase of the project, from an initial vision all the way to an operational facility (see Appendix C). The organization wishes to expand its services in the tri-county region in order to make recreation opportunities more accessible and affordable to residents in Harrison, Marion, and Monongalia counties.

The first step to launching this development project will be to form a public-private partnership (PPP) for formal decision making and implementation activities. To support this team, a Project Action Team should be formed to support their efforts. The members should include all other stakeholders interested in the project, including the Fairmont Parks and Recreation Commission, MCPARC, the WAC, and the many sports leagues who currently use Windmill Park. However, broad-based community support of this public facilities project is critical. Therefore, members should include other stakeholders in the community who are passionate about the project. They can support the PPP in detailed planning, community market research, and capital campaign efforts for both park enhancements and development of the recreation facility.

Once the PPP is established, the YMCA can complete a feasibility study to determine the need and desire for the recreation facility. The study considers area demographics, completes a primary market and competitor analysis, and conducts potential program participant surveys. If the feasibility study results are positive, partnership agreements will be formalized and a YMCA branch charter will be secured. A resource development plan will be completed, including the overall financing plan and scope of project. The initial architectural plans will then be made with renderings and a project budget can be developed. These tools are used to launch a capital campaign to acquire funding from organizations and donors. Once the benchmark for funding has been met and the proper finances are ready, the construction process can begin. As the construction is nearing completion, the YMCA's transition team can begin their work to guide and advise the Y's board and staff on all matters relating to the operational start-up. This will allow the new branch to develop and follow a thoughtful plan as it transitions to its grand opening.

The Project Action Team should also continue to work with the City of Fairmont to advocate for enhancements to the outdoor facilities. This can be done through continued participatory planning, prioritizing amenities, and pursuing funding for improvements through grants or foundations that have a similar mission that will assist in financing the revitalization of the park. This continued work will determine the specific vision and expectation the community has for each improvement. Then as funding is acquired the City can carry out the implementation of each project phase.

## ACTION PLAN

The following Windmill Park Recreation Complex Project Action Plan is split between enhancements and the recreation facility, and is structured according to the following levels of specificity:

1. Overall Activity: What

    1.1. Action Step: How

        1.1.1. Detailed Tasks: Who, Where, When…

## Windmill Park Enhancements

1. Establish a Windmill Park Recreation Complex Project Action Team to advise project implementation.
    1.1. Recruit stakeholders from the community that are dedicated to park enhancement efforts.
    1.2. Hold monthly meetings to establish expected park enhancements.
    1.3. Attend board meetings with the Parks and Recreation Commission to coordinate park enhancement efforts.
2. Continue participatory planning to complete a park master plan.
    2.1. Determine desired improvements for the park and further enhancements.
    2.2. Develop preliminary renderings and construction plans.
    2.3. Develop a construction budget (labor and materials) based on design.
3. Obtain approval of the final project plan.
    3.1. Conduct and internal staff review and discussions.
    3.2. Discussions with other government entities/private entities for possible partnerships.
    3.3. Possible intergovernmental agreements if necessary to be drawn up.
    3.4. Agreements up for approval by council via resolution.
    3.5. Presentation to Parks and Recreation Commission.
    3.6. Presentation to City Council.
4. Create and execute a resource development plan.
    4.1. Use preliminary information provided in the Project Action Plan.
    4.2. Apply for grants through agencies, organizations, foundations, and programs that support such initiatives.
    4.3. Launch a capital campaign for specific park enhancements.
    4.4. Investigate the possibility of issuing a public facilities bond.
5. Acquire property for park expansion.
    5.1. Clear titles.
    5.2. Complete lot ties with the existing Windmill Park lot.
    5.3. Obtain appropriate zoning changes.
6. Allocate funding and finances for park enhancements.
    6.1. Determine whether and how the project will be phased.
7. Select engineering, development, and construction firms.
    7.1. Research engineering, development and construction firms that work specifically on parks and recreation development.
    7.2. Interview engineering, development and construction firms that could be potentially hired.
    7.3. RFP created and released for design and engineering.
    7.4. Parks Commission & Council review of RFP responses.
    7.5. Select engineering, development, construction firms.

8. Begin redevelopment of Windmill Park.
    8.1. Survey land in question.
    8.2. Mark all utilities and easements.
    8.3. Conduct soil study to determine if subsidence remediation is needed.
    8.4. Conduct excavation necessary for development or subsidence management.
    8.5. Break ground on construction of outdoor enhancements.
    8.6. Hold grand reopening once construction is complete.
9. Develop standard operating procedure for Windmill Park to ensure it is maintained properly over time.

## Recreation Facility Action Plan

1. Establish a Windmill Park Recreation Complex public-private partnership (PPP) to implement the project.
    1.1. Determine which organizations can work together effectively and produce synergistic benefits for project implementation.
        1.1.1. Conduct negotiations among the City of Fairmont, MCPARC, and the Harrison County YMCA or other recreation facility developer/operator.
        1.1.2. Complete a PPP agreement by the start of the 2017-2018 fiscal year.
2. Coordinate efforts with the Windmill Park Recreation Complex Project Action Team.
3. Acquire land adjacent to the park for development of the recreation facility.
4. Complete a market feasibility study.
        4.1.1. Include area demographics, primary market analysis, membership study, program participant surveys, competitor analysis, and pertinent research documents.
5. Complete facility design.
    5.1. Establish scope of project.
    5.2. Develop architectural plans and renderings.
    5.3. Develop project budget.
    5.4. Secure approval for the project from the City of Fairmont.
6. Develop a resource development plan.
    6.1. Identify potential funding sources.
    6.2. Develop overall financing plan.
7. Launch a capital campaign.
    7.1. Develop organizational funding plan.
    7.2. Develop timeline to acquire funds.
    7.3. Develop a campaign case statement that includes the importance of development, the reasons why donors should contribute to the campaign, the plans and vision and rationale for the proposed project, and cultivates and tests interviewees support for the project and subsequent campaign.
    7.4. Identify and interview potential donors in the area.
    7.5. Obtain funding commitments from donors.

8. Select construction firms.
    8.1. Research engineering, development and construction firms that work specifically on parks and recreation development.
    8.2. RFP created and released for construction.
    8.3. Board review of RFP responses.
    8.4. Select construction firms based on RFP and bids.
9. Apply for development and construction permit with the City.
    9.1. Apply for zoning change if needed for a Planned Development Area
    9.2. Schedule Pre-Application conference with stage.
    9.3. Develop plan outline and get approval.
    9.4. Construct Development Plan and get approval.
10. Complete construction of the recreation facility once funding goal is met.
    10.1. Survey proposed land for development.
    10.2. Mark all utilities and easements.
    10.3. Conduct soil and geographic study to determine if subsidence reclamation is needed and any storm water management.
    10.4. Begin excavation for any subsidence management that is necessary, storm water management and site preparation.
    10.5. Start construction based on building plans and construction timeline.
    10.6. Monitor construction timeline and details.
11. Hold grand opening once construction is complete.
12. Follow best practices for operational startup.
    12.1. Develop standard operating procedures.
    12.2. Develop an operating budget.
    12.3. Develop a fiscal and financial management plan.
    12.4. Hold promotional events.
    12.5. Recruit and hire staff.
    12.6. Train staff.
    12.7. Develop performance evaluation and measurement.
    12.8. Recruit volunteers.
    12.9. Recruit members.

## RESOURCE DEVELOPMENT

The Project Action Team will need to create a comprehensive resource development plan that should include a capital campaign for land acquisition and construction of park amenity enhancements, in addition to a schedule for grant applications to sources that fund parks and recreation projects. A public-private partnership is recommended for the financing of the Recreation Center.

This information can be used to identify different funding prospects that can be pursued dependent on what is to be funded. For example, if the Project Action Team needs some help getting the ball rolling, they can apply for technical assistance from the EPA's Smart Growth program. If they wish to complete a small, high-impact project quickly, they can apply for the KaBOOM! and Let's Play! Initiative grants.

## Potential Development Partners

Harrison County YMCA
President/CEO
Laura McMahon
lmcmahon@harrisoncountyymca.org
(304)-623-3303

Marion County Parks and Recreation Commission (MCPARC)
Tony Michalski
MCPARC Director
1000 Cole Street, Suite B
Pleasant Valley, WV 26554
info@mcparc.com
(304)-363-7037

## Technical Resources

| Source | Purpose | Application Contact Information |
|---|---|---|
| US Environmental Protection Agency Brownfields Program | Provides direct funding for Brownfields assessment, cleanup, revolving loans, technical assistance and environmental job training. | Tom Stolle<br>1650 Arch Street<br>Mail Code 3HS51<br>Philadelphia, PA 19103<br>Phone (215) 814-3129<br>Fax (215) 814-5518<br>Stolle.Tom@epa.gov |
| US Environmental Protection Agency Smart Growth Program | Helps communities improve their development practices and get the type of development they want. | Office of Sustainable Communities (MC 1807T)<br>US Environmental Protection Agency<br>1200 Pennsylvania Avenue NW<br>Washington, DC 20460<br>202-566-2878<br>smartgrowth@epa.gov |

| Source | Purpose | Application Contact Information |
|---|---|---|
| Appalachian Regional Commission Grant Programs | Awards grants and contracts from funds appropriated to the Commission annually by Congress for development and implementation of community-based strategic plans; training for citizen leaders (both adult and youth leaders), local officials, and management staff from nonprofit community organizations; organizational support for community organizations, and other activities that help build a community's capacity to mobilize resources, gain leadership experience, and strengthen community institutions and partnerships. | James E. Bush, ARC Program Manager<br>Local Capacity Development<br>West Virginia Development Office<br>State Capitol Complex<br>Building 6, Room 553<br>Charleston, WV 25305<br>304.558.2234<br>James.E.Bush@wv.gov |
| Build it with KaBOOM Grant opportunity | Provides the facilitation and support of an experienced Project Manager as community members embark on a 5–12 week planning process. | apply@kaboom.org |

## Financial Resources

| Source | Purpose | Application Contact Information |
|---|---|---|
| United States Department of Agriculture Rural Community Facilities Programs | Provides grant funding and loans for community development projects in rural communities to ensure they enjoy the same basic quality of life and services enjoyed by those in urban areas. | Susan Newcomer, Acting State Director<br>1550 Earl Core Road, Suite 101<br>Morgantown, WV 26505<br>Voice: 1 (800) 295-8228 (toll free) or (304) 284-4860<br>Fax: (304) 284-4891 |
| US Environmental Protection Agency Social and Environmental Justice Projects Grant | supports and empowers communities working on solutions to local environmental and public health issues. | US EPA, REGION 3<br>Reginald Harris<br>1650 Arch St. (MC-3ECOO)<br>Philadelphia, PA 19103<br>harris.reggie@epa.gov<br>215-814-2988 |

| Source | Purpose | Application Contact Information |
|---|---|---|
| West Virginia Community Advancement and Development Partnership | Designed to support meaningful enhancement of communities through economic and community development initiatives and projects | Jennifer Ferrell<br>West Virginia Development Office<br>Jennifer.L.Ferrell@wv.gov<br>304-558-2234 |
| West Virginia Development Office Small Cities Community Development Block Grant Program | Supports local government efforts to provide affordable infrastructure systems and community efforts to improve the quality of life for low- to moderate-income citizens | Kelly Workman<br>Project Development Manager, Community Development Division<br>West Virginia Development Office<br>Capitol Complex, Building 6, Room 553, 1900 Kanawha Boulevard E.<br>Charleston, WV 25305-0311<br>kelly.a.workman@wv.gov<br>800-982-3386 |
| West Virginia Community Development Division Land and Water Conservation State and Local Assistance Fund Program | Provides supplemental federal funding for the acquisition and/or development of high-quality, public outdoor recreational areas throughout West Virginia that includes park renovations, expansions to promote active lifestyles, innovate community cores, attract or retain visitors to an area, develop trailheads or preserve other natural areas to impact community health objectives. | John McGarrity or Jim Marshall (800) 982-3386 or (304) 558-4010 |

| Source | Purpose | Application Contact Information |
|---|---|---|
| MCPARC Community Grant Program | Provide financial assistance for projects involving development of recreation facilities that demonstrate community wide support and cooperation that can be completed within one calendar year. | Tony Michalski<br>MCPARC Director<br>1000 Cole Street, Suite B<br>Pleasant Valley, WV 26554<br>info@mcparc.com<br>(304)-363-7037 |
| Anthem Foundation Grants | Funds specific public health–related issues that positively affect key health conditions identified through our signature Healthy Generations program | anthem.foundation@anthem.com |
| Let's Play Initiative Grant Programs | Multiple $15,000 Let's Play Community Construction Grants are available for qualifying U.S.-based organizations to be used toward the purchase of new playground equipment, which will be built using the KaBOOM! community-build model. | grants@kaboom.org |
| State Farm Good Neighbor Citizenship Company Grants | Through community outreach and community development grants and investments, State Farm gives back to the neighborhoods it serves and helps develop stronger neighborhoods by reinvesting in the community. | 800-782-8332 |

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## APPENDICES

Appendix A: City of Fairmont Planning and Zoning Code Excerpts

Appendix B: West Virginia State Code Excerpts

Appendix C: Best Practices for Property Management

Appendix D: Project Action Team

## Appendix A: City of Fairmont Planning and Zoning Code Excerpts

### 4.30 RECREATIONAL FACILITIES

1. All recreational facilities shall be treated as parks in design and landscaping. All structures associated with a recreational facility shall be located toward the perimeter of the lot.

2. Recreational facilities are encouraged to be built adjoining school campuses, parks, greenbelts, parkways, greenways, or waterfronts.

3. Parking shall be located behind structures, or along the perimeter of the lot and shall be in accordance with Section 5.4.

### PROCEDURE FOR APPROVAL OF PLANNED DEVELOPMENT AREA

Applications for a Planned Development Area shall be accompanied by all plans, descriptions, narratives, documents, and exhibits required by subsection E hereof. A three-step application process shall be used. The steps in the process are: Pre-application Conference; Outline Plan Approval; and Development Plan Approval.

1. Pre-application Conference. Prior to filing a formal application for approval for a Planned Development Area, the applicant shall schedule a pre-application conference with

the Planning Department. The purposes of the pre-application conference shall be to:

A. Allow the applicant to present a general concept and to discuss characteristics of the development concept in relation to adopted municipal plans and policies;

B. Allow the Planning Department to inform the applicant of pertinent policies, standards , procedures and recommendations for the Planned Development Area; and

C. The pre-application conference is intended only for the above purposes; neither the developer nor the City of Fairmont is bound by any decision made during a pre-application conference.

2. Outline Plan Approval.

A. Based upon the pre-application conference, the applicant shall develop and submit an Outline Plan for the proposed Planned Development Area.

B. The Outline Plan and application for the Planned Development Area shall be submitted to the Planning Department, and the Director, who, after certifying the application package to be complete, shall initiate a review of the proposed development.

C. The application and the results of the review shall then be forwarded to the Planning Commission for its consideration, public hearing and recommendations together with the Planning Department's report and such other documents as may be pertinent to the Planned Development Area.

D. The Planning Commission shall hold a special public meeting in the district where the proposed Planned Development Area project is located. If the project crosses district boundaries, the meeting shall be held in the district where the majority of the property is located. The hearing shall be conducted at least seven (7) days prior to the regularly scheduled Planning Commission meeting at which the formal public hearing will be held. The Planning Department will place a Class I advertisement in the newspaper specifying the time and location of the special public meeting, at least five (5) days prior to meeting.

E. Where there are environmentally sensitive features on the site or the subsequent Development Plan is expected to be complex, or there are other important planning implications involved, the Planning Commission may reserve the right to review the subsequent Development Plan. Where the Planning Commission recommends denial of an Outline Plan and the City Council approves the plan, the Planning Commission shall review the subsequent Development Plan.

F. Upon completion of its review, the Planning Commission shall forward the application to the City Council with

i. A favorable recommendation,

ii. An unfavorable recommendation, or

iii. No recommendation.

G. Effect of Approval of Outline Plan:

i. When an Outline Plan for a Planned Development Area has beenapproved by the City Council, by Ordinance, the Plan shall become effective and its location shall be shown on the Zoning Map or Land Use Map. The Zoning Map or Land Use Map shall be amended to designate the site as a Planned Development Area (PDA).

ii. Upon such amendment of the Zoning Map or Land Use Map, the use and development of the site shall be governed by the Planned Development Area Outline Plan, subject to approval of a subsequent Development Plan.

iii. Notwithstanding approval of an Outline Plan no permit of any kind shall be issued until the Development Plan has been approved.

3. Development Plan Approval:

A. Purpose of Development Plan Approval.

The purpose of the Development Plan is to designate the controls for development of the Planned Development Area. The Development Plan shall show the exact location of each building and improvement to be constructed and a designation of the specific internal use or range of uses for each building.

B. Time Limit for Approval of Development Plan. The Development Plan shall be submitted to the Planning Department not more than eighteen (18) months following City Council approval of the Outline Plan. The Outline and Development Plans may be submitted as a single plan if all requirements of Section 3.1.12 are satisfied. The Development Plan may be submitted and approved in stages, with each stage representing a portion of the Outline Plan, at the discretion of the Municipal Planning Commission. The time limit for submitting each stage for approval may be set forth in the Outline Plan, in which case that schedule shall control the timing of development, rather than the time period contained in this paragraph. The City of Fairmont Planning Commission may extend the time for application for approval of the Development Plan for good cause, consistent with the purposes of the Zoning Ordinance.

C. Expiration of Time Limit. Periodically, the Planning Director shall report to the City of Fairmont Planning Commission on Planned Development Areas with expired time limits. The original applicants or current developers of the Planned Development Area shall be notified by the Planning Director. The Municipal Planning Commission shall determine whether to consider extending the time or to initiate action to amend the Land Use Map to rescind the Planned Development Area designation.

D. Relationship of Development and Outline Plan. The Development Plan shall conform to the Outline Plan as approved.

E. Procedure for Approval of a Development Plan: The applicant must have the Development Plan approved prior to issuance of any building permit.

i. Development Plan Submission. The Development Plan and supporting data shall be filed with the planning staff.

ii. Review. The Planning Director shall review the Development Plan to include site plan review, in accordance with the requirements of the Zoning Ordinance.

iii. Staff Approval. It shall generally be the responsibility of staff to review Development Plans unless the City of Fairmont Planning Commission reviews the Development Plans, or where no Development Plan is Required.

v. City of Fairmont Planning Commission Review. If the Planning Commission has retained Development Plan approval authority, the Planning Commission shall hold a public hearing in accordance with its rules and regulations for amendments. The Commission may approve, deny or approve with modifications.

F. Expiration of Development Plan. The Development Plan shall expire 2 years after approval, unless grading and/or building permits have been obtained and are still current and valid on that date. This rule shall also apply to each stage of a Development Plan approved in stages. The applicant may request, in writing, an extension of time, and the approving authority may extend the time limit where deemed appropriate. Such extension may be considered at the time of Development Plan approval.

G. Effect of Approval of Development Plan. No permit of any kind shall be issued for any purpose within a Planned Development Area except in accordance with the approved Development Plan, and after acceptance by the City of Fairmont of all required guarantees for improvement.

PRE-APPLICATION CONFERENCE, OUTLINE PLAN AND DEVELOPMENT PLAN REQUIREMENTS

Planned Development Area plans and supporting data shall include all documentation listed in this Section of the Code unless certain documentation is deemed superfluous by the Planning Director due to the specific circumstances of the particular request.

1. Pre-application Conference Requirements:

A. A written letter of intent from the applicant describing the applicant's intention for developing the site;

B. A preliminary scaled drawing of the site depicting the proposed location and extent of the land uses, major streets, and the approximate location of any existing easements, natural features, and topographic or geologic constraints;

2. Outline Plan Requirements.

A. A drawing of the proposed Planned Development Area shall be prepared at

scale not less than 1" = 50'-0", or as considered appropriated by the Planning Director, and shall show in concept major circulation; generalized location and dimensions of buildings, structures, and parking areas; open space areas, recreation facilities, and other details to indicate the character of the proposed development. The submission shall include:

i. A site location map;

ii. Map data such as north point, scale and date of preparation;

iii. The name of the proposed development, with the words "Outline Plan" in the title block;

iv. Boundary lines and acreage of each land use component;

v. Existing easements and rights-of-way, including location, width and purpose;

vi. Existing land use on abutting and adjacent properties;

vii. Other conditions on adjoining land: topography (at 2-foot contour intervals) including any embankments or retaining walls; use and location of major buildings, railroads, power lines, towers and other influences; name of any adjoining subdivision plat;

viii. Existing streets on and adjacent to the tract, including street name, right of-way width, walks, curbs, gutters, culverts and drainage ways;

ix. Proposed public improvements: streets and other major improvements planned by the public for future construction on or adjacent to the tract;

x. Existing utilities on the tract;

xi. Any land on the tract within FIRM Zone A; and/or A-E (the 100-year floodplain) and/or floodway;.

xii. Other conditions on the tract, including water courses, wetlands,

sinkholes, wooded areas, isolated trees six (6) inches or more in diameter, existing structures and other significant features;

xiii. Existing vegetation to be preserved and the locations, nature, and purpose of proposed landscaping;

xiv. A master plan for types, quantities and maximum square footage allotments for all signs proposed to be placed within the development, including illustrations of proposed sign types;

B. Miscellaneous: The Planning Director shall inform the applicant of any additional documents or data requirements necessary for Outline Plan approval after the Pre-application Conference. The developer must submit 20 copies of any page of any portion of the plan that exceeds 11 inches by 17 inches in size. If fewer copies than required are submitted, the Planning Director may deem the application to be incomplete and shall not schedule hearing dates until the situation is resolved.

C. Written Statement of Character of the Planned Development Area: An explanation of the character of the Planned Development Area and the reasons why it has been planned to take advantage of the flexibility of these regulations. The written statement shall include:

i. Objectives. A specific explanation of how the proposed Planned Development Area meets the objectives of all adopted land use policies which affect the land in question.

ii. Ownership. A statement of present and proposed ownership of all land within the project including the beneficial owners of a land trust.

iii. Scheduling. Timing of proposed development indicating:

a. Stages in which the project will be built, including the area, density, use, public facilities, and open space to be developed with each stage. Each stage of development shall be described and mapped; and

b. Projected dates for beginning and completion of each stage of land development.

iv. Proposed Uses.

a. Residential Uses: type, gross area, architectural concepts (narrative or representative illustration), number of units, bedroom breakdown, and proposed occupancy limits for each residential component; and

b. Nonresidential Uses (for any mixed use PDA): specific nonresidential uses, including gross floor areas (GFA), architectural concepts (narrative or representative illustration), and building heights.

v. Facilities Plan. Preliminary concepts and feasibility reports for:

a. Streets, roadways and bikeways;

b. Sidewalks and pedestrian pathways;

c. Water supply system;

d. Sanitary sewers;

e. Storm water management;

f. Public utilities;

g. Streetscaping, furniture and lighting

h. Landscaping

vi. Traffic Analysis. The Planning Director or the City of Fairmont Planning Commission, shall require a study of the traffic impact caused by the proposed Planned Development Area and/or any measures proposed to mitigate that impact. Such study shall be conducted by a licensed traffic or transportation engineer.

3. Development Plan Requirements. The application for Development Plan approval shall include, but shall not be limited to, the following documents:

A. Such additional information as may have been required by the Outline Plan approval;

B. An accurate map exhibit of the entire phase for which Development Plan approval is being requested, showing the following:

i. Precise location of all buildings to be constructed, and a designation of the specific use or range of uses for each building. Single-family residential development on individual lots need not show precise locations of buildings on each lot, but plans shall show building setback lines and other design constraints;

ii. Design and precise location of all streets, sidewalks, curbs, drives, and parking areas, including construction details, street lighting, traffic control devices, signage, centerline elevations, pavement type, pavement design, curbs, gutters, culverts details and any other information required by the City Engineer;

iii. Location of all public utility lines and easements, both proposed and existing;

iv. A final detailed landscape plan. Tabulation on each separate subdivided use area, including land area, number of buildings, number of dwelling units per acre, type of unit, bedroom breakdown, and limits on occupancy;

v. Storm water management plans including storm water calculations, location and size of storm lines (both existing and proposed), detention/retention facilities with construction details. Storm water management plans are to conform to local, state and federal regulations; and

vi. Sediment and erosion control plans per local, state and federal regulations.

C. If lands to be subdivided are included in the Planned Development Area, a subdivision plat meeting the requirements of a preliminary plat, as modified by the Outline Plan approval, is required where platting is to be proposed concurrent with the Development Plan review and approval process.

D. Projected construction schedule.

E. Agreements and covenants which govern the use, maintenance, and continued protection of the Planned Development Area and its common spaces, shared facilities, and private roads.

F. Guarantee of Performance for Completion of Improvements. A performance bond with corporate surety or other guarantee acceptable to the City of Fairmont shall be provided for all proposed public improvements and shall be executed at time of permit application or platting, whichever comes first. Improvements that must be guaranteed include facilities that shall become public, and may include other facilities or improvements as may be specified in the Outline or Development Plan approval. If the project is to be built in phases, the bond or guarantee shall be posted prior to the commencement of work on each phase. The bond or guarantee shall specify the time for completion of improvements, and shall be in an amount of one hundred twenty-five percent (125%) of the estimated verifiable cost of the improvements, as determined by the project contractor or engineer, and as approved by the City Engineer.

## Appendix B: West Virginia State Code Excerpts

**State Code referring to public facilities that would be used for recreation** §22-28-4. Community infrastructure investment agreements; report to Joint Committee on Government and Finance.

(a) Municipal utilities and public service districts have the power and authority to enter into community infrastructure investment agreements with any person for the purpose of constructing new project facilities or substantially improving or expanding project facilities.

(b) Notwithstanding any other provision in this code to the contrary, the Secretary shall have the power and the authority to review and approve all such community infrastructure investment agreements pursuant to this article.

(c) Each such agreement shall contain as a minimum the following terms and conditions to be performed by the parties thereto:

(1) The project facilities shall be engineered and constructed in accordance with the requirements for new construction established by the municipal utility or public service district;

(2) Proof or certification of the financial ability of the municipal utility or public service district to maintain and operate the public facilities;

(3) Certification that upon completion and activation of the project facility or improvements to the project facility, the title to the public facility shall be transferred without cost to the municipal utility or public service district;

(4) A finding that the construction of the new public facility, or the substantial improvement or expansion of an existing public facility, either: (i) Fosters economic growth by promoting commercial, industrial or residential development; and (ii) improves water quality or otherwise enables the affected territory to achieve compliance with any applicable state or federal health or environmental law;

(5) The municipal utility or public service district will receive or otherwise obtain without cost to the public all necessary rights-of-way for the operation of the public facility;

(6) The rates charged by the municipal utility or public service district to new customers to be served by the project facility shall be the rates in effect at the time of transfer of the project facility to the utility plus any additional cost of service borne by the municipal utility or public service district as a result of the project facility until such time as new rates may be finally enacted by the municipal utility or proposed by the public service district and approved by the Public Service Commission and the rates charged by the municipal utility or the public service district to existing customers shall not be impacted as a result of the obligation of the public service district or municipal utility pursuant to the community infrastructure investment agreement;

(7) Confirmation that the agreement does not violate any of the bond covenants imposed on the municipal utility or public service district;

(8) Proof that necessary permits, where applicable, have been obtained from the Division of Health and the Department of Environmental Protection;

(9) Evidence that the person responsible for the construction of or improvements to the public facility has provided funding to the municipal utility or public service district for the engagement of an engineer qualified to design and certify the structural integrity and capacity of the project facility;

(10) Proof that the person responsible for construction of or improvements to the public facility has obtained a performance bond payable to the municipal utility or public service district equal to the estimated cost of construction: Provided, That the form of the bond required by this section shall be approved by the Secretary and may include, at the option of the Secretary, surety bonding, collateral bonding (including cash and securities), establishment of an escrow account, letters of credit, performance bonding fund participation as established by the Secretary, self-bonding or a combination of these methods; and

(11) Any other conditions that the secretary may determine to be relevant as established.

(d) Where the Secretary has found that the community infrastructure investment agreement meets the requirements contained in this article, the Secretary shall issue a certificate of appropriateness to the parties as evidence of such approval.

(e) Not later than thirty days prior to the issuance of a certificate of appropriateness for any community infrastructure investment project, the Secretary shall first submit a report of the same to the Joint Committee on Government and Finance.

§7-20-3. Definitions.

(a) "Capital improvements" means the following public facilities or assets that are owned, supported or established by county government:

(1) Water treatment and distribution facilities;

(2) Wastewater treatment and disposal facilities;

(3) Sanitary sewers;

(4) Storm water, drainage, and flood control facilities;

(5) Public primary and secondary school facilities;

(6) Public road systems and rights-of-way;

(7) Parks and recreational facilities; and

(8) Police, emergency medical, rescue, and fire protection facilities.

"Capital improvements" as defined herein is limited to those improvements that are treated as capitalized expenses according to generally accepted governmental accounting principles and that have an expected useful life of no less than three years. "Capital improvement" does not include costs associated with the operation, repair, maintenance, or full replacement of capital improvements. "Capital improvement" does include reasonable costs for planning, design, engineering, land acquisition, and other costs directly associated with the capital improvements described herein.

(b) "County services" means the following: (1) Services provided by administration and administrative personnel, law enforcement and its support personnel; (2) street light service; (3) fire-fighting service; (4) ambulance service; (5) fire hydrant service; (6) roadway maintenance and other services provided by roadway maintenance personnel; (7) public utility systems and services provided by public utility systems personnel, water; and (8) all other direct and indirect county services authorized by this code.

(c) "Direct county services" means those public services authorized and provided by various county agencies or departments.

(d) "Indirect county services" means those public services authorized and provided by commissioned agents, agencies or departments of the county.

(e) "Growth county" means any county within the state with an averaged population growth rate in excess of one percent per year as determined from the most recent decennial census counts and forecasted, within decennial census count years, by official records of government or generally approved standard statistical estimate procedures: Provided, That once "growth county" status is achieved it is permanent in nature and the powers derived hereby are continued.

(f) "User" means any member of the public who uses or may have occasion to use county facilities and services as defined herein.

(g) "Impact fees" means any charge, fee, or assessment levied as a condition of the following: (1) Issuance of a subdivision or site plan approval; (2) issuance of a building permit; and (3) approval of a certificate of occupancy, or other development or construction approval when any portion of the revenues collected is intended to fund any portion of the costs of capital improvements for any public facilities or county services not otherwise permitted by law. An impact fee does not include charges for remodeling, rehabilitation, or other improvements to an existing structure or rebuilding a damaged structure, provided there is no increase in gross floor area or in the number of dwelling units that result therefrom.

(h) "Proportionate share" means the cost of capital improvements that are reasonably attributed to new development less any credits or offsets for construction or dedication of land or capital improvements, past or future payments made or reasonably anticipated to be made by new development in the form of user fees, debt service payments, taxes or other payments toward capital improvement costs.

(i) "Reasonable benefit" means a benefit received from the provision of a capital improvement greater than that received by the general public located within the county wherein an impact fee is being imposed.

(j) "Plan" means a county, comprehensive, general, master or other land use plan as described herein.

(k) "Program" means the capital improvements program described herein.

(l) "Unincorporated area" and "total unincorporated area" means all lands and resident estates of a county that are not included within the corporate, annexed areas or legal service areas of an incorporated or chartered municipality, city, town or village located in the state of West Virginia.

## Appendix C: Best Practices in Property Development

YMCAs bring together people of all backgrounds, abilities, and interests to strengthen community and harness our collective power to bring about lasting personal and social change. Through careful planning, responsible budgeting, and relevant design, Ys maximize the potential of their physical assets—including facilities, equipment, and property—to ensure their overall operating viability and their position as a leader in the community. By aligning all property decisions with the Y's cause and the organization's strategic plan, YMCA leaders help ensure that their YMCA will have the greatest benefit for the entire community now and in years to come.

- **Planning and Development**

YMCAs understand that their facility, equipment, and property decisions are powerful opportunities to align with their strategic plan and to advance the Y's cause of strengthening community.

**Board Role**

The board understands its responsibility to effectively manage the physical assets of the organization and has embedded asset-management and capital planning practices into strategic planning.

**Data-based Planning**

Community needs assessments, market research, and supporting member data are used to help determine current and future facility requirements.

**Capital Projects**

Capital projects are carefully planned and budgeted prior to board approval, with attention to timing of cash expenses (often immediate) and funding sources (often delayed); analysis of impact, project payback, and net present value; and sufficient debt coverage if debt is part of the funding mix.

**Strategic Relationships**

Opportunities to develop strategic relationships are regularly examined to support appropriate facility development, provided other groups are aligned with the mission and cause of the Y.

- **Operations and Budget**

In keeping with their position as trusted community leaders committed to youth development, healthy living, and social responsibility, YMCAs are careful stewards of their resources. YMCAs budget responsibly to support their mission, advance the Y's cause, and achieve organizational goals.

**Replacement Planning**

A minimum 10-year plan for asset replacement is in place and assessments or quality checks are regularly conducted of the care and maintenance of facilities and grounds.

**Financial Planning**

Fiscal Management Best Practices for Financial Planning are followed and careful consideration is given to

- occupancy costs;

- maintenance, custodial, and utilities costs;
- opportunities for energy conservation;
- preventive maintenance and replacement costs; and
- property staff training and development costs.

**Sufficient Reserves**

Reserves are budgeted, funded, and grown to amounts (set by board policy) sufficient to support the organization's short- and long-term facility-related needs.

**Staff Certification**

The certification of all property staff is supported and annually audited to ensure appropriate levels for their jobs and functions.

**Brand Stewardship**

Brand assets are safeguarded and used appropriately by adhering to all brand standards, including YMCA of the USA graphic standards for signage throughout and on the facility.

➢ **Design and Construction**

As one of the nation's leading nonprofits committed to strengthening community, YMCAs are uniquely positioned to help people and communities move forward. To have the greatest benefit to their communities, Ys ensure that facility and property enhancements and expansions are driven by community needs and are aligned with the YMCA's mission, cause, and program strategy.

**Relevant Design**

Property enhancements are driven to support the Y's cause of strengthening community, including the following:

- Space flexibility for changing community needs and program uses
- Spaces that support social interaction and relationship building
- "Green" environmental facility practices, as appropriate
- Accessibility to the community, including ADA compliance, affordability, proximity to disadvantaged and underserved communities, and access to public transportation and parking

**Construction Supervision**

Management support (internal or consultant) is in place to monitor construction (including pre- and post-construction) schedule, compliance, budget, and quality.

## Appendix D: Project Action Team

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3.3.15 Buffalo Creek Recreation Area Project Plan

# BUFFALO CREEK RECREATION AREA

5/15/2017

Bob Riddle and Margaret Stout

**The Buffalo Creek Recreation Area Project entails development of three key amenities in the Westside neighborhoods of Fairmont, WV: a rail trail, associated pocket parks, and an ATV park. These amenities and their locations are designed based on how residents have historically and currently used these places. The development of the Marion County Connector Trail and pocket parks along Buffalo Creek will generate more recreation opportunities, such as biking, fishing, boating, swimming, and cultural tourism, while moving illegal ATV riding on neighborhood streets and in Windmill Park to a safe, designated location.**

# Buffalo Creek Recreation Area

PROJECT PLAN

## EXECUTIVE SUMMARY

The Buffalo Creek Recreation Area Project entails three key amenities focusing on the development and formalization of a rail trail, pocket parks, and an ATV park. These amenities were conceived through in-depth community-driven visioning and strategic planning. Additionally, the sites for these activities were chosen, because they are sites already being utilized by the residents of the Westside communities in Fairmont, West Virginia.

The Buffalo Creek Recreation Area is at core a physical development project and important to the community. Creation of an ATV park, Rail Trail, and formalizing access to Buffalo Creek recreation areas helps to expand parks and public facilities to meet the informal education, recreation, and leisure needs of the community. In doing so, it will also increase both private and public investment into sustainable natural and built environments. However, this project also advances social and economic development objectives. Socially, these outdoor recreation amenities improve the capacity of individuals, families, and neighborhoods to thrive. The addition of interpretive signage and way finding to cultural sites along the Rail Trail will highlight the community's Civil War era history and celebrate the neighborhoods' African American heritage. Economically, the project may encourage enterprises associated with these natural and cultural assets, thereby increasing individual and family incomes.

The implementation of the Buffalo Creek Recreation Area Project will use a Project Action Team to advocate for right-of-way for rail trail completion, trails, and pocket park development. In coordination with the City of Fairmont, the plan calls for partnering and managing these areas with MCPARC and Friends of Marion County Trails and Waterways. Partnering agencies will help to plan and execute clean-up, construction, and maintenance of all amenities.

The Buffalo Creek Recreation Area Project seeks developing these amenities through grant requests from federal, state, local, and private sources. Support for these efforts can be obtained from the national Rails-to-Trails Conservancy, and the West Virginia Rails-to-Trails Council.

## INTRODUCTION

The Buffalo Creek Recreation Area Project entails development of three key amenities in the Westside neighborhoods of Fairmont, WV: a rail trail, associated pocket parks, and an ATV park. These amenities and their locations, as shown in Figure 1, are designed based on how residents have historically and currently used these places. The development of the Marion County Connector Trail and pocket parks along Buffalo Creek will generate more recreation opportunities, such as biking, fishing, boating, swimming, and cultural tourism, while moving illegal ATV riding on neighborhood streets and in Windmill Park to a safe designated location.

**Figure 1: Map of Existing Use Areas**

The Buffalo Creek Recreation Area project was conceived through in-depth community-driven visioning and strategic planning. Specifically, through a partnership with Margaret Stout, Associate Professor of Public Administration at West Virginia University, a team of faculty, staff, and students accompanied neighbors in a two-year process of learning, organizing, visioning, planning, and action (2015-2017). This project is being carried forward by the individuals and organizations of the Westside Action Coalition (WAC), which includes both individuals and organizational representatives. The resulting Neighborhood Action Plan contains a host of strategies designed to achieve objectives and goals for social, economic, and physical development. Through prioritization of these strategies, projects were selected for immediate action by members of the WAC; this project is one of those chosen.

As stated by the WAC, "We envision neighborhoods with adequate and equitable investment in both people and place, so that our youth will enjoy the quality of life that we enjoyed several decades in the past—one with family-owned homes, small local businesses serving our basic needs, neighborhood schools and churches, excellent community parks and recreation centers, ample employment and entrepreneurship, and pride in our shared history as a largely African American community."

Contributing to achieving this vision, the Buffalo Creek Recreation Area Project is at core a physical development project. Creating an ATV park and a Rail Trail, and formalizing access to Buffalo Creek recreation areas will expand parks and public facilities to meet the informal education, recreation, and leisure needs of the community. In doing so, it will also increase both private and public investment in sustainable natural and built environments. However, this project also advances social and economic development objectives. Socially, these outdoor recreation amenities improve the capacity of individuals, families, and neighborhoods to thrive. The addition of interpretive signage and wayfinding to cultural sites along the Rail Trail will highlight the community's Civil War era history and celebrate the neighborhoods' African American

heritage. Economically, the project may encourage enterprises associated with these natural and cultural assets, thereby increasing individual and family incomes.

## RESEARCH FINDINGS

Because the Buffalo Creek Recreation Area Project entails three distinct types of amenities, research findings on policy, legal issues, and technical information are presented according to each amenity. However, all three share a widely acknowledged purpose: Research shows that parks and recreation opportunities not only create healthier communities, but enhance quality of life in communities and provide attractions that increase tourism and help stimulate economic and physical growth. There is consensus that outdoor recreation increases connectivity amongst people and place. Furthermore, opportunities for active lifestyles help build healthier communities and attract visitors to help stimulate economic growth. Recreation and leisure can provide value to individuals and their communities. A study in California revealed that recreation creates a higher quality of life through five factors enhanced through outdoor recreation: community pride and awareness, community infrastructure, economic vitality, natural and cultural preservation, and prevention of crime and substance abuse (Bricker, 2016, p. 78).

Federal and state recreation policy makers acknowledge these many benefits to communities. The Federal Recreation Policy Act of 2005 sets the standard for expanding recreation opportunities to enhance public health and welfare, increase appreciation of the natural environment, and provide economic benefits for gateway, rural, and local communities (Federal Recreation Policy, 2005). It also calls for integration and coordination amongst state, local, and non-profits to enhance recreation opportunities and provide tailored policies to specific areas of recreation.

These overall policy guidelines are considered in each of the Project's amenities, in addition to specific policy, legal, and technical findings. An explanation of these findings are provided for each amenity in the following subsections. Subsections provide insight and details to create pocket parks, a rail trail, and an ATV park in the Westside neighborhoods of Fairmont, West Virginia. These amenities can be pursued and completed independently of one another, or as a comprehensive, integrated project.

### Pocket Parks

Following historic and current use patterns, the Westside residents wish to establish pocket parks along the future rail trail alignment; a goal identified in the City of Fairmont Comprehensive Plan (Comprehensive Plan, 2017). As shown from left to right in Figure 2, these areas are: (1) the Pennsylvania Avenue Bridge, (2) the Old Pennsylvania Avenue alignment; (3) the end of the Dominion Hope right-of-way trail off Fitzgerald Avenue, and (4) the mouth of Buffalo Creek near the Wastewater Treatment Facility. Residents have been using these sites for decades to fish, hunt, boat, and swim along Buffalo Creek. Formalizing these pocket parks with policy guidance will sustain these places and activities for future generations of Westside residents.

**Figure 2: Pocket parks indicated in yellow.**

A pocket park is a small area designated for public recreation (NRPA, 2011). The National Recreation and Parks Association (NRPA) has seen firsthand the beneficial impact of pocket parks on neighborhoods throughout the country. They acknowledge that pocket parks are not intended to serve an entire city, but rather small local communities like the Westside neighborhoods of Fairmont, West Virginia. The NRPA finds that pocket parks can support local landscape and heritage preservation, empower local residents in decision making in their communities, make commuting safe and social, improve fitness and community health, and reinforce relationships between local authorities and the community.

Hunting, fishing, swimming, and boating are common cultural activities within the state of West Virginia. Residents of the Westside neighborhoods maintain hunting blinds in the forested areas along Buffalo Creek, and report fishing, swimming, and boating in the creek. The West Virginia Division of Natural Resources (DNR) provides policy guidance on these activities. For example, the purposes of the state parks and forests are to "promote conservation by preserving and protecting natural areas of unique or exceptional scenic, scientific, cultural, archaeological, or historical significance and to provide outdoor recreational opportunities for the citizens of this state and its visitors" (West Virginia State Parks and Forests, 2017). The DNR believes enhancing and protecting environmental values in communities enhance the overall quality of life in West Virginia (West Virginia State Parks and Forests, 2017).

In coordination with federal and state policy guidance, the River Town Program is a non-profit organization that works in partnership with communities along the Monongahela River, including Fairmont, to provide resources for establishing unique recreation and tourism opportunities as a waterway trail (River Town Program, 2017). The group promotes local eateries, festivals, and recreation opportunities along the Monongahela River because such efforts increase economic growth, community engagement, community re-investment, community infrastructure, and business development.

The City of Fairmont's Codified Ordinances (Fairmont, 2017) provide guidance on how to manage the Buffalo Creek Recreation Area Project, in conjunction with the West Virginia State Code (2017). Part 5 of the West Virginia State Code provides rules on hunting, boating, and municipal parks. If the Buffalo Creek Recreation Area is used for hunting and fishing, licenses must be acquired from the DNR (2017). Marion County is served by the District 1 office located in Farmington, West Virginia.

In regard to hunting, dear blinds can be found in the undeveloped areas along Buffalo Creek. However, it is illegal to discharge a firearm within 400 feet of a school or church, or within 500 feet of a dwelling, or on or near a park or "other place where persons are gathered for pleasure". Considering these regulations, it would be illegal to hunt any wildlife in the Westside community with a firearm. However, under West Virginia Legislative Rule Title 58, Series 45, the DNR does allow residents to apply for urban bow hunting permits with the approval of a municipality (West Virginia Division of Natural Resources, 2017). A city may open the archery season for an incorporated area 21 days prior to the statewide archery season. All deer harvested within the 21-day period prior to the statewide archery season are not counted towards that hunter's yearly bag limit. This law acts as an incentive allowing hunters a longer season and potential to harvest more deer for food and recreation purposes. Currently, any incorporated area in West Virginia can participate with approval from DNR. At this time, the City of Fairmont has not been approved for urban bow hunting; therefore any hunting within city limits is currently illegal.

If urban bow hunting were permitted by the City of Fairmont, it is illegal to hunt deer half an hour before or after local sunset and to shoot deer that are in water. It is illegal for anyone under the age of 15 to hunt on public land, unless accompanied by a licensed adult, and it is illegal to hunt under the influence of alcohol (West Virginia DNR, 2017).

In regard to fishing, the DNR requires that all anglers purchase a fishing license, which can range in price according to type of license (West Virginia Fishing Regulations, 2017). DNR requires that all anglers fishing for trout purchase an additional stamp. The purpose of requiring a separate fee for trout is due to annual stocking fees throughout the state. The annual cost of a fishing license is $24, while the cost with the additional trout stamp is $34. However, residents in the state can also purchase lifetime license. The lifetime fishing license is $552, and the additional lifetime trout license is $230. Residents, who are blind, over the age of 65, are on active military duty or honorably discharged are exempt from purchasing a fishing license (West Virginia Fishing Regulations, 2017).

Boating, licensing, and regulation information regarding watercraft and their requirements can be also be acquired from the DNR (2017). The DNR defines types of watercraft, watercraft requirements, watercraft capacities, navigation rules, registration, required safety equipment, as well as issues boat licenses (West Virginia Division of Natural Resources, 2017). *A Synopsis of WV Boating Rules and Regulations* (2013) provides detailed illustrations to help make the State Code easily understood. Some of these rules and regulations include Title 20, Series 7 of the West Virginia state code requires that all individuals born after 1986 to complete a boater safety course (West Virginia Code, 2017). Another rule under the West Virginia Code (2017) is that no individual under the age of 15 is legally allowed to operate any boat without the supervision of an adult aged 18 or older, including kayaks. No person shall operate a personal watercraft between sunset and sunrise. No vessel may be loaded with passengers or cargo beyond the vessel's carrying capacity. Another piece of boating legality is the appropriate use of docks. No person shall operate a vessel in a reckless or negligent manner that may endanger the life, limb, or property of another person. No person may make a reckless approach to or passage by a dock or ramp, or a marked swimming area. Considering this law, it is important that any proposed swimming area in Buffalo Creek to be well-marked for boaters.

If municipal boat docks were to be constructed on Buffalo Creek, the City of Fairmont Codified Ordinances (Fairmont, 2017) includes additional boating laws. No person shall use the Municipal boat docks for dockage or other similar purpose for any period exceeding fifteen minutes. No person shall use the Municipal boat docks between the posted closing hour at night and the posted opening hour the following morning. No person shall swim, bathe or wade in any waters or waterway within thirty yards of the Municipal boat docks; jump or dive from such docks. No person shall fish in any waters or waterway whether by use of hook-and-line, net, trap or other device from the Municipal boat docks. No person shall drink any alcoholic beverage on the Municipal boat docks. No person shall leave trash in the nature of boxes, papers, cans, bottles, garbage or other refuse on the Municipal boat docks, and the same shall be placed in the disposal receptacles where provided. If no such trash receptacles are available, then such refuse shall be carried away from the dock area to be properly disposed of elsewhere. No person shall, navigate, direct or handle any boat in such a manner as to unjustifiably or unnecessarily annoy or frighten or endanger the occupants of any other boat moored to the Municipal boat docks or the occupants of the dock.

If one of the pocket parks includes swimming, information regarding flooding and water quality can be found for the Monongahela River through the Army Corps of Engineers, Pittsburgh District (2017). Water quality information specific to Buffalo Creek can be acquired through the United States Geologic Survey (2017). The West Virginia Department of Environmental Protection (DEP) helps to set water quality standards in natural waterways to benefit the interest of public health (Water Quality Standards, 2017). Title 64, Series 3 of the West Virginia State Code (2017) supplies the legal allowable limits of all known pollutants as well as industry sources along each watershed throughout the state of West Virginia. The rule also rates waterways on tier basis as well, 1-3, With Tier 3 waterways being of the highest quality. According to the rule, at minimum, all waterways should be maintained at their current level and not degraded. However, the rule encourages waterways to advance in tier. The United States Geological Survey has performed water monitoring on Buffalo Creek at Barrackville from 1945 to 1997 (USGS, 2017). The water quality itself however was not tested or recorded, only the flows and average discharge of volume has been recorded. Therefore, water quality testing for swimming safety is needed.

Title 64, Series 16 of the West Virginia Code defines a "Bathing Beach" as any organized area along a natural body of water (West Virginia Code, 2017). The West Virginia Department of Health and Human Resources, Division of Health manages all Bathing Beaches. Swimming in public areas is also managed by the DNR. West Virginia Code Title 58 Series 33 provides laws on age, apparel, enforcement, and what is permitted in any public swimming area (West Virginia State Parks, 2017). However, there is an exemption from many rules for "Bathing Beaches" due to the difficulty in managing them. These informal swimming holes don't require lifeguards or water quality testing, either. Therefore, many bathing beaches will use signage to indicate that all users should not swim alone, and should do so at their own risk.

Currently there are well over 60 mapped swimming holes and bathing beaches in the Mountain State. Though they are very informal and have little regulation and oversight, these beaches are still successful often due to word of mouth promotion and local maintenance from residents. However, a new practice is the case of sharing this information online. The West Virginia Swimming Holes (2017) website keeps an updated list that helps to inform the public on many aspects of each swimming hole, providing the public with the necessary information to create family friendly atmospheres surrounding aquatics and swimming in the state. The website verifies swimming holes and provides descriptions, photos, facilities lists, fees, ease of access information, and directions.

Creating pocket parks in the Buffalo Creek Recreation Area will require cooperation between city and county government officials and community members. A successful management plan will follow the principles laid out

by NRPA. To help pocket parks be created and operated successfully, the NRPA (2011) suggests a ten-step program, from start to finish. This approach has helped guide many communities in creating pocket parks for multiple purposes, from community gardening to playgrounds. Each pocket park project should:

1. Secure community commitment.
2. Create a project committee.
3. Choose a site.
4. Plan for design and funding.
5. Identify and secure partners.
6. Secure short-term and long-term funding.
7. Schedule work days.
8. Plan and host a celebration event.
9. Implement maintenance plans.
10. Pursue constant community engagement.

We have also identified the locations of pocket parks based on information obtained during community workshops in which neighbors identified sites and access trails that are already being utilized for recreation. Preliminary designs are being created by the WVU Landscape Architecture faculty and students in a senior studio course for consideration by the Project Action Team. For example, as shown in Figure 3, the Old Pennsylvania Avenue area is the most likely to accommodate a bathing beach and small watercraft launch because of its gentle slope and clear access to the water. Furthermore, it has direct vehicular access from Old Pennsylvania Avenue. A bathing beach area could be roped off and marked for boaters to safely travel by. Signage could provide other information on what is allowed and not allowed in the pocket park.

Figure 3: Buffalo Creek access from Old Pennsylvania Avenue.

Across the Creek from this site is an access road that coincides at some points with the abandoned Colasessano Drive road and right of way, as shown in Figure 4. The embankment on the other side of the rail trail alignment is quite steep on this side of the creek and would require a built boat launch for safety, as shown in Figure 5.

Figure 4: Colasessano Drive access to the rail trail alignment at the Route 250 bridge.

Figure 5: Steep embankment at the Colasessano Drive access and possible kayak launch.

Moving downstream about half a mile, a bend in the Creek makes a lovely glade and fishing hole that is easily accessible via the rail trail alignment and a quarter mile right-of-way trail used by Dominion Hope for their underground natural gas lines, as shown in Figures 6 and 7.

Figure 6: Dominion Hope right-of-way access trail from Fitzgerald Avenue.

Figure 7: Fishing and picnic area at the end of the Dominion Hope trail.

At the mouth of Buffalo Creek at the Monongahela River, an active railway trestle bridge creates a frequently used fishing spot adjacent to the Wastewater Treatment Facility discharge building, as shown in Figure 8. A concept design for this cherished spot is shown in Figure 9. As can be seen in the aerial photo, this site is near the start of the abandoned rail line that will become the Marion County Connector Trail. While it is on the opposite side of an active railway, there is an at-grade crossing for safe passage between the two locations. This site is also opposite the proposed ATV Park, located on the other side of Buffalo Creek. These two locations are connected by a pedestrian walkway on the railroad trestle bridge (see design concept in Figure 10). However, there are no barriers between the walkway and the rails, so this may not be approved for public use without adaptations.

Figure 8: Fishing hole at the mouth of Buffalo Creek at the Wastewater Treatment Facility.

Figure 9: Concept design for a pocket park at the Wastewater Treatment Facility site. (Source: Lexi Chacalos, London Oliverio, Rachel Dapper, and John Pruett)

Figure 10: Concept for the railroad trestle over the mouth of Buffalo Creek. (Source: Jake Bolen, Abbie Fisher, and Chandler Miller)

However they are designed, each pocket park will have information about the Buffalo Creek Recreation Area regulations and recommendations about fishing, hunting, boating, and swimming. Creating designated areas to hunt, fish, swim, and launch small watercraft will help ensure the safety of all park users.

To install signage and other amenities in the places already used as pocket parks, permission to use and develop these areas for public use must be obtained. As shown in Figures 11 and 12, in coordination with Table 1, the pocket park areas are owned by either Consolidated Energy (Consol) or CSX Transportation. Furthermore, some of the access routes to these places are privately owned. While public access routes should be maximized, easements can be obtained from private owners. Owners allowing passage to public lands for recreation are protected from liability under state law. Specifically, according the Chapter 19, Article 25 of the West Virginia Code, anyone can volunteer his or her private land to be used for access to public land (Come Out and Play, n.d.). Therefore, it becomes imperative to inform residents near the pocket parks that they can help promote use by volunteering right-of-way access for the public.

Once permissions are obtained, the pocket parks will require ongoing maintenance. The Friends of Marion County Trails and Waterways (MCTrail) has the technical knowledge and resources for managing these areas through volunteer efforts.

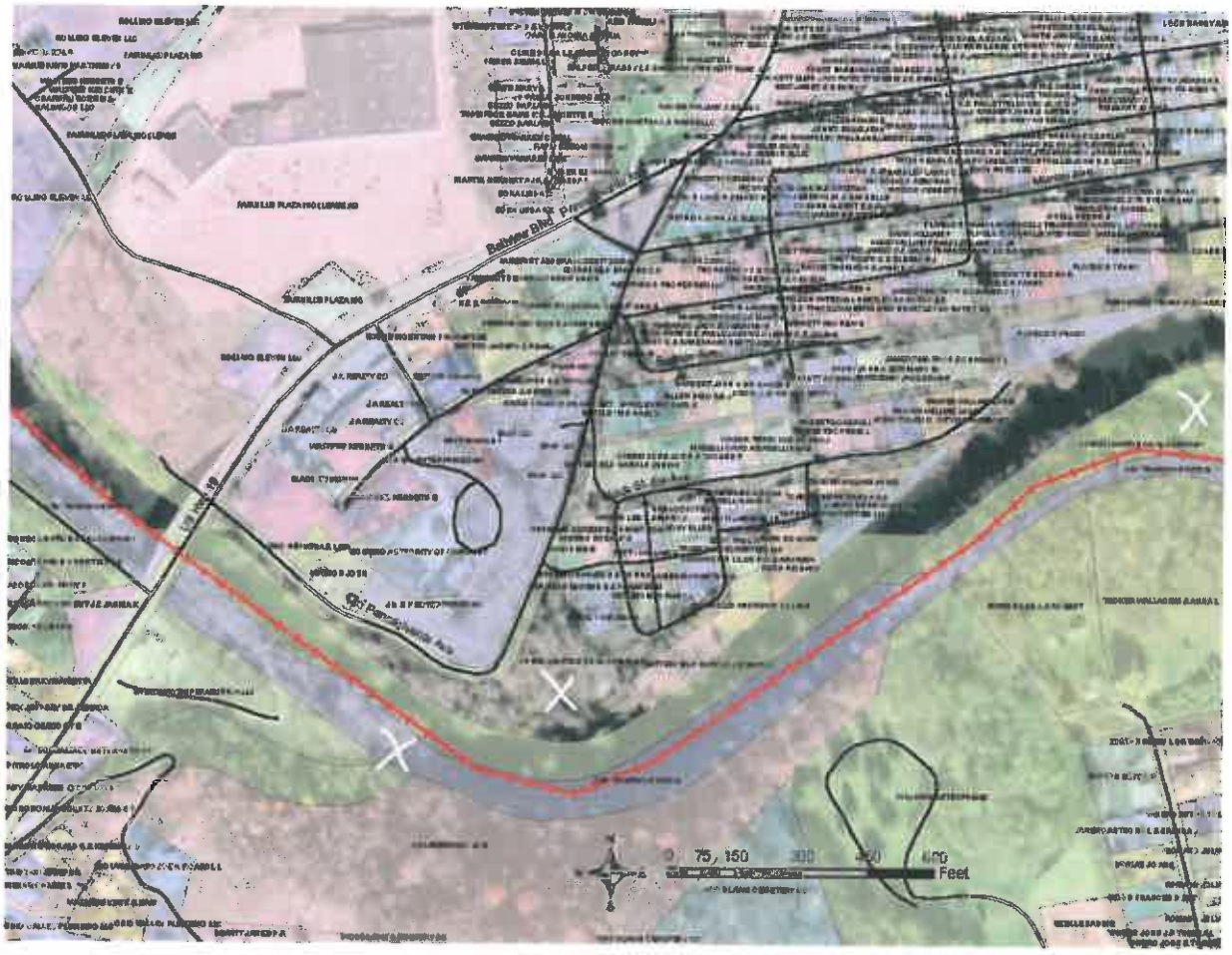


Figure 11: Property Ownership 1. (Source: Marion County Assessor's Office, Google Earth)

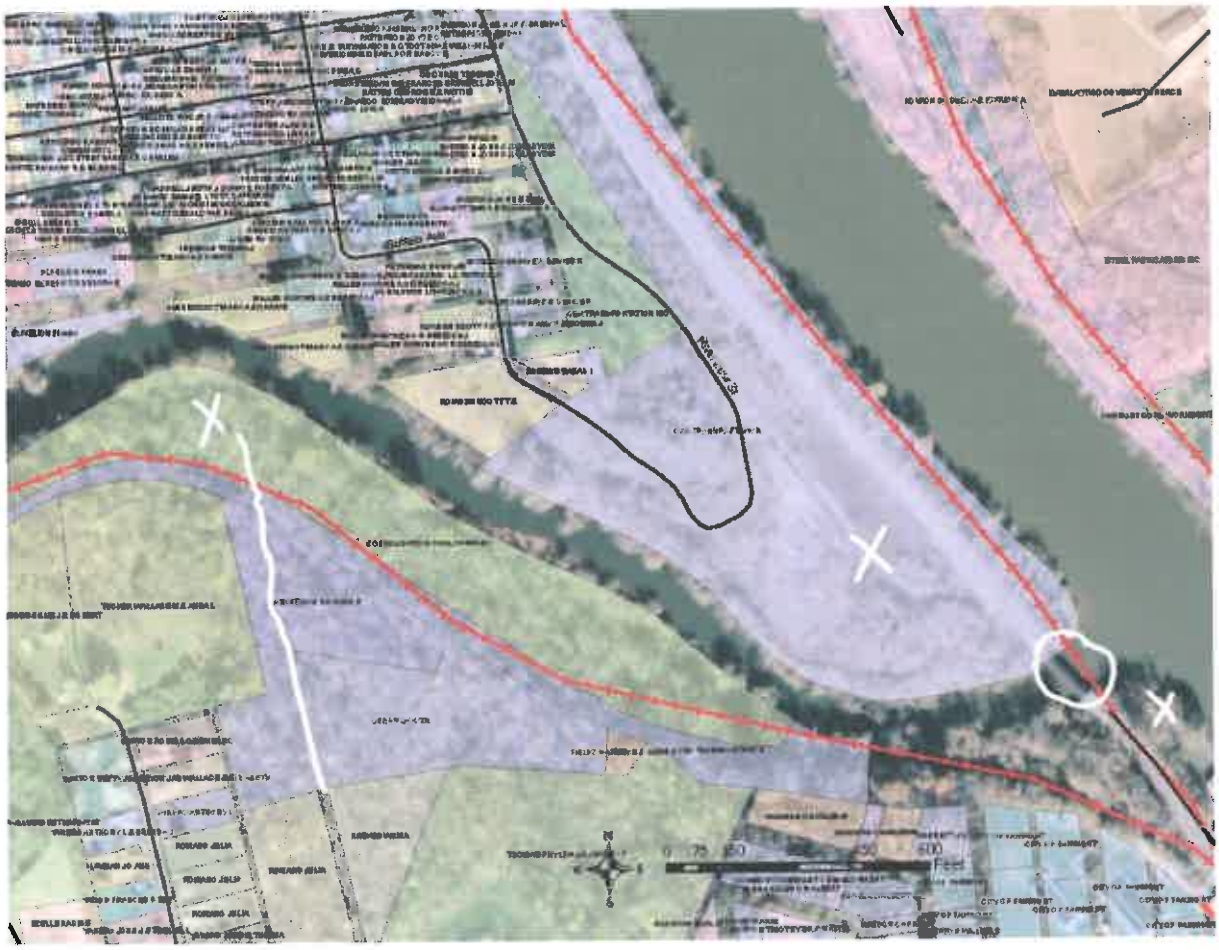

Figure 12: Property Ownership 2. (Source: Marion County Assessor's Office, Google Earth)

TABLE 1. PROPERTY OWNERSHIP ALONG BUFFALO CREEK

| Owner | Parcel | Owner Address | Acres |
|---|---|---|---|
| Consolidated Energy Company | 03 40 0001 0000 | 1000 CONSOL Energy Dr. Canonsburg, PA 15317 | 7.3 |
| CSX Transportation Inc. | 03 40 0264 0000 | 500 Water Street Jacksonville, FL 32202 | 2.3 |
| CSX Transportation Inc. | 03 37 0029 0000 | 500 Water Street Jacksonville, FL 32202 | 22.4 |
| CSX Transportation Inc. | 03 37 0027 0000 | 500 Water Street Jacksonville, FL 32202 | 5.3 |
| Consolidated Energy Company | 03 37 0028 0000 | 1000 CONSOL Energy Dr. Canonsburg, PA 15317 | 12.5 |
| Linear Lavota | 03 37 0025 0000 | 906 1/2 Ogden Ave Fairmont WV 26554 | 4.5 |
| Richard Anderson | 03 37 0026 0000 | 537 Hornbeck Rd Morgantown, WV 26505 | 2.3 |
| Earl and Judith Tate | 03 37 0012 0000 | 6 Baltimore St Fairmont, WV 26554 | 5.1 |
| Billie and Robert Moss | 03 37 0011 0000 | Po Box 2253 Fairmont, WV 26554 | 2.6 |
| Williams Enterprises | 03 38 0013 0000 | 208 Howard St Fairmont, WV 26554 | 12.5 |
| Daniel and Jeanette Skelly | 03 33 0238 0000 | N/A | 11.9 |
| CSX Transportation Inc. | 03 33 0243 0000 | 500 Water Street Jacksonville, FL 32202 | 6.9 |
| Speedway SuperAmerica LLC | 03 33 0242 0000 | 539 South Main St Findlay, OH 45840 | 2.3 |

## Rail Trail

A rail trail is a hiking and biking trail developed along an abandoned railway corridor. Often, these trails require connections that run off the railway alignment, even on streets. One such corridor runs along Buffalo Creek for most of its alignment from Fairmont to Mannington. According to the West Virginia Code (2017) and the Economic Development Act of 1985, the State of West Virginia sets law for rail trails, which are for non-motorized recreation only (Policy, 2017). The Code defines such activities as bicycling, hiking, cross-county skiing, horseback riding, jogging, and other similar activities.

As shown in Figure 13, the Marion County Connector Trail will span just under 20 miles from Mannington through Farmington and Barrackville to Fairmont. The Trail will be part of a larger system that will connect Parkersburg, West Virginia to Fairmont and Morgantown, ultimately connecting this system to Pittsburgh, Pennsylvania via the Monongahela River Rail Trail and Washington D.C. via The Great Allegheny Passage Trail (Wild, Wonderful, West Virginia, 2017). The proposed one-mile section of the Trail between the

Monongahela River and the Route 250 bridge would put Fairmont and the Westside neighborhoods at the nexus of a multi-state regional trail system in the eastern part of the United States (Connectivity Plan, 2017).

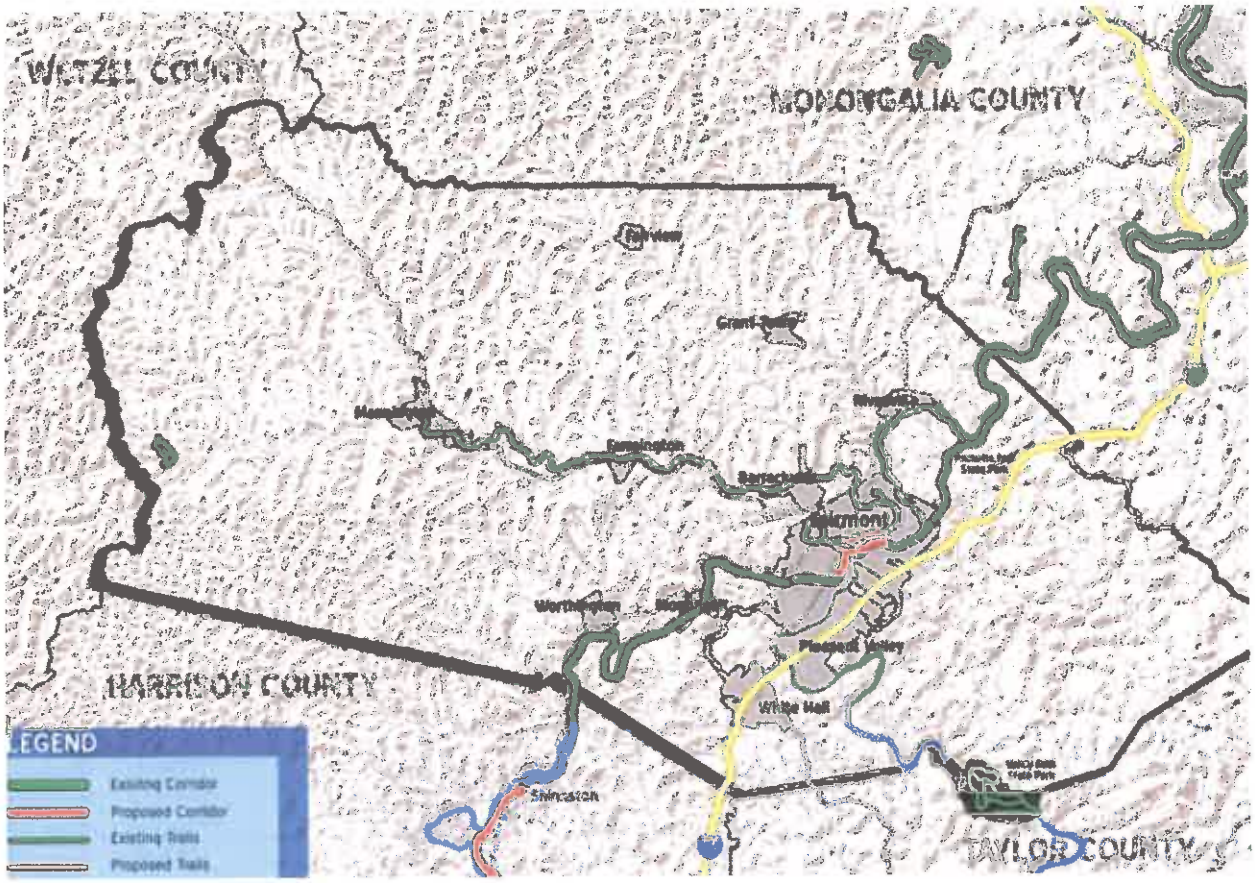


Figure 13: Rail Trail System related to Marion County, WV. (Source: City of Fairmont Connectivity Plan)

A recent study sought to examine the net economic impact of rails-to-trails conversion projects in different communities. Siderelis and Moore (1995) evaluated rural, small town, and urban rail trails, finding that the average annual economic benefit in small towns was $534,432 per mile. Specifically, rail trails are successful in creating tourism by providing adventure opportunities, preserving heritage and history, and promoting health through use and social gatherings along the trails such as races and community events (Policy, 2017). Considering these studies, recreation areas and rail trails provide communities not only social and physical opportunities, but also excellent economic opportunities.

Due to these social and economic benefits, the Wilderness Act of 1964 promotes greater quality of life through funding projects pertaining to outdoor recreation and trails (Wilderness, 2017). The national Rails-to-Trails Conservancy provides policy advocacy, programming, and funding for these types of projects (Policy, 2017). The Council focuses on creating outdoor recreation tourism for towns and regions to boost economic growth, physical activity, and social vitality. Their efforts are designed according to the National Trails System Act of 1983 that preserves retired railway lines for trail projects.

As part of creating rail trails for sustainable economies, Daniela, et al. (2012) recognize that linking cultural tourism with recreational tourism provides a vehicle to connect visitors and the residents to sites and locations with purpose. This linkage helps establish ecosystems for economic and social growth according to researchers.

An example of a rail trail that links to cultural heritage is the Three River's Heritage Trail in Pittsburgh. The trail has been successful because it provides a connection from recreating along the scenic views of Pittsburgh's rivers to providing information on historical sites such as Fort Pitt, Fort Duquesne, Historic Steel Mills, and the Strip District. These cultural icons of Pittsburgh allow visitors and residents to learn, enjoy, and share the past, present, and future of the city (Policy, 2017). This approach can be replicated to celebrate the Westside's history pertaining to Civil War history (Woodlawn Cemetery), African American heritage (Dunbar School, Evergreen Cemetery), mining history (Francis Pierpont), and B&O Railroad history (CSX Roundhouse site, circus train trail to the Testa Family Fairgrounds/Windmill Park).

The West Virginia Rails-to-Trails Council is a non-profit organization that assists projects with railroad right-of-way conversion, economic development, tourism, and protecting and promoting current and future trails. The Council sees the benefit that rail trails play in the mountain state in creating sustainable economic growth in transitioning economies (Wild, Wonderful West Virginia, 2017). A valued partner is the Friends of Marion County Trails and Waterways (MCTrail), a voluntary group that helps advocate for and manage rail trails in the county. The MCTrail believes that like Fairmont, many of Marion County's towns are walkable and friendly. They are devoted to promoting, building, and linking towns to establish greater outdoor recreation opportunities to promote economic growth. MCTrail is the logical champion of the project due to their commitment to trail recreation and its exceptional work in connecting the West Fork Trail to the Mon River Trail System in Fairmont.

Guidance on creating and maintaining the Marion County Connector Trail can be obtained from similar rail trail projects. West Virginia currently hosts 61 rail trails, many of which have been great successes and some of which have become economic engines for their host communities. These rail trails span anywhere from less than 10 miles to up to 70 miles. One of the most promising West Virginia trails is the North Bend Rail Trail, which travels parallel to United States Route 50 for 72 miles from Parkersburg to Wolf Summit. The trail hosts 13 tunnels, 36 bridges, and numerous state parks. The North Bend Trail is part of the 5,500 mile American Discovery Trail and has been a nexus in connecting the east and west coast via the Western part of West Virginia. The North Bend Trail hosts numerous activities including: mountain biking, walking, biking, horseback riding, and cross country skiing. The trail itself is made up of multiple surfaces, including ballast, cinder, crusher limestone, dirt, grass, and gravel. The Trail features excellent wayfinding maps that provide information about comfort stations, picnic tables, parking, and trailheads. The North Bend Rails to Trails Foundation has worked to promote and fund the Trail, partnering with many cities and organizations, including Salem Area Chamber of Commerce, Federal Transportation Department, and Scott Depot. As a result of these partnerships, promotions, and work the Foundation has received over one million dollars in grants for the rail trail construction and maintenance (Trail Report, 2017).

The Marion County Parks and Recreation Commission (MCPARC) will act as the lead agency and organization responsible for acquiring, managing, and maintaining the rail trail. MCPARC maintains sports programs, leisure activities, rail trails, and parks throughout the county (MCPARC, 2017). As and affiliated volunteer association, MCTrail is currently engaged in the effort to create the Marion County Connector Trail.

The first step in making the Trail a reality is to acquire the abandoned rail corridor. The first mile of the rail trail has been completed at the Mannington end. The remaining 15 miles or so require acquisition or easement. The West Virginia Code states that the existing rail corridors can be acquired either as rail trails or as rail banks. Rail trail refers to transferring ownership of the abandoned right-of-way for a recreational trail, while rail banking means to hold intact an abandoned railroad right-of-way for potential future use, while allowing a temporary easement for use. The holder of the easement is responsible for managing the right-of-way, assuming legal liability, and payment of taxes. The Rail Bank Process can last at minimum four

months, and can continue indefinitely. These two types of right-of-way are issued through the West Virginia State Rail Authority, which has the power to acquire and hold property for these uses.

By these definitions, CSX Transportation, the owner of the abandoned railway corridor in question, could either (a) enter into an agreement to rail bank that corridor with the stipulation for possible future reclamation, or (b) transfer ownership of the rail corridor outright. According to Senator Joe Manchin's office, CSX Transportation is currently undertaking the transfer of ownership of the remaining sections to Marion County, anticipating completion of the transaction early in 2018.

If the outright transfer of ownership fails to happen, it is recommended that the abandoned corridor be rail banked instead. The Rail Bank Process is as follows:

1. Ten days before abandonment filing, the railroad must send a notification to the State Service Board.
2. After those ten days a petition for abandonment exemption is filed with Surface Transportation Board by the railroad itself.
3. Thirty days after the initial abandonment filing an interested agency or organization can request a Notice of Interim Trail Use and is filed with STB and the railroad's legal department. "This request should also include a "Statement of Willingness to Assume Financial Responsibility" and a request to establish a Public Use Condition (PUC). By filing a "Statement of Willingness to Assume Financial Responsibility," you are merely indicating that you are capable of assuming financial responsibility should your agency/organization and the railroad reach mutually agreeable terms for the transfer of the corridor. This is not a contract, and your agency is under no obligation to acquire the corridor. A PUC prevents the railroad from selling or otherwise disposing of any property or trail-related structures, including bridges, tunnels or culverts, for a 180-day period from the effective date of abandonment. Since a railroad may not agree to a railbanking negotiation, requesting a PUC, which the STB will almost always grant, may buy additional time to convince the railroad to negotiate with you." (Rail Bank, 2017).
4. Forty days after abandonment filing, the railroad has 10 days to decide whether to negotiate for railbanking and notify STB.
5. Fifty days after abandonment filing, another railroad may file to purchase the line. If no filing has taken place within 50 days and the current railway has addressed all environmental and historic preservation concerns the rail corridor can then consummate abandonment of the line.
6. 110 days after abandonment filing, a railroad can agree to negotiate and will submit a letter to the STB. STB will issue a 180-day period for negotiations to take place between the railway, and the agency. If no agreement has been settled at the end of that 180-day period the railroad and agency can request another 180-day period to continue negotiations. This process can be implemented indefinitely, but both parties must continue active negotiations.
7. Once an agreement is made. The railway will pass over the deed to the agency and will file a consummation notice with the STB.

Once permission to use the corridor is obtained, construction of the rail trail can begin. The existing conditions of the abandoned rail corridor are shown in Figure 14, along with a concept design for a rail trail gateway that could be built at the trailhead near the Wastewater Treatment Facility (see Figure 15).

Figure 14: Abandoned Rail Trailhead at the Wastewater Treatment Facility.

Figure 15: Rail Trail Gateway concept. (Source: Kennedy Gilmore, Kevin Turk, and Alex Corapi)

The first step in constructing a rail trail is removal of the rails and ties. Due to toxic chemicals such as creosote that are used in the manufacturing of ties, this activity is considered a brownfield cleanup. Therefore, the Northern WV Brownfields Assistance Center can provide technical assistance (West Virginia Brownfields, 2017). MCPARC reports that they have already completed an environmental assessment. Furthermore, the

Railway Tie Association can provide contacts for recycling of railway ties for energy. Companies serving the Fairmont area are:

- Bdone Biomass Inc. (Ontario, Canada)
- DTE Energy Services (Ann Arbor, Michigan)
- M.A. Energy Resources, LLC. (Overland Park, Kansas)
- National Salvage & Service Corp. (Clear Creek, Indiana)
- Timber Restoration Services (Jefferson, Oregon). (Stacey, 2017)

Once clean-up of the rail corridor has occurred, MCPARC and Friends of the Marion County Trails and Waterways can work in together to construct the Marion County Connector Trail and design and install proper signage. Crusher limestone is how most rail trails in rural areas of the state of West Virginia are constructed, while the most expensive surfaces would be asphalt, running about $200,000 per mile (Policy, 2017). This Project Plan recommends crusher limestone for budgeting purposes for the section along Buffalo Creek and asphalt for the section from the trailhead to and along Washington Street.

Once the trail is completed, legal access to the trail is necessary. Multiple points of entry make a rail trail more accessible to residents and visitors. Obtaining right-of-way for pedestrians through private land may be necessary in some cases. About one mile of the Trail is on the abandoned rail corridor and another mile is on the Washington Street alignment. As shown in Figure 16, from top left, we have identified access from: (1) Colasessano Drive, (2) Woodlawn Cemetery, (3) Evergreen Cemetery. Furthermore, we have identified side trails connecting to cultural heritage sites through (4) the Dominion Hope right-of-way trail, (5) Washington Street through the Wastewater Treatment, (6) Garrett Avenue, (7) Baltimore Street, and (8) Jefferson Street. For the private property access routes, according the Chapter 19, Article 25 of the West Virginia Code, anyone can volunteer his or her private land to be used for access to public land (Come Out and Play, n.d.). Therefore, it becomes imperative to inform residents along the Trail that they can help promote its use by volunteering right-of-way access for the public.

Figure 16: Proposed Marion County Connector Trail access points. (Source: Google Earth)

Wayfinding signage should be the first priority once the Trail is completed. Additionally, information about the Monongahela River and Buffalo Creek, including fish, wildlife, and scenic views, will help tell the story of the natural environment in an around the Buffalo Creek Recreation Area. However, the Marion County Connector Trail also offers an opportunity to invite visitors to visit historic sites through interpretive signage and trail maps (Foundations, 2009). In the Westside neighborhoods alone, the Trail runs past the coalmine that once belonged to Francis Harrison Pierpont and past the Woodlawn Cemetery where he is interred. Signage along the Trail could also tell the history of Fairmont's famous Pepperoni Roll (while directing visitors to the nearby Colasessano's restaurant), the Testa Family Fairgrounds (now Windmill Park), the trail used to move circus animals from the rail yard to the fairgrounds, and the area's African American history as evidenced in the Evergreen Cemetery and the historic Dunbar School.

## ATV Park

West Virginia's terrain has made All Terrain Vehicles (ATVs) popular throughout the state. For example, southern West Virginia has established the Hatfield and McCoy Trails, which have been popular and successful in bringing recreational tourism to the local towns along the trails. As shown in Figure 17, Westside residents have been using the former B&O/CSX Roundhouse site as a place to ride ATVs. However, they have also been using other areas of the Westside neighborhoods, including streets, Windmill Park, and other undeveloped areas to ride ATVs. The formalization and creation of an ATV park at the CSX Roundhouse site

will provide a safe, designated area for riding, and will help to mitigate risk and damage throughout the rest of the community.

Figure 17: Abandoned roundhouse site and Buffalo Creek railroad trestle pedestrian crossing.

The West Virginia Code (20170 provides laws for ATV usage in the state. ATVs are not allowed on any public roads or highways. However, the state code defines that a rider may ride on a shoulder or as far to the right of a street as possible when traveling from a residence to a designated trail that is no more than 10 miles away. No one under the age of 18 is permitted to operate an ATV. Riders must wear approved helmets that meet up to date standards from the American National Standards Institute (ANSI). The code describes how proper light illumination is needed by sunset, and that no ATV should be operated above 25 miles per hour. The City of Fairmont Code of Ordinances does not mention ATVs, apparently deferring to State Code.

The United States Consumer Product Safety Commission (CPSC) has recognized the reality of risk associated with All Terrain Vehicle (ATV) riding in America. As of 2012 West Virginia ranked as the third highest state for ATV-related deaths in the United States with 641 deaths (CPSC, 2015). Of those fatalities, 33% of them occurred on paved surfaces and 19% occurred on unpaved roads, for a total of 52% of fatalities in the United States occurring on roadways. However, less than 5% of the total occurred in off road vehicle parks. The CPSC believes that not only staying off roadways and wearing proper safety gear is important. They also believe that seeking proper training is important for users of ATVs. Accordingly, the WVU Extension Service provides ATV Rider Safety Courses. The training requires an online course component and three additional hours of hands-on riding to receive an ATV Safety Institute certificate (ATV, 2017). The safety courses focus on appropriately sizing ATVs, appropriate attire, safety plans, and proper operation of an ATV.

To determine if an ATV Park would be successful at this location, a market feasibility study should be completed to determine the potential number of users of the area, and an assessment of the fees individuals are willing to pay to use the park. Furthermore, participatory planning with residents in the Bellview

neighborhood would be required to resolve concerns about destination traffic to the Park. Indeed, this is necessary regardless of the use chosen for the site.

From a liability standpoint, construction and operation of an ATV Park would best be pursued through a public-private partnership with the City of Fairmont or MCPARC (Jones, 2017). Furthermore, a non-profit entity would be recommended to create a reasonably priced opportunity for individuals to ride ATVs safely. The ATV Park would also require landscape architects to design the park with input from ATV users in the area and engineered construction of riding surfaces and structures. A preliminary concept is shown in Figure 18. The ATV Park would require fencing off the active railway, and signage for trails on which ATVs can be ridden.

Figure 18: ATV Park concept based on Railroad Roundhouse remnants. (Source: Lexi Chacalos, London Oliverio, Rachel Dapper, and John Pruett)

A successful example of this type of approach can be found in Kansas City. David Killion, an ATV enthusiast, created an ATV park during the 1990s (Killion, 2017). He established a non-profit organization called Kansas Rocks Recreation Park and garnered a federal grant from the Recreational Trails Program (RTP) that was 80% reimbursable. Killion partnered with numerous individuals and stakeholder groups in the area to cover the grant's required 20% match. The group then developed plans for management, development, erosion control, noise control, revenue, and cost of maintenance. He found promising practices for handling all of these issues in numerous sources, including:

- United Four Wheel Drive Association (UFWDA)
- Blue Ribbon Coalition (BRC)
- National Off-Highway Vehicle Conservation Council (NOHVCC)
- American Motorcyclist Association (AMA)
- OHV Park Guidelines Manual
- Management Guidelines for OHV Recreation (NOHVCC)
- Public Land Owner's Manual (UFWDA)

- AMA's "How To Communicate with Government" and "Off Highway Trails Guidelines for Design, Construction, Maintenance and User Satisfaction"
- Recreational Trails Program Interim Guidance and Leadership Training Course

After developing the park and creating the management plan, the Kansas City 4WD Association assembled a volunteer team to help operate the facility. The park has an Adopt-A-Trail program so that clubs can help with maintenance and get their names out to the public as well. The park also charges a daily fee to help cover operations and future development. They obtained a Conditional Use permit to operate the park after purchase of land, following local Planning and Zoning procedures. The board of directors met weekly to continue development of the park over several years. They found Errors and Omissions insurance that would cover the board members for 1/3 of the group's projected revenue to protect against liability.

In designated ATV riding areas, general liability insurance is recommended. In addition, many ATV Trails and parks have created waivers regarding assumption of risk (Assumption of Risk, 2007). These waivers help inform riders about what risks are present, policies and procedures put in place, and what will happen if they break policy and procedure for their safety. These risk assumption waivers are excellent tools to help protect both private and public organizations when operating outdoor experiences.

Ongoing operations could follow the model provided by Killion's group Kansas City 4WD Association. Furthermore, a partnership could be formed with the WVU Extension Service to offer their riding safety course at the ATV Park.

## ACTION PLAN

Considering all of the findings above, the following action plan describes the activities necessary to launch the Buffalo Creek Recreation Area Project. The plan uses the following format:

1. Overall Activity: What
   1.1. Action Step: How
      1.1.1. Detailed Tasks: Who, Where, When...

1. Convene a Project Action Team.
   1.1. Identify engaged community members and stakeholders (refer to Appendix A).
      1.1.1. Be certain to include residents from the adjacent neighborhoods to ensure potentially negative visitor impacts are mitigated.
   1.2. Determine who will be the lead agency for development and maintenance.
      1.2.1. MCPARC is the likely choice, with support from MCTrail.
2. Improve use of Buffalo Creek as a waterway.
   2.1. Perform Water Quality assessment to determine safety for fishing, boating, and swimming.
      2.1.1. Request that the United States Geological Survey perform a water quality assessment for recreational use, depth, flow, and tier categorization.
   2.2. Partner with the River Towns Program to encourage boating from the Monongahela River.
      2.2.1. Advertise for kayaking trips.

3. Improve and maintain pocket parks along Buffalo Creek.
   3.1. Develop places that have been used traditionally by neighborhood residents.
      3.1.1. The Old Pennsylvania Avenue Crossing picnic area, bathing beach, and kayak launch.
      3.1.2. The Colasessano Drive kayak launch (and Rail Trail access).
      3.1.3. The Dominion Hope right-of-way from Fitzgerald Avenue to the creek bend glade and fishing hole (and Rail Trail access).
      3.1.4. The CSX Railroad trestle bridge fishing hole at the mouth of Buffalo Creek near the Wastewater Treatment Facility discharge building.
   3.2. Obtain right-of-way use from associated property owners.
      3.2.1. Coordinate with the City of Fairmont to acquire right-of-way use for development and use of Consolidated Energy and CSX Transportation properties.
   3.3. Improve trails and wayfinding signage from neighborhood streets to the pocket parks.
      3.3.1. Old Pennsylvania Avenue.
         3.3.1.1. This steep gravel and dirt driveway needs to be graded and stabilized.
      3.3.2. Colasessano Drive.
         3.3.2.1. Determine a permanent alignment with adjacent property owners.
         3.3.2.2. Reconstruct the roadway as needed.
         3.3.2.3. Develop parking areas.
      3.3.3. Dominion Hope right-of-way.
         3.3.3.1. This gravel and dirt trail needs to be stabilized and limited from use by unauthorized motorized vehicles.
   3.4. Design and build the pocket park improvements and facilities.
      3.4.1. Partner with WVU Landscape Architecture faculty and students to create designs based on community input.
      3.4.2. Partner with WVU Recreation, Parks, and Tourism Resources faculty and students to create rules and interpretive signage for pocket parks through student internships.
         3.4.2.1. Informational signage should include rules and regulations pertaining to park use and safety.
         3.4.2.2. Interpretive signage should include the natural history of area and its landscape features.
      3.4.3. Partner with WVU Wood Sciences Program faculty and students to build and install signage through class projects.
      3.4.4. Host an opening celebration for each pocket park.
   3.5. Partner with MCPARC and MCTrail to assume management of pocket parks.
      3.5.1. MCPARC will create a management plan that includes volunteer engagement.
   3.6. Advertise the availability of the pocket parks.
      3.6.1. Provide information on the MCPARC and City of Fairmont web sites.

3.6.2. List the bathing beach on the West Virginia Swimming Holes web site.

3.6.3. List the fishing holes on the West Virginia DNR Favorite Wishing Waters web site.

4. Complete the first two miles of the Marion County Connector Trail.

4.1. Coordinate with MCTrail to establish a foundation to support construction and ongoing management of the Trail.

4.2. Construct an on-street section from Jefferson Street to the rail trail gateway at the Wastewater Treatment Facility on the Monongahela River (see the Washington Complete Street Project Plan).

4.3. Construct a rail trail section from the Monongahela River trailhead to the Route 250 bridge.

4.3.1. Acquire technical assistance from the West Virginia Rails to Trails Council and the Rails-to-Trails Conservancy.

4.3.2. Apply for technical assistance from the Rivers, Trails, and Conservation Assistance Program through the National Park Service.

4.3.3. Acquire railroad right-of-way from CSX Transportation.

4.3.3.1. Seek transfer of ownership or rail banking for right-of-way use.

4.3.4. Complete railway track cleanup.

4.3.4.1. Host a day of community service with MCTrail to remove trees and brush from the existing track.

4.3.4.2. Partner with West Virginia's Northern Brownfields Assistance Center to complete removal of rails and ties.

4.3.4.3. Recycle materials through a Railway Tie Association Partner.

4.3.5. Design and build the Rail Trail.

4.3.5.1. Work with West Virginia Rails-to-Trails Council on design and engineering.

4.3.5.2. Use asphalt from the trailhead to the Washington Street section.

4.3.5.3. Use crusher limestone for the Buffalo Creek section.

4.3.5.4. Hold an opening celebration of the Marion County Connector Trail.

4.4. Link the Trail with cultural tourism opportunities.

4.4.1. Partner with the WVU Department of History to research the history of the Westside neighborhoods and Fairmont writ large to identify opportunities for side trails.

4.4.1.1. Identified side trail opportunities include: (a) the entrance to the Francis Pierpont Coal Mine below Washington Street at Quincy Street (b) the circus animal trail from the railyard to the Testa Family Fairgrounds (now Windmill Park), (c) the African American history of the area and Evergreen Cemetery, (d) the Civil War history of the area and Woodlawn Cemetery, (e) the Italian heritage of the area, the pepperoni roll, and Colasessano's Restaurant, and (f) the general mining history of Buffalo Creek.

4.4.1.2. Hold a community conversation event for residents to share stories about the interpretive history of the Westside neighborhoods.

4.4.1.3. Conduct a trail walk with residents to select sites for interpretive signage and side trails.

4.4.2. Design, fabricate, and install interpretive signage.

4.4.2.1. Partner with WVU Recreation, Parks, and Tourism Resources faculty and students to create rules and interpretive signage through student internships.

4.4.2.2. Partner with WVU Wood Sciences Program faculty and students to build and install signage through class projects.

4.4.3. Host a day of service event to install interpretive signs in designated locations and hold a celebration.

4.5. Continue to support use of the Marion County Connector Trail.

4.5.1. Partner with the towns and cities of Marion County along the Trail in marketing efforts.

5. Develop an ATV Park at the abandoned B&O Roundhouse site.

5.1. Complete participatory planning with Bellview neighborhood residents to ensure that this is a desirable use for the site.

5.1.1. Access to Riverview Street via Murray Avenue will require traffic calming improvements to protect the residential area once the site is activated for any purpose.

5.2. Complete a market feasibility study for and ATV Park.

5.2.1. Make a go/no go determination based on the results.

5.3. Establish a nonprofit enterprise to develop and operate the ATV Park.

5.3.1. Determine if the site will be owned by or leased to the developer/operator by the City of Fairmont or Marion County.

5.4. Acquire the Roundhouse site from CSX Transportation.

5.4.1. Seek either transfer of ownership or the rail bank process according to the ownership structure chosen.

5.5. Design and build the ATV Park.

5.5.1. Partner with WVU's Landscape Architecture Program faculty and students for design/build technical assistance.

5.5.2. Obtain a Conditional Use Permit from the City of Fairmont.

5.5.2.1. Send registered letters to every household within 1,000 yards of land of property expressing intended use.

5.5.2.2. Hold public comment meetings with the planning and zoning administrator.

5.5.3. Complete construction of the ATV Park.

5.5.4. Hold a grand opening day celebration to commemorate West Virginia's first ATV Park.

5.6. Operate the ATV Park.

5.6.1. Adapt and adopt the methods used by the Kansas City group.

5.6.2. Partner with the WVU Extension Service to provide ATV Riding Safety Courses at the Park.

## RESOURCE DEVELOPMENT

Many items in the Buffalo Creek Recreation Area Project Action Plan require technical assistance from the resources described as well as financial support. The Project Action Team will need to create a resource development plan for each component of the project, as the various amenities may have different funding sources. A comprehensive resource development plan will include a combination of capital campaigns for construction and operations, financing, and grant writing. Appendix B provides information on a variety of available sources that support outdoor recreation. Additionally, the Project Action Team should consider funding through supplementary means such as donations, fundraisers, and other creative solutions.

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## APPENDICES

Appendix A: Buffalo Creek Recreation Area Project Action Team Members

Appendix B: Potential Funding Sources

## Appendix A: Buffalo Creek Recreation Area Project Action Team Members

| Name | Phone Number | Email | Affiliation |
|---|---|---|---|
| Warren Hilsbos | 304-363-4255 | whilsbos@mix.wvu.edu | Project Community Liaison |
| Quinton Thomas | n/a | qmontelwfms@gmail.com | Resident |
| Hanna Weaver | 304-366-6212 x304 | hweaver@fairmontwv.gov | Program Manager, City of Fairmont |
| Kate Greene | 406-640-0557 | Katherine.greene@mail.wvu.edu | NBAC and Friends of Marion County Trails and Waterways |
| Peter Butler | n/a | Peter.Butler@mail.wvu.edu | WVU Landscape Architecture |
| Kent Spellman | 304-476-3838 | k.spellman112@gmail.com | Rails to Trails Conservancy |
| Dave Smaldone | 304-293-7404 | David.smaldone@mail.wvu.edu | WVU RPTR |
| Dave DeVallance | 304-293-0029 | David.devallance@mail.wvu.edu | WVU Wood Sciences |

## Appendix B: Potential Funding Sources

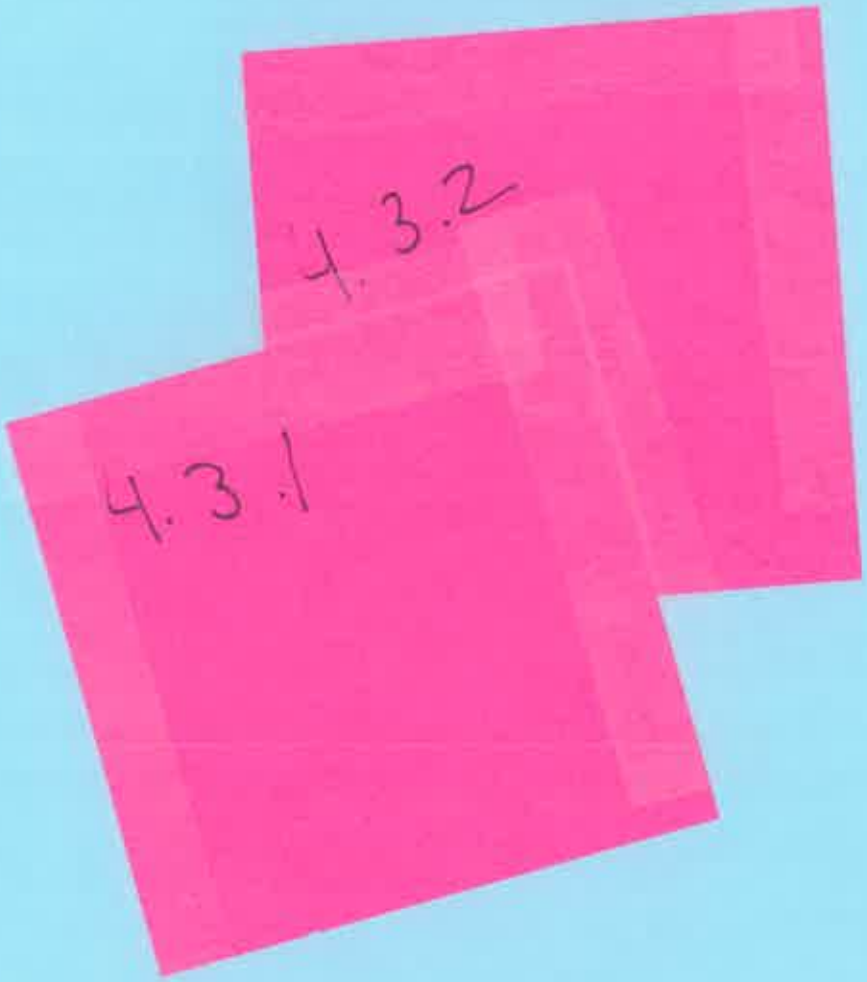
| Organization /Agency | Application Process | Submission Due Date | Contact Information |
|---|---|---|---|
| U.S Dept. of Transportation Recreational Trails Program | You must submit an "Intent-to-Apply" form before submitting a full application. http://www.transportation.wv.gov/ Applications can be submitted electronically at http://dohgrants.wv.gov/<br><br>Full Info at: http://www.transportation.wv.gov/highways/programplanning/planning/grant_administration/recreationaltrails/Documents/Oct_2010_RT_Guidelines-Application_Package.pdf | "Intent-to-Apply" form due: December 15<br><br>Applications Accepted Annually from September 15 – February 15 | **Address:** 1900 Kanawha Blvd. E. Building 5, Fourth Floor Charleston, WV 25305<br><br>**Phone:** (304) 558-9292 |
| Rails-to-Trails Conservancy Doppelt Family Trail Development Fund | Carefully review guidelines Download the Grant Application Worksheet to prepare all answers prior to beginning the application. Apply for the Doppelt Fund using the Online Application.<br>- Once you begin the grant application, you will NOT be able to save your progress.<br>- All applications MUST be submitted electronically. | Electronic Application Due: 11 p.m. (EST) on January 31. | Email: grants@railstotrails.org<br><br>**note*** - will help answer questions, but does not want bothered by questions about grant competitiveness. |

| Organization /Agency | Application Process | Submission Due Date | Contact Information |
|---|---|---|---|
| American Hiking Society National Trails Fund | Must be AHS Alliance Member and non-profit agency. (Marion County Friends of Tails and Waterways)<br>Electronic Applications can not be saved and must be completed in one sitting.<br>Must have:<br>501(C) tax exempt documentation<br>Project Budget<br>Project Timeline<br>Photos or maps of site<br>Questions to answer:<br>Organizations mission<br>Project Summary<br>How does it improve outdoor recreation experiences<br>Volunteer support/partnerships?<br>Landowner Permission for project completion?<br>Additional Info<br>Project time scope<br><br>Apply online at:<br>https://americanhiking.org/gear-resources/grant-opportunities/national-trails-fund-application/ | Electronic Applications Due: TBD. 2018 | **Address:**<br>8605 Second Ave.<br>Silver Spring, MD 20910<br><br>**Phone:**<br>1-(301)-565-6704 |
| WV Development Office Governor's Community Participation Program Grant | Counties and Municipalities can apply. So can non-profit organizations.<br><br>Must contact for application. | Application Due: June 30th of fiscal year | **Email:**<br>Debbie Legg<br>Debbie.L.Legg@wv.gov<br><br>Kelly Workman<br>Kelly.A.Workman@wv.gov<br><br>**Phone:**<br>304.558.2234<br><br>**Website:**<br>www.wvdo.org/cpp |

| Organization /Agency | Application Process | Submission Due Date | Contact Information |
|---|---|---|---|
| WV Development Office Land and Water Conservation Fund | Prior to Application organization must complete:<br>Local Government Resolution to authorize application submission<br>Project Description and Environment Screening Form<br>Environmental Review<br>Certification of Flood Insurance<br>Environmental Certification<br>Documentation of 50% minimum local share and commitment<br>Property Information<br>Vicinity Map<br>Survey or Tax map<br>Acreage<br>Scale<br>North Arrow<br>Easements<br>Public Road Access<br>Natural Landmarks<br>Property Lines<br>Copy of deed(s)<br>Certificate of Title<br>Development Plans<br>2 copies of site plan<br>tax parcel maps<br>Detailed cost estimate<br>Standard Form 424<br>Form 424c<br>Form 424d<br>Form DI 1350<br>Form DI 2010<br>General Provisions<br>Intergovernmental Review<br>State Historic Preservation Office review<br>Handicap Accessibility<br>Land Acquisitions<br><br>Application found at:<br>http://www.wvcommerce.org/app_media/assets/pdf/peopleandplaces/2008%20LWCF%20Application.pdf | Application Due:<br>Not stated online | Address:<br>Capitol Complex<br>Building 6, Room 553<br>Charleston, WV 25305<br><br>**Phone:**<br>(304)558-2234<br><br>**Website:**<br>www.wvdo.org |

| Organization /Agency | Application Process | Submission Due Date | Contact Information |
|---|---|---|---|
| WV Dept. of Transportation Transportation Alternatives Program (TAP) | Must have relationship with Surface Transportation Board, and submit a digital "Intent-to-Apply" form prior to application.<br>Intent to apply and application can be found at:<br>http://dohgrants.wv.gov/Account/LogOn | Electronic Application due:<br>Not stated online | **Mark Scoular,** Program Coordinator<br><br>**Phone:**<br>(304) 558-9616 |
| People for Bikes Community Grant | Non-profits and county agencies can apply.<br>Can be used to fund engineering, design and construction of Trails.<br>Must submit online application, Online letter of Interest, and full application from:<br>http://www.peopleforbikes.org/pages/apply-now | Online application due:<br>June 12 2017<br><br>**Online Letter of Interest:**<br>July 21, 2017<br><br>**Notification of LOI status:**<br>September 1, 2017<br><br>**Full Application:**<br>October 13, 2017 | Address:<br>P.O. Box 2359<br>Boulder, CO 80306<br><br>**Phone:**<br>(303) 449-4893<br><br>**Email:**<br>info@peopleforbikes.org |
| MCPARC Community Grant Program | All grants must be matched by at least 50% by applicant either by monetary support or in labor.<br>Any non-profit, or community group can apply<br>Must provide public comment period for proposed project<br>Must secure 50% matching funds<br>Must identify immediate adjacent wetlands<br>Provide project boundary map<br>Provide specific recreational needs of the community<br><br>Application available at:<br>http://www.mcparc.com/uploads/5/4/7/6/54764057/comm_grant_program_2017.pdf | **Requests are due:**<br>March 15th 2017<br><br>Recipients have until Dec. 31st, 2017 to complete the project or explain why not. | Address:<br>1000 Cole St.<br>Suite B<br>Fairmont, WV 26554<br><br>**Phone:**<br>(304) 363-7037<br><br>**Email:**<br>infor@mcparc.com |

4.3.1 Academic publication on the model



# Delivering an MPA Emphasis in Local Governance and Community Development Through Service Learning and Action Research

Margaret Stout
*West Virginia University*

**Abstract**

This paper describes an action-based model for a Master of Public Administration emphasis in Local Governance and Community Development, along with preliminary observations during pilot implementation. This series of four courses delivers substantive and sustained community outreach in a proven developmental process while providing students hands-on learning opportunities that build core professional competencies by putting theory into practice in a real-time, reflective manner. Students who complete all four courses are uniquely prepared to step into local governance activities that build community capacity and engage community stakeholders in collaborative planning and action. Readers are encouraged to adapt and adopt this integrated outreach, service learning, and action research model to most effectively meet these dual technical assistance and learning objectives.

This paper describes an action-based model for a Master of Public Administration emphasis in Local Governance and Community Development, along with preliminary observations during pilot implementation. This series of four courses delivers substantive and sustained community outreach in a proven developmental process while providing students hands-on learning opportunities that build core professional competencies by putting theory into practice in a real-time, reflective manner. Students who complete all four courses are uniquely prepared to step into local governance activities that build community capacity and engage community stakeholders in collaborative planning and action.

The paper provides an orientation to service learning and action research, explains how curricular and community goals can be strategically matched, describes the

*Keywords*: service learning, action research, local governance, community development

model and its pilot, and draws conclusions about the model's usefulness and the potential for replication in other place-based (as opposed to online) MPA programs. Based on the unique fit between community and student needs, the paper argues that MPA programs wishing to develop local governance specializations should consider adapting and adopting this integrated outreach, service learning, and action research model to most effectively meet these dual technical assistance and learning objectives.

## An Evolving Approach to Service Learning and Action Research

Community outreach from institutions of higher education began in large part with the federal land grant mission. When originally established by the Morrill Act of 1862, land grant institutions were charged with teaching, research, and outreach missions that focused on traditional disciplines (humanities, social science, and natural sciences) or agricultural and industrial development (Brown, Pendleton-Jullian, & Adler, 2010). Today, land grant universities are challenged to transform outreach and extension programs to fit conditions in which "the needs of the people in the workplace, the community and the home" have dramatically changed (Brannon, Morgan Dean, & Morgan Dean, 2002, p. 1). Therefore, contemporary extension services commonly offer programs in areas such as community engagement, technology innovation, and community, economic, and workforce development (Cote & Cote, 1993).

To expand these evolving approaches, institutions of higher learning more generally are urged to "embrace new forms of learning and interdisciplinary inquiry that respond to the needs of the 21st century" (Brown et al., 2010, p. 10). Rather than relying on traditional extension programs, service learning and action research have become platforms for institutional outreach meant to have environmental, community, or organizational impact. Activities are designed to simultaneously produce curriculum driven learning outcomes, applied research knowledge, or both. In terms of *learning*, rather than stand-alone student or faculty engagement in outreach efforts, the emerging approach is to integrate service into course curriculum, moving the classroom into the community (Kellogg Commission, 1999b). In terms of *inquiry*, applied and action research are becoming more widely accepted academic purposes and methods, and they are increasingly integrated into both service learning and more traditional outreach efforts (Spainer, 1999). Such holistic approaches "strengthen the link between discovery and learning by providing more opportunities for hands-on learning, including undergraduate research" (Kellogg Commission, 1997, p. ix). They also produce stronger abilities to link theory to practice (Lambright, 2008).

Taken together, the contemporary understanding of service learning is an "approach that integrates community service with academic study to enrich learning, teach civic responsibility, and strengthen communities" (Service-Learning, 2002, p. 15). The learning approach, whether called experiential, project-based, client-based,

or hands-on learning, has proven effective with students at all levels, from preschool through graduate school. Successful service learning establishes clear educational goals that require the application of concepts, content, and skills from the academic discipline at hand to relevant, current issues. Through application, students construct their own knowledge by using an experiential, inductive form of inquiry. Analytical reflection on those experiences fosters critical thinking and the linkage of theory and practice (Collier & Williams, 2005). This step has been noted as a crucial element of any experiential learning process (Cunningham, 1997), particularly for service learning (Imperial, Perry, & Katula, 2007).

Service learning builds the ethic of public service and a habit of civic engagement that extends beyond academic and professional life (D'Agostino, 2008). As Madeline Kunin, former Deputy Secretary of the U.S. Department of Education said, "Service learning resurrects idealism, compassion, and altruism" (Service learning, 2002, p. 38). Thus service learning promotes skill development in what has been called emotional intelligence or humanistic caring (Killian, 2004; Kramer, 2007). When activities are targeted toward real-life problems and opportunities, students become engaged in and concerned about the policy issues most in need of active participation. Developing this interest and passion can countervail the shrinking of social capital that society is experiencing due to the loss of active citizenship (Putnam, 2000). It also stands to reclaim the public purpose of education—to develop citizens, not just workers (Service-Learning, 2002). Perhaps for these reasons, federal policies like the National and Community Service Act of 1990 and the National and Community Service Trust Act of 1993 promote service learning at all levels of education and in community-based settings.

These approaches to service learning and action research have been adapted and adopted at all levels of education and by both public and private institutions. Indeed, they have become the hallmark of a growing trend in higher education, and the university is now recognized as a key player in fostering civic engagement (D'Agostino, 2008). For example, many campuses have a community engagement office or Campus Compact office, which is a national coalition of more than 1,100 college and university presidents who are committed to fulfilling the civic purposes of higher education (Compact, 2011). Founded in 1985, the coalition has offices in 35 states with staff who promote public and community service that develops students' citizenship skills, helps campuses forge effective community partnerships, and provides resources and training for faculty seeking to integrate civic and community-based learning into the curriculum.

Programs like Campus Compact recognize that successful service learning requires collaboration not just among university participants, but between the university and the communities it serves. Traditional outreach approaches place the university in a reactive, therapeutic role—experts respond to problems or requests for assistance in a top-down, one-way fashion (Kellogg Commission, 1999b). In the worst-case scenario, experts select "target populations" that may

not even want intervention. In the contemporary approach, this role has been reconceived as one of social leadership and innovation for community and cultural change (Stephenson, 2011). As an initiator, the expert makes an invitation to the community to collaborate. One leading strategy is to increase connections among academic programs, commercial enterprises, government agencies, and nonprofit organizations in structured encounters for collaborative learning, planning, and implementation (Brown et al., 2010).

However, the key to success and sustainability of such efforts is to employ facilitative leadership styles in which experts are on tap, not on top. As with all service learning, activities should be in response to genuine needs seen as important to the community (Service-Learning, 2002). The engagement process needs to be reciprocal: "two-way streets designed by mutual respect among partners for what each brings to the table" (Kellogg Commission, 1999b, p. 9). Providing outreach through action research and service learning activities helps everyone involved maintain this learning orientation, generating contexts that enable faculty, students, and community members to learn in a mutual, shared manner. This collaborative philosophy is congruent with the engagement purpose of creating a "learning society" (Kellogg Commission, 1999a). Furthermore, these community service purposes are well fitted to public administration curriculum.

## Targeting Community Capacity

The integrated model for outreach, service learning, and action research described herein focuses on building community capacity in tandem with an MPA emphasis in Local Governance and Community Development. It is critical that service learning objectives match associated learning outcomes (Dicke, Dowden, & Torres, 2004; Imperial et al., 2007) and community capacity building is a highly fruitful activity for building core public administration competencies. The activities involved in building governance capacity, engaging cross-sector stakeholders in collaborative planning, and community development action build competencies across all five domains required for accreditation (NASPAA, 2009). To fully illustrate, it is necessary to provide some background on the purpose of community capacity building. This section considers community capacity in three stages: nurturing readiness, building capacity, and harnessing capacity.

### Nurturing Readiness

The term *community capacity* refers to a community's collective ability to foster and sustain positive change. The "collective" includes both individual and group units of analysis, including informal groups, organizations, networks, and geographic areas (Chaskin, Brown, Venkatesh, & Vidal, 2001). In sum, these units are the community's *assets* (Kretzmann & McKnight, 1993). The factors that contribute to capacity are framed in the community development literature as *community capitals*, including natural environment, cultural, human, social (bonding and bridging forms), political, financial, and built environment types (Flora & Flora,

2007). All of these capitals are interrelated and boundaries are not always clear, but when they are mutually supportive, all elements of community sustainability—environmental, economic, and social vitality—are fostered (Fey, Bregendahl, & Flora, 2006). For this reason, community capacity is often understood as *resilience* (Perrings, 1998).

Community capacity must be understood both as a *potential* for positive change and the *effect* of its application. In other words, owing to the dual nature of community capacity, *when* it is measured in relation to community interventions makes a difference in how it is analyzed. For example, capacity as a potential means the abilities, commitment, and resources needed to take any type of community building action. It is described by concepts like *conditioning influences* (Chaskin et al., 2001), *orientation* (Denhardt & Glaser, 1999), or *preparedness* (Perry & Lindell, 2003). This *readiness* aspect of capacity has been explored most fully in the risk and prevention arenas (Donnermeyer, Plested, Edwards, Oetting, & Littethunder, 1997; Edwards, Jumper-Thurman, Plested, Oetting, & Swanson, 2000; Norris, Stevens, Pfefferbaum, Wyche, & Pfefferbaum, 2008) but is being explored in other types of community development and resiliency work as well (Chazdon & Lott, 2010; Foster-Fishman, Cantillon, Pierce, & Van Egeren, 2007; Miller, 1990). In short, if a community lacks sufficient capacity to take advantage of outside assistance, the investment will likely fall short of desired outcomes. In this sense, capacity is an *independent variable.*

Thus community capacity is first measured through needs and assets assessment (pre-test) to determine baseline conditions and readiness for action. Various methods have proven fruitful in research based on the community capitals model (Emery & Flora, 2009; Fey et al., 2006; Marré & Weber, 2010). Student engagement in these activities builds competencies in contributing to the policy process, in addition to the analytical and critical thinking skills necessary for public problem solving. It is quite common that communities lack the human, social, and political capitals necessary to make the most of their natural, cultural, financial, and built capitals. Therefore, community development efforts typically begin with building those capacities to increase readiness for development activities.

**Building Capacity**

Historically, a wide range of activities have been used to develop community capacity, including leadership training, community organizing, organizational development, organizational collaboration, and physical and economic development (Chaskin et al., 2001; Chrislip, 2002; Nozick, 1999). Virtually all of the initiatives undertaken by university outreach programs fall into these categories of activity. However, successful community and economic development initiatives must be sustained by the community once university partners exit. Therefore activities must be locally anchored, as noted in a White House directive that all federal programs become "place-based" in approach (Orszag, Barnes, Carrion, & Summers, 2009). *Place-conscious planning* and *place-based programming* refer to the notion

that social and economic investments must be driven by the specific needs perceived by a given community and must be targeted and well coordinated to achieve efficient, sustained, synergistic, and substantive impact. Based on community impact research, experts agree that "the prosperity, equity, sustainability, and livability of neighborhoods, cities and towns, and larger regions depend on...locally-driven, integrated, and place-conscious solutions guided by meaningful measures" (Orszag et al., 2009, p. 2). Indeed, this has been the strategy of successful community development corporations and their principal charitable funders for decades (LISC, 2011).

Fortunately, this philosophical perspective is shared by both service learning and action research theory. To be community driven and produce results that are more socially and economically as well as environmentally sustainable, the experts on tap must build competencies in participatory practice. This effort is particularly critical in postindustrial rural communities "once dependent on such extractive industries and coal and timber—that are experiencing population decline, infrastructure deterioration, and limited economic development prospects" (Plein & Morris, 2005, p. 166). In these contexts, participatory planning and design can become a proactive economic development strategy. This philosophical perspective lends itself well to service learning and action research in collaboration with citizens, local government, nonprofit organizations, and volunteer associations.

Facilitation of collaborative, participatory practices has become a specialization in the fields related to community development, including public administration, public policy, and planning and design (Fagence, 1977; Forester, 1999; King, Feltey, & Susel, 1998; Roberts, 2004; Sanoff, 1978; Stivers, 1994). The interpersonal communication skills and techniques for facilitating dialogue and deliberation have become widely recognized as a new requirement for preparation of public administrators and practitioners involved in local government and planning professions (APA, 2011; ICMA, 2011; NASPAA, 2009). According to facilitation experts, a process should be designed specifically for the purpose at hand (Kaner, Lind, Toldi, Fisk, & Berger, 1996). For the purpose of community building, processes are designed for getting to know one another and team building (Cain & Jolliff, 2010; Thiagarajan & Parker, 1999). For example, interactive icebreakers are often used to establish a basis for connection among individuals (West, 1997). Dialogue processes are used to foster storytelling and relationship building while deliberative processes are designed to seek consensus and integrative strategies. Techniques for these different purposes can be obtained from resources such as the National Coalition for Dialogue and Deliberation (NCDD, 2010), the International Association for Public Participation (IAP2, 2007), the Institute of Cultural Affairs (ICA, 2011), and the National Charrette Institute training (Pretty, Gujit, Scoones, & Thompson, 1995; Sanoff, 2000).

Key activities involved in leadership and organizational development include training in governance roles, responsibilities, and collaboration for key stakeholders such as elected officials, citizen advisory board members, lead administrators, and

nonprofit board members. Student engagement in such activities builds competencies in articulating and applying a public service perspective, participating in the policy process, and communicating productively with diverse stakeholders. Key activities in community and economic development include planning, policy making, and project implementation. Student engagement in these activities builds competencies in contributing to the policy process, the analytical and critical thinking skills necessary for public problem solving, and the ability to communicate productively with diverse stakeholders.

### Harnessing Capacity

Once capacity is built, it must be put into action through community development policy and program implementation. Here, key technical assistance activities include implementation planning, project management, and resource development with cross-sector teams involved in collaborative governance. Student engagement in such activities builds leadership and management competencies while continuing to hone analytical and interpersonal skills.

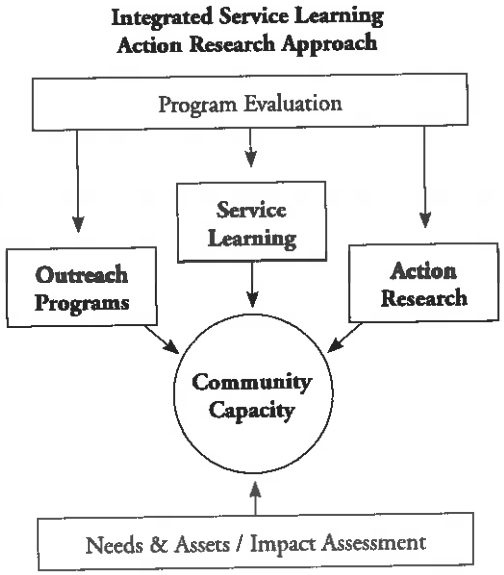
On the action research side, as community capacity is built through collaborative, participatory practices, we then begin to measure it as an effect or outcome of interventions. In this sense, capacity is a *dependent variable* and, over time, community capacity shifts from being the capacity to develop to the capacity to sustain. After implementation of outreach programs, service learning, or action research activities, change from the baseline measures in the various community capitals are measured through impact assessment (post-test); this in turn establishes benchmark data about needs and assets for longitudinal study and evolving community development activities. Further analysis attempts to determine which activities may have contributed to specific changes. This type of impact assessment must include individual and various group units of analysis, and it covers a host of indicators that lend themselves to multiple data collection and analysis methods. All of these characteristics lead to complexity in research design and methodology that requires collaboration across disciplines and research approaches for greatest success. But without this comprehensive view, it is difficult to know whether community engagement efforts generate an appropriate return on investment.

### University Fostered Community Capacity

Pulling these phases together, Figure 1 illustrates how outreach programs, service learning, and action research can be woven together in an integrated, longitudinal approach that builds and harnesses community capacity toward desired ends. Ideally, in seeking to serve a particular community (geographic or otherwise), applied research is employed to identify baseline community capacity. This information can be articulated broadly to both university and community-based government and nonprofit organizations. These stakeholders then implement appropriate capacity building strategies for the community through

outreach programs, service learning, or action research approaches. Such efforts can be delivered in either a concerted or an integrated fashion. Applied research can then be employed once again to evaluate specific outreach, service learning, and action research activities in both formative and summative fashions. Finally, overall outcomes can be measured periodically to determine the level of synergistic impact on community capacity over time.

*Figure 1.*
Integrated Outreach, Service Learning, and Action Research Approach




## Delivering an Integrated Model

This integrated model for outreach, service learning, and action research is particularly well suited to the MPA degree. Practice fields like public administration are charged with building specific sets of skills and attitudes as opposed to knowledge of a field alone—what are often referred to as knowledge, skills, and abilities (KSAs) (D'Agostino, 2008; Whitaker & Berner, 2004). Furthermore, professionals are often responsible for producing applied research in practice, not just in academic contexts. In short, service learning and applied research in practice fields are particularly well suited to "developing the skills and competencies employers value—capacities to work in teams, solve problems, communicate clearly, and exercise ethical leadership" (Kellogg Commission, 1997, p. 36). Although MPA programs have a long tradition of field-based internships and capstone consulting projects (D'Agostino, 2008), extending application into other courses is increasingly

thought to hold value (Bushouse & Morrison, 2001). This is understandable given the shared mission of public service in both MPA and service learning programs (Dicke et al., 2004; Newcomer & Allen, 2010). Furthermore, based on the previous discussion, it is clear that specific community development activities stand to build all core competencies desired in accredited MPA programs (NASPAA, 2009).

**Principal Collaborators**

In the pilot project presented herein, champions from the Extension Service and MPA faculty have come together to formulate a fresh, integrated approach to outreach, service learning, and action research. Together, they are working with a small city (population 9,500) to pilot the model during the 2011–2013 academic years (still in progress at this writing). The city requested technical assistance from the university in substantially revising its comprehensive plan. Because such social transformation is a particularly useful focus for service learning (Bushouse & Morrison, 2001), the request seemed a good fit as a pilot for the model, and it is being supported by Campus Compact. Furthermore, comprehensive planning and implementation purposes provide a robust relationship with desired learning outcomes for local governance and community development competencies, which is a key consideration for project selection (Dicke et al., 2004; Imperial et al., 2007). The following subsections provide a brief background on the collaborators involved in outreach, service learning, and action research.

**Outreach Partner**

The Extension Service hosts a unit focused on Community, Economic, and Workforce Development. The faculty working in community and economic development implement a variety of outreach programs, including baseline research to produce a Community Profile, a community assessment program called First Impressions, and a planning and design charrette program called the Community Design Team (CDT). The first two programs generate valuable information for the third and so have been employed in a serial, building-block fashion in the pilot project. Furthermore, the CDT represents in large part the apex of the outreach effort.

As described by its founders, the CDT was launched in 1997 (Loveridge, 2008) as a "multidisciplinary group of volunteer professionals who donate their time to communities wishing to improve their future" (Loveridge & Plein, 2000, p. 11). With the team's focus on design, landscape architects are principal players in placemaking within the overarching purpose of community and economic development. However, this broader focus draws in experts in civic engagement, community building, land use and transportation planning, economic development, and local governance (Loveridge & Plein, 2000). The CDT is composed primarily of faculty and a few of their students, as well as professionals from around the state. Due to its success, "CDT has become a platform and inspiration to build other university outreach efforts" (Plein & Morris, 2005, p. 179).

### Service Learning Partner

Like many MPA programs (see, for example, Bushouse & Morrison, 2001; Cunningham, 1997; D'Agostino, 2008; Dicke et al., 2004; Imperial et al., 2007; Killian, 2004; Kramer, 2007; Lambright, 2008; Lambright & Lu, 2009; Waldner & Hunter, 2008; Whitaker & Berner, 2004), the program in question has a tradition of rigorous service learning through internship placement requirements (500 contact hours) and inclusion of applied research, client-based learning, and capstone projects in its core curriculum. Indeed, this apprenticeship philosophy is perfectly suited to service learning and action research. Furthermore, faculty members helped found the CDT and have participated in the program since its inception. The faculty's commitment to community development was further secured in its acquisition of an additional faculty line in 2008 for a hire with local and community governance expertise.

The MPA plan of study includes 12 credit hours of electives (four regular graduate courses) that may be tailored to the interests of each student. In response to student and regional requests and with consideration of historical involvement in the CDT, a new area of emphasis was designed to prepare graduates for work in local governance and community development. Although the emphasis may include a variety of related electives both within and outside the MPA course offerings, a core series of electives is being offered within the program in a building-block fashion: (a) Local Governance; (b) Public Engagement & Collaboration; (c) Public Planning; and (d) Sustainable Community & Economic Development. The four courses are offered in sequence to match best practices in the community development process.

### Action Research Partners

The action research activities are undertaken by faculty and community-based partners in conjunction with students as assigned in associated service learning activities. In other words, all collaborators contribute to action research. The pilot project has emphasized development of the service learning and outreach program collaboration aspects of the model, but the long-term intention is to integrate the full complement of action research shown in Figure 1. In future applications of the model, the community capitals approach (Emery & Flora, 2009; Fey et al., 2006; Flora & Flora, 2007) will be employed to measure impact. This effort may include employing an external evaluation team.

In the pilot, baseline needs and assets were assessed through community profile research, field observations of various planning issues, stakeholder meetings, a written Civic Index survey, and a series of open-ended community conversations. Student assignments also contribute to formative evaluation on community change through participatory community development. Students participating in the service learning elements of the project produce reflective journals after every fieldwork visit, contributing to an ongoing process evaluation of the pilot.

Journals address how theory plays out in practice, lessons learned for future scenarios, and reflections on professional identity. Community stakeholder and student evaluations at the end of the course will contribute to this implementation evaluation, which is a common practice in service learning (Bushouse & Morrison, 2001). In addition, through participation in a Campus Compact initiative called Community LINKS, the pilot project is engaged in a process evaluation of the project conducted by an external evaluator through before and after focus group discussions with select project faculty, students, and community stakeholders in addition to group interviews across projects to discuss emergent themes.

**Integrated Model Components**

The overarching purpose of the integrated model is to promote community development—an objective with a good fit for action-oriented approaches (Imperial et al., 2007; Killian, 2004). Following trends in community development theory and best practices for participatory planning and implementation noted in the previous section, the components of the model are (a) a two-year cycle of facilitative leadership and technical support outreach along a proven developmental path; (b) collaborative action research on community readiness and capacity for community development on a pre- and post-service schedule; and (c) curriculum-driven service learning activities in the MPA emphasis in local governance and community development. This approach is best suited to a community host that is in need of comprehensive planning and capacity building, as opposed to project-oriented technical assistance. Once such a community is identified, a memorandum of understanding is developed to ensure that both parties understand roles and responsibilities as well as expected deliverables (Bushouse & Morrison, 2001). This reinforces the client-based nature of the course (Waldner & Hunter, 2008).

The model follows a two-year cycle of four semesters framed by the MPA courses, in tandem with appropriately matched Extension Service outreach programs. Although it may appear that curriculum is driving community development efforts, in actuality, the curriculum was designed to follow the proven, ongoing cycle of community development activities: (a) assess; (b) mobilize and organize; (c) vision and plan; (d) implement; and (e) evaluate (and return to step a). These activities build competencies across all five domains desired for accreditation (NASPAA, 2009). In this way, both community members and students build their capacity to conduct these activities in the most effective fashion. Students work both independently and as a team, in some cases alongside other university-based and community-based partners. This prepares students for real-world expectations of self-direction, teamwork, and inter-organizational collaboration (Killian, 2004) and builds both research and management skills (Whitaker & Berner, 2004). However, this type of approach is also highly ambiguous and leads to higher levels of stress and unpredictability (Jacoby, 2003). As a result, it is better suited to fairly mature students, as has been noted in the pilot implementation.

The service learning components of the model have been designed considering best practices found in the literature, both general and specific to public affairs (Imperial et al., 2007; Lambright & Lu, 2009). Service learning activities are actively led by faculty, selected projects are closely integrated with course material, and students engage in regular reflection and critical assessment activities both individually and as a team. This approach differs from student-led team-based projects (Whitaker & Berner, 2004) that are more typical to MPA capstone courses, considering that students may begin the series of courses in their first semester of study. Students in both types of courses simultaneously note their appreciation of the faculty leadership.

**Semester 1: Preparation and Assessment**

The first MPA course is Local Governance, which provides an introduction to the institutions and processes of collaborative local governance, considering the contextual political economy and legal structures. Institutions include government structures (county, municipal, special districts), volunteer boards and commissions, and various types of community-based organizations. As stakeholders within these organizations are identified, faculty and students begin mapping social network relationships among community members (Scott, 1991; Wasserman & Faust, 1994). This data is crucial to the second-semester activities.

The integrated service learning activities include getting to know the actors, groups, organizations, and institutions through stakeholder meetings about the project. Furthermore, students help develop and deliver capacity building training in operations and collaboration to the governing body, executive staff, citizen advisory boards, and nonprofit organizations. As faculty and students engage with community members, capacity building needs at the organizational, group, and individual levels of analysis are identified for referral to various technical assistance resources. The reflective exercises used in service learning are highly valuable to this purpose, helping students make sense of what they are seeing in light of theory. Students return to the community at the end of the semester to present preliminary findings from the action research activities, building their interpersonal and presentation skills.

The first action research step is to generate a profile of the social, economic, and environmental factors influencing the community's political economy and institutions. A fairly comprehensive set of indicators includes the categories of community services and infrastructure; cultural and historic heritage and identity; economic opportunity; governance; health and well-being; social networks, civic engagement, and citizen participation; and the natural and built environment. Community profiles gather basic demographic and economic data available through existing sources like the U.S. Bureau of the Census or Bureau of Labor Statistics. Data are derived on the lowest level available (city, county, region, or state). To complement this economic data, profiles also cover basic organizational

information on the local governments in the area, including the municipality, county, and special districts as well as citizen advisory boards and community-based nonprofit organizations and volunteer associations. All relevant plans and ordinances are collected for background, and consideration is given to the limitations placed on the municipality by statute. To get a sense of the quality of life, consideration is also given to the types of health and human services available to the community through both public and private sources.

The community profile is augmented with field observation as well as information about civic capacity. For initial field observation, students and faculty participate as evaluators in the First Impressions assessment program during their first community visit as a method of forming their own sense of place in the host community. Students also gather and analyze baseline data on community capacity and readiness for development activities. Some general patterns, discovered through decades of research on community readiness and capacity for development, are assessed using the Civic Index survey developed by the National Civic League, which can be implemented either as a written survey or a focus group discussion guide, depending on the time available in the community. In the pilot case, a written Civic Index survey was used in both hard-copy and Web-based formats. Students build applied research skills through these various activities that either apply or augment those learned in research methods courses.

**Semester 2: Mobilizing and Organizing**

The second MPA course is Public Engagement & Collaboration, which explores theories of community and causes of community conflict, and develops skills in techniques for engaging citizens, nonprofit, and government actors in collaborative community building, implementation, and governance. The integrated service learning activities include mobilizing actors, groups, organizations, and institutions in the host community toward collaborative action. These activities are guided by a Public Engagement Plan (PEP) for the city's visioning and planning processes, developed and implemented by the students as a project team. The course curriculum is designed to cover a variety of techniques, while referring students to key resources for continuing professional development. Students determine how to leverage existing community meetings and make presentations to as many groups as feasible within travel budgets and schedules. Service learning visits include stakeholder meetings to present and approve the PEP; facilitation of Community Conversations; presentation of results; and establishing ad hoc community teams for summer activities. In the pilot community, summer activities included a One Book, One Community reading program and the start of a VISTA placement for community and economic development activities associated with the project. The opportunity to put theory into action to design a Public Engagement Plan and then actually executing that plan provides a whole new level of praxis the students deeply appreciate. They leave the course feeling ready to replicate the activities on their own.

In contribution to action research, data gathered during the community conversations focus on not only civic capacity similar to the issues noted in the Civic Index survey but also on open-ended discussion of community challenges, opportunities, and treasures. These discussions comprise oral histories of the community that contribute to assessing community capacity and community-based planning and design. The conversations act as a bridge between the Civic Index survey and the forthcoming planning and design charrette in the third semester.

**Semester 3: Visioning and Planning**

The third MPA course is Public Planning, which offers an introduction to the substantive range of public planning. The theoretical foundations include principles and practices of program, project, and physical planning with consideration of the local political and economic context. The integrated service learning activities include collaborating with the Community Design Team in conducting community-based visioning and comprehensive planning in the host community. Students facilitate and participate in the planning process according to the Public Engagement Plan developed in the Public Engagement & Collaboration course. Planning has become increasingly participatory as citizen demand has increased and facilitation technologies have advanced. For the purpose of visioning, processes are designed to produce divergent, expansive brainstorming (Kaner et al., 1996). For example, World Café (NCDD, 2010) is designed specifically for exploration that engages up to hundreds of people in tables of four in serial rotating configurations that enable cross-pollination of ideas over hours or even days, as does Open Space Technology (Owen, 2008). For the purpose of deliberation, prioritization, or decision making, processes are designed to produce convergent integration of ideas and consensus (Kaner et al., 1996). This supports the process of shifting individual perspectives into a collective vision (Selsky & Smith, 1994). If needed, processes for conflict resolution and transformation are used as well (Abigail & Cahn, 2010). In the pilot community, such conflict did emerge, and the students used a management technique that allowed both positions to be integrated into resulting plans.

Plan elements include the issues that emerge during the participatory planning process. Typical areas of concern include land use and special districts; transportation; parks, recreation, and open space; housing; cultural resources and historic preservation; economic development and tourism; and health and social services. Although their work is not necessarily in the legal format of a comprehensive community plan, MPA students prepare white papers on local policy issues identified in the Civic Index survey and community conversations and develop implementation plans for the recommendations and strategies developed during the planning process alongside community-based and CDT experts in various specializations. Recommendations for response strategies are formulated in strategic plan logic model format for use in comprehensive plans, implementation, and grant writing.

Participatory planning activities are themselves a form of action research. The methods, including facilitated dialogue, accelerated real-time planning and design, interactive assessment presentations, and deliberation are all geared toward revealing both community and expert knowledge necessary to create successful strategies that celebrate place-based cultural and environmental history (Cohen-Cruz, 2005). Three such projects have been selected in the pilot host community that will implement strategies designed to meet economic development, parks and recreation, and transportation objectives simultaneously. As implementation plans are developed with stakeholders, capacity building needs at the organizational and group levels of analysis are identified for the fourth semester's work with community-based project action teams.

**Semester 4: Implementing and Evaluating**

The final MPA course is Sustainable Community & Economic Development, which explores the theory, principles, and ethics of economic, environmental, and social sustainability as applied to community and economic development activities. As planning moves into implementation, the objective is to complete at least one small-scale project to build momentum through success. The projects are selected from the logic models generated by the Public Planning course students, as prioritized and directed by community members. The integrated service learning activities include facilitating community-based action teams in project development, resource development, implementation, and management. In this course, the previously completed white papers, strategic plans, and logic models are used to generate actual grant applications for available funding sources identified by the students.

The action research activities at this point need to set the stage for impact assessment over time. Measurable outcomes typically sought through community investment programs include (a) economic competitiveness and access to opportunity; (b) environmental sustainability; (c) community health; and (d) safety and security (Orszag et al., 2009). The specific indicators chosen for these outcomes and the particular strategies used to achieve them must be community driven and contextually specific in order to craft responsive, integrated solutions. However, as noted in the previous section, the intention in future iterations is to follow the community capitals approach.

**Program Sustainability**

To ensure successful implementation without relying on community payment for services, as is required by Extension Service outreach programs, funding for the pilot project was acquired from the Campus Compact Campus Community LINK program to cover the direct costs involved. Direct costs consist primarily of equipment necessary for fieldwork, supplies needed for public meetings, and travel costs for faculty and students. Following the CDT approach, the community contributes by arranging home stays for multiday visits and providing refreshments

and children's activities during community events. Furthermore, the community is responsible for associated Extension Service program fees. Similar fees could be charged in the future to replace the Campus Compact funds. However, just as Extension programs are heavily subsidized by the state budget for outreach, the model being piloted may ultimately need a similar source of stable funding. Rather than running such a program through departmental budgets, it will be most beneficial for funding to flow through an appropriate institutional center as a platform for collaborative outreach, service learning, and action research activities.

However, it takes more than funding to sustain an academic program. It is critical for the approaches used in this model to be fully recognized within promotion and tenure procedures. Unfortunately, it is challenging to integrate teaching, research, and service activities in practice as desired (Kellogg Commission, 1999b) and then disaggregate them for performance review purposes (Glassick, Huber, & Maeroff, 1997). "Ideally, the institution should offer opportunities for outreach and blend faculty roles in teaching, research, and service" (Plein & Morris, 2005, p. 167). However, not all academic programs share this policy. Therefore, this is an issue that may need to be addressed before replicating it in other MPA programs.

The longitudinal approach described herein requires a much more substantive investment from faculty members that will likely demand change in some performance review processes. Service learning, which demands substantially more effort than classroom pedagogies, must be given appropriate credit in review and consideration in student evaluations. Similarly, the products of applied and action research must be recognized as valid forms of scholarship rather than merely as contributing to community service. Such changes in faculty evaluation will enable a more robust and comprehensive approach to outreach missions, rather than limiting it to the silo of extension programs or to teaching faculty as opposed to tenure-track faculty (Harl, 2003). It also fosters the alignment of loyalties and interests between the individual faculty member and the land grant institution (Kellogg Commission, 2000) as envisioned by the late Ernest Boyer (1990). Therefore the pilot of this model provides an opportunity to identify or develop best practices for including integrated approaches to service learning and action research in promotion and tenure procedures.

## Conclusions

The integrated model for outreach, service learning, and action research described herein and its collaborative implementation across university units and community-based organizations stands to make a substantive contribution to best practices in the pursuit of the outreach mission, MPA service learning, and concentrations in local governance and community development. The service learning elements will enhance the value brought to communities in stand-alone projects and individual courses due to the comprehensive nature of the model and its extended two-year schedule. Community development timelines do not

typically fit the academic quarter or semester very well. On one hand, the advanced planning required by the academy is much longer than typical community preparation cycles—once a need is identified, community members want to move quickly to address it with technical assistance. In such cases, the model may not be the best approach. On the other hand, even a 16-week semester is not long enough to achieve substantive and sustained outcomes, as has been noted by other MPA faculty (Bushouse & Morrison, 2001). The participatory approach to community and economic development can take quite a bit of time to sprout and take root. As noted in the community readiness literature, premature action leads to less effective results, and technical assistance is likely needed in multiple phases of the developmental process, not just one. Scheduling outreach, service learning, and action research activities over two years with frequent visits is designed to resolve these issues. The moderate pace in the pilot community is proving to be about as aggressive as both community and university volunteers can accommodate and so appears to be an excellent compromise with those who are engaged as full-time project staff.

Experience and learning from the research elements of the model will serve three principal purposes: (a) to expand knowledge of the measurable value of university outreach to local communities; (b) to fulfill increasing demands from community development funders for longitudinal impact assessment; and (c) to help faculty and service providers more strategically and effectively target future community design and development activities. Stand-alone program evaluations cannot produce this type of information (UnitedWay, 2005). Without broad-based, long-term, and comparative data collection and analysis, it is nearly impossible to determine what types of engagement or what types of community development activities achieve the most successful outcomes. Furthermore, program-specific needs and assets assessment cannot determine community readiness for successful intervention. Therefore we, as applied scientists and scholars, must seek to provide this needed information and guidance. This is perhaps the most important value-added item we can give to the efforts of communities, nonprofit organizations, and government agencies.

However, the action research elements are also producing data for a pedagogical case study on the model itself. From the MPA curricular perspective, pilot implementation of this model is producing measurable results in terms of building core competencies across all five domains required for accreditation (NASPAA, 2009). To reiterate, as students gather the baseline data to understand a community's context, they build competencies in participating in and contributing to the policy process while developing analytical and critical thinking skills necessary for problem solving and decision making. As students help build community readiness for development activities through various training and survey efforts, they build competency in articulating and applying a public service perspective while developing a clear understanding of public leadership. As students help

mobilize and organize the community toward collaborative action, they build competencies in interacting productively with diverse stakeholders. As students facilitate stakeholders in collaborative planning, they build competencies in contributing to the policy process while further honing analytical and critical thinking skills necessary for problem solving and decision making. As students support stakeholders in implementing policies and programs, they continue to hone interpersonal skills while building leadership and management skills. An in-depth case study at the end of pilot implementation will detail precisely how the courses and assignments therein produce these outcomes.

In sum, the broad-based purposes and activities involved in local governance and community development offer students ideal opportunities to build comprehensive public administration competencies. Therefore, other MPA programs are encouraged to replicate this model, as amended and appropriate to their own community contexts. Together, we can build community capacity while deeply enhancing student learning and increasing faculty applied research and knowledge production.

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4.3.2 Academic publication on the approach

# PURSUING COMMUNITY CHANGE THROUGH RADICALLY DEMOCRATIC PRACTICE

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Forthcoming Chapter in *Reframing Nonprofit Management: Democracy, Inclusion, and Social Change*, edited by Angela Eikenberry, Billie Sandberg, and Roseanne Mirabella (Melvin & Leigh Publishers, 2018).

**Abstract**

This chapter acts as a complementary counterpoint to management textbooks that present a mainstream, technical-rational approach to community and economic development by offering an alternative asset-based, community-driven approach to change. Specifically, it argues that the latter approach is better in terms of both democratic and instrumental values. These practices are informed by critical theory and grounded in radical democracy and the pragmatist approach offered by Mary Follett. After explaining the theoretical perspective of radical democracy and how it transforms mainstream practices, a theory of community change is outlined to set the stage for comparing the two differing approaches, using a case study to illustrate. The chapter closes with the conclusion that institutions of civil society—including academia—could and should employ this approach to practice in efforts to reclaim a countervailing position in society to those of governments and markets.

## Introduction and Critical Framing

This chapter acts as a complementary counterpoint to management textbooks that present a mainstream, technical-rational approach to community and economic development by offering an alternative asset-based, community-driven approach to change. These practices are informed by critical theory and grounded in radical democracy and the pragmatist approach offered by Mary Follett, a Progressive Era political scientist and leader in the Community Centers movement through her role as the chair of the Women's Municipal League's Committee on Extended Use of School Buildings. After explaining the theoretical perspective of radical democracy and how it transforms mainstream practices, a theory of community change is outlined to set the stage for comparing the two differing approaches. A university outreach and service learning project case is used to illustrate a radically democratic approach to raising awareness, mobilizing and organizing engagement, conducting baseline assessment, visioning, planning, implementation, and evaluation.

The approach to planning and pursuing community change may differ based on the convener. A radically democratic approach can be effective, whether led by a government agency, social enterprise, nonprofit organization, or voluntary organization such as a neighborhood association or issue-based coalition. However, if there is any sector that *should* be more prone to advocate for this approach, it would be that composed by nonprofit and voluntary organizations. These entities belong to what has traditionally been understood as civil society or the "third sector," inferring a civic logic and purpose inherently different from that of governments and markets (Salamon 2015, Frumkin 2005). Yet, if these types of organizations continue on a path of emulating the practices of public agencies and businesses, they may indeed come to represent what Dylan Rodríguez refers to as the *non-profit industrial complex*: "A set of

symbiotic relationships that link political and financial technologies of state and owning class control with surveillance over public political ideology" (Smith 2007, 8). This trend will significantly reduce the countervailing potential of civil society to check the excesses of governmental and market logics, inhibiting rather than encouraging "emergent progressive and leftist social movements" (Smith 2007, 8). Therefore, an alternative approach is needed.

A radically democratic lens reveals how traditional community development practices can serve to reinforce power imbalances among the three sectors of society—community, government, and market—even if not meaning to do so. Radically democratic practices are not substantially different in terms of *form*—the program and project design and execution process follows the standard iterative steps of baseline assessment, visioning, planning, implementation, and evaluation. However, these steps are expanded with participatory practices in earlier stages of issue framing through awareness raising, mobilizing, and organizing tactics. Furthermore, participatory practices transform research, planning, and evaluation activities by marrying the experiential wisdom of those impacted by the plan with experts who can offer knowledge of promising practices used elsewhere. Throughout the process, an eye toward "planning as if people matter" is maintained in order to pursue social, economic, and environmental justice (Brenman and Sanchez 2012). An asset-based approach to collaborative inquiry maintains an appreciative focus on what the community has to build upon, rather than a needs-driven model focused on deficiencies (Kretzmann and McKnight 1993). Programs and projects leverage these community assets and often employ synergistic collaboration and coproduction in implementation. In sum, while the tasks undertaken may be quite similar, the philosophical differences alter power relations and practices alike.

To highlight these differences, Table 1 provides a comparison of the mainstream and radically democratic pathways to community change. As shown, the steps are the same but the attitude with which they are engaged and how they are realized are markedly different. An essential differentiating feature is that radical democracy demands participatory practices throughout convening, planning, implementation, and evaluation. Fortunately for practitioners being challenged to transform these practices, each one of these activities has a well-crafted "technology of participation" (ICA 2011)—indeed a plethora of techniques have been put forth by organizations like the International Association of Public Participation (IAP2) and the National Coalition for Dialogue and Deliberation. These are the "thick" as opposed to "thin" public participation practices described by Nabatchi and Leighninger (2015). Rather than simply informing or superficially consulting citizens, people affected by decisions under consideration are invited to engage in issue framing, planning, and decision making activities once reserved for elected officials and the expert administrators and organizations they authorize. Furthermore, they are included in implementation and ongoing evaluation, thereby generating an ongoing process of participatory community change.

Table 1. Two Paths to Community Change

| Characteristic | Mainstream Approach | Radical Approach |
|---|---|---|
| Disposition | Power-over | Power-with |
| Mode of Association | Representative | Participatory |
| Authority | Won through competition | Situationally shared |
| Communications | Mandated information | Relationship building |
| Planning Procedures | Technical-rational determination | Communicative process |
| Decisions | Majority rule | Consensus-oriented |
| Implementation | Directed | Self-organized coordination |
| Evaluation | Pre-determined requirements | Responsive to situation change |
| Basis of legitimacy | Expertise and legal authority | Democratic human sovereignty |

The concepts in Table 1 will be unpacked in the sections that follow. Interestingly, these more robust approaches to engagement are very similar to the practices employed by contemporary social movements in their own operations (Graeber 2002), along with an increasing number of businesses, nonprofit organizations, and social enterprises (Endenburg 1998, Robertson 2015). Therefore, radically democratic, participatory practices stand to create a shared methodology for cross-sector planning and collaborative action in community change.

**Radically Democratic?**

To understand what is meant by "radically democratic," it is helpful to have some definitions in hand. First, *radical* understandings of politics move from an abstract People to each and every actual person, thereby dismantling the assumed legitimacy of representation by elected or appointed officials. Adding the term *democracy* further infers grounding political authority in the sovereign people as a human right. Because sovereignty means the highest power or political authority, *radical democracy* moves governance authority from electoral politics, elected representatives, and public administrators to participatory practice among actual citizens.[1] Radical democracy is thereby differentiated from conservative, liberal, and communitarian approaches to democracy (Tønder and Thomassen 2005), all of which make the assumption that representative democratic practices under a sovereign state are sufficient.

Often, when we hear the term "radical", we imagine revolutionaries seeking to overthrow governments. But the notion of what constitutes radicalism has evolved over time. In general, radical social movements began with the pursuit of revolution toward either anarchy or socialism. Individualist or libertarian forms of anarchism deny authority to anyone but the individual. Socialism denies authority to the individual and places it with the group. More recently, radicalism has been seen in individuals and groups who refuse to be controlled by

dominant systems, along with social movements that demand enhanced rights and protections for their particular political identities. Most recently, radical social movements combine refusal with affirmation of alternative approaches that seek "*displacement* and *replacement*" of the entire political and economic system (Day 2011, 101).

The prevailing narrative suggests that contemporary social movements offer a new kind of politics that rejects hierarchy and all forms of oppression, seeking to redefine relationships of leadership and power (Attrache 2014). These movements focus on the *process* as opposed to the substantive ends in order to pursue an undefined utopia (Fernández de Rota 2011); what Connolly (2011) describes as "the politics of becoming" (p. 3). This open-ended process-orientation is labeled "prefigurative" (Boggs Jr. 1977) as opposed to strategic politics (Smucker 2014), because as Emma Goldman warned: "The *means* used to *prepare* the future becomes its *cornerstone*" (Shulman 2012, 403). Radical democracy must therefore become an "enacted utopia" in which "*we already are free while fighting for freedom*" (Žižek 2002, 559).

This radical approach to active engagement has been attached to "participatory democracy" (Breines 1989, 6), in which the planning and decision making process itself can generate a space where actors from various sectors can join together to produce transformative outcomes. This possibility creates a fruitful role for governments, economic enterprises, and social movements alike in planning for community change in a radically democratic fashion. However, this approach also requires fundamental changes in the attitudes with which we enter into the planning process, the style with which we engage, the structure of authority, the role of leadership, and the methods used to involve the public, plan, make decisions, take action, and evaluate efforts. The following subsections explain these differences.

### *Transforming Dispositions and Modes of Association*

Representative democracy is grounded in hierarchical relations of power between the representatives and the represented, the governors and the governed. This arrangement assumes a type of power that is held *over* others and acquired through pluralist competition and majority rules that empower authoritative dictates. These hierarchical and pluralist perspectives imagine a static amount of power that is divvied up among political actors, giving some more power than others.

Radicalism challenges the notion that democracy "gives" power to the people (*demos*) because it is enacted through representative systems that take sovereignty from those people in order to rule over them (*archy*). However, from a democratic perspective, to dismantle dominating power relations, we must do more than simply reclaim the seat of power for the individual, as in the case of anarchy, because collective action is still necessary for living together. Furthermore, socialism cannot be allowed to slip into patterns that reproduce domination of the individual by the group. Because we are socially situated sovereign individuals—neither disconnected, atomistic individuals, nor absorbed by a group identity—"the main concern of politics is *modes of association*" (Follett 1998, 147).

Power-over is the basis of both hierarchical and competitive modes of association. Radical democracy reformulates *power-over* as *power-with* (Follett 2003c) or "coöperative sovereignty" (Follett 1998, 316). To foster power-with, we must develop a different "mode of human behavior" (Buber 1971, 46)—a foundation for social relationship that is not based on force or threat (Carr and Zanetti 1999). Adorno (1998) describes this type of egalitarian power relation as "differentiation without domination" (247). This disposition requires an open,

"scientific attitude of mind" (Follett 2013b, 29)—a willingness to see things in a new light based on other people's understandings, as well as our own.

Power-with is produced through co-creative acts of self-expression (Follett 2013b) and because it is relationally generated, power-with has expansive potential (Antliff 2011)—when more people are involved, more power can be developed. Power-with therefore "refers to the synergy which can emerge through partnerships and collaboration with others, or through processes of collective action and alliance building" (Gaventa 2006, 24). Indeed, it looks to the value generated by the group as a whole and celebrates everyone's unique contribution. Therefore, power-with calls for inclusive, relationally-oriented, participatory modes of association.

In sum, the mainstream approach to planning assumes an individualistic disposition grounded in power-over, while the radically democratic approach assumes a relational disposition toward power-with. The mode of association used in mainstream approaches are representative in character, while radical approaches are participatory.

***Relocating Decision Making Authority***

To achieve the common good, hierarchical power relations rely on beneficent authority, while pluralist competitive power relations rely on self-interest rightly understood among a majority. From Follett's (2003c) cooperative pragmatist perspective, only "the law of the situation" (104) holds the authority to guide decision making. This participatory approach to authority rectifies power dynamics: "If both sides obey the law of the situation, no *person* has power over another" (Follett 2003c, 105). In other words, authority shifts to what the situation demands as opposed to specified societal roles or organizational positions. People must cooperate to figure out what the situation requires.

The "total" situation includes all social, economic, and environmental aspects of the immediate context as well as other contexts with which the situation is interconnected, including factors of time. Therefore, rather than falling prey to parochialism, relativism, or shortsightedness, this approach demands that we "find the law *of* the situation *in* the situation and yet still be guided by law and not by personal or national whims or a narrow self-interest" (Follett 2013b, 152). Knowing when this law has been found must be sensed by the group and re-evaluated as the situation evolves. The decision is made through participatory practice and remains open to future contestation—a primary concern for radical democracy.

This understanding of decision making authority requires equal focus on leadership and followership, enabling fluid movement between the two functions. Follett (2013c) argues that in a true democracy, leadership is a function that is dynamic and diffuse throughout interconnected groups, "sometimes in one place and sometimes in another" (51). She refers to this as "multiple leadership" (Follett 2003b, 251), in which different individuals may emerge to fulfill what the situation demands—perhaps it is substantive knowledge or the ability to facilitate the integrative process. This emergent quality prevents the reification of authority. Donati (2014) calls this "relational steering" which is guided by "reciprocal action between agents/actors" (68). Follett (2003d) suggests that in this type of "co-ordination" (192), the perspectives, expertise, and functions of all parties are interwoven. This pairing of self-organizing coordination and emergent leadership meets the tenets of radical democracy.

In sum, mainstream approaches to planning situate authority in those individuals, positions, or ideas that have won the privilege to make or guide decisions through competition. Radically democratic approaches to planning place authority in the process through which the group determines together what the situation demands.

### *Amending Planning Procedures*

The planning stage, like policy making, includes identifying shared concerns, analyzing possible responses, and coming to decisions about what to do. However, rather than a set of formal, rational, scientific techniques (see for example, Bryson 2011), a radically democratic approach employs what Farmer (2005) calls thinking as play and justice as seeking. In other words, how the process is executed must be transformed to produce a welcoming space for radical democracy.

The first adjustment to the planning process is who is invited to the table for issue framing. Rather than proforma public communications mandated by law or select appointees, public engagement takes on the relationship building character of community organizing. Radically democratic planning processes are convened with egalitarian assumptions that value inclusion, active engagement, and agency for all. Under the relational terms of power-with, authority shifts to the law of the situation and self-organizing coordination, wherein leadership and followership are emergent and dynamic. This means that the entire process of planning and decision making becomes broadly participatory, integrating the perspectives of all individuals involved with consideration of interconnecting situations, both present and future. In this "method of integration" (Follett 2013b, 178), knowledge is co-created and recreated on an ongoing basis through active dialogue, deliberation, and experimentation. Issues are not predetermined, nor are decision making criteria; the collective will is emergent from a "germinating" process (Follett 1998, 49).

Facilitative leaders convene the determining process and help groups coordinate in each phase of planning. Facilitative practice first establishes a space "where there is no authority, no hierarchy, where there is no special purpose—sort of an empty space, where we can let anything

be talked about" (Bohm 2004, 49). This enables participants to identify shared concerns through open-ended dialogue. Participatory deliberation is then used to consider possible responses to these concerns, welcoming differing opinions as opportunities for "constructive conflict" that leads to more creative ideas (Follett 2003a). Situationally determined technical and ethical criteria inform collective choice. But rather than employing pluralist voting procedures, decisions are made deliberatively and iteratively, allowing positions and perspectives to shift and adapt as participants learn from and with one another about the situation. In "the method of integration" (Follett 2013b, 178), agreement is fostered through these evolving understandings. While such consensus-oriented processes may not achieve unanimity, they generally achieve more robust agreement than pluralist competition and majority rule because they generally require that everyone at least agrees to allow the decision to move ahead (Escobar 2011).

In sum, mainstream approaches to planning rely on technical-rational procedures that are pre-determined by an authoritative organization. If not reserved by the lead authority, majority vote decisions are made by those invited to the table. Radically democratic approaches to planning use widely inclusive communicative processes of dialogue and deliberation in pursuit of consensus decisions. Many excellent resources are available to practitioners seeking to expand these facilitative skills (see for example, NCDD 2010).

***Modifying Implementation and Evaluation Procedures***

Coordinated action requires determining how to realize the group's decisions, identifying and acquiring resources necessary to do so, acting collectively, and then considering how things went. These are activities typically identified as implementation or operations planning, execution, and evaluation. The mainstream approach employs a set of formal, rational, scientific techniques to program or project operations planning and management (see for example, Kassel

2017, Sylvia and Sylvia 2012). An authoritative person or organization determines: (1) *how* tasks will be undertaken; (2) *where* and with *what* resources; (3) *who* will complete them, including agency staff and/or contractors; (4) *when* activities will occur and for how long, and; (5) *how* success will be measured.

In a radically democratic approach, while these same action plan elements are created, collaborators employ what Farmer (2005) calls practice as art—a more process-oriented understanding of managing public value (Moore 1995). In moving from decision into implementation, all participants share responsibility for demanding and giving obedience to what has been decided because "it has been produced by the community" (Follett 1998, 130). When one has had a hand in shaping that decision, this sense of commitment or ownership is authentic and motivating rather than externally mandated. Participatory, self-organizing coordination of efforts enables collaborative coproduction because "collective responsibility is not a matter of adding but of interweaving" (Follett 2013a, 75). Specifically, hierarchical organizing shifts to networking of functions; functional division of labor under managerial direction becomes an ongoing process of facilitated, self-organizing coordination; positional role definition becomes fluid in response to the demands of the situation; and unity of command and control is redefined as shared leadership and responsibility.

This participatory, collaborative approach to action employs both process and outcomes evaluation for effective coordination and continuous improvement. Ongoing process evaluation is critical, as both the activities themselves and outside factors may change the situation, thereby amending what is required of collaborators. Therefore, coproduction is more responsive than independent implementation, which rarely includes process evaluation and often leaves outcomes evaluation to the end of a given project or funding cycle.

In sum, mainstream approaches to program management rely on the originating authority to direct both implementation and evaluation of planning decisions, with execution being arranged in a principal-agent, contractual fashion. In radically democratic approaches to implementation, action is coordinated and executed through self-organizing participation and includes both process and outcomes evaluations that are also collaboratively designed. Through ongoing opportunities for feedback, both implementation and associated evaluation measures remain responsive to changes in the situation.

**A Theory of Community Change**

With this philosophical grounding and reframing of the mainstream program and project planning and implementation process to one that is more radical in character, we will now consider how these approaches are applied to community and economic development. Whether planning for community change within a neighborhood, a city, or a region, the activity is undertaken with a progressive mindset—to improve conditions in a particular place according to specific criteria, which may fall into social, economic, or environmental categories. In other words, community change is designed to identify a desirable destination and set a course for how to get there.

As depicted in Figure 1, a basic theory of community change can be outlined as follows: Community and economic development (CED) actors work within an overall change process, each contributing various capacity-building activities designed to improve specific community assets. These activities produce outcomes that enhance community capacity for community and economic development; over time, positive impact to community quality of life can be seen.

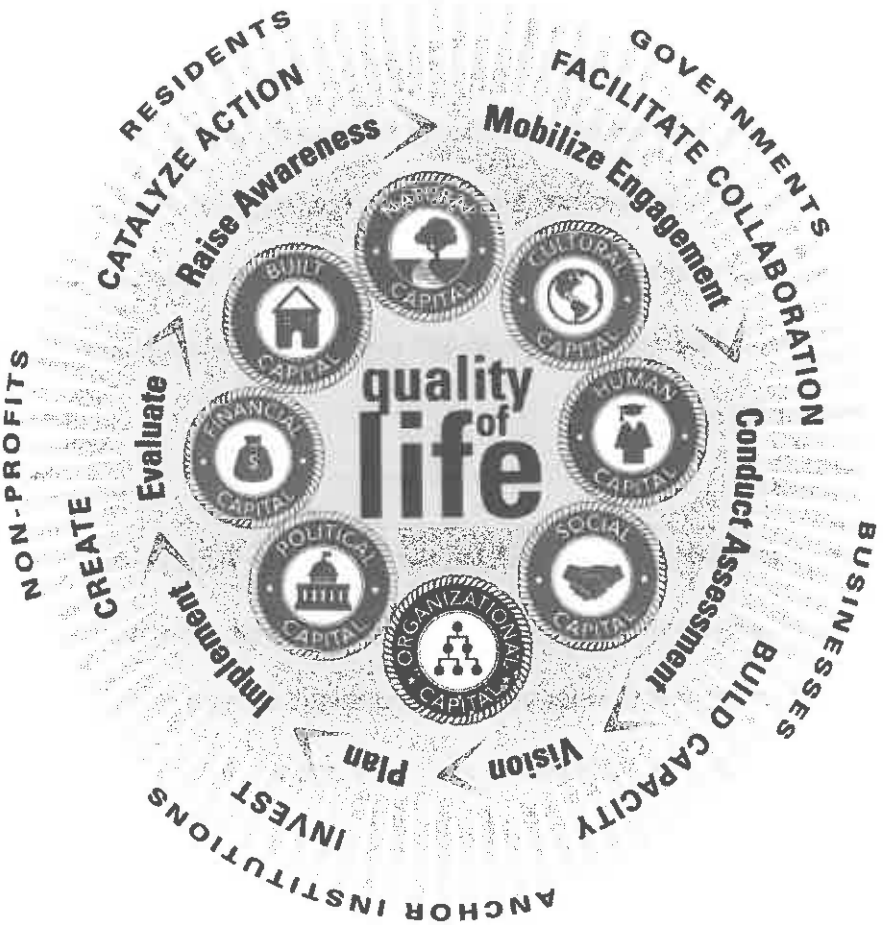


Figure 1: A Theory of Community Change

Fleshing out this theory, CED actors include: government agencies at all jurisdictional levels; the business community, including those involved in land development; institutions of higher education that conduct outreach and service learning; charitable funders; citizens, including individuals and various groups and associations; and nonprofit organizations, including faith-based groups. These actors engage in a general CED process that ideally moves through developmental phases that are iterative and ongoing in nature: (1) raising awareness, (2) mobilizing engagement, (3) conducting baseline assessment, (4) visioning, (5) planning, (6) implementation, and (7) evaluation.

Within this general process and depending upon their mission, CED actors engage in activities that develop *community capacity*. This term refers to a geographic area's collective ability, commitment, and resources needed to foster and sustain positive change. It is described by concepts like *conditioning influences* (Chaskin et al. 2001), *orientation* (Denhardt and Glaser 1999) or *preparedness* (Perry and Lindell 2003). In fact, the *readiness* aspect of community capacity is of deep concern in the risk and prevention arenas (see for example, Donnermeyer et al. 1997, Edwards et al. 2000, Norris et al. 2008) and is being explored in other types of community development and resiliency work as well (see for example, Foster-Fishman et al. 2007, Miller 1990, Chazdon and Lott 2010). In short, if a community lacks sufficient capacity for community and economic development, or even to take advantage of capacity building activities, the intervention and investment will likely fall short of desired outcomes.

In efforts to increase community capacity, some CED actors seek to catalyze community stakeholders by building awareness and motivating change, while others build individual and group capacity through training, development, and technical assistance (Chaskin et al. 2001, Chrislip 2002, Nozick 1999). Some seek to strengthen collaboration by connecting CED actors and helping them organize toward action. More intensive activities include investing in CED through various forms of finance (e.g., grants, loans, or venture capital) and generating human service and economic development programs or physical development projects. Therefore, CED actors vary by emphasizing community *building* (human and social emphasis), community *development* (environmental and built emphasis), and *economic* development (financial emphasis).

These various activities enhance, leverage, or generate *community capitals* (Flora and Flora 2007). Because the community also includes informal groups, organizations, and networks

(Chaskin et al. 2001), organizational capital is added to the original framework. In sum, these capitals represent the community's *assets* (Kretzmann and McKnight 1993): (1) *natural capital*, the geography, climate, natural resources, and natural beauty of a place; (2) *cultural capital*, the traditions, language, history, and creativity of the people; (3) *human capital*, the skills, knowledge, abilities, and attitudes of individuals; (4) *social capital*, the relationships and networks that enable bonding among individuals and bridging across groups; (5) *organizational capital*, the structure, policies, plans, and track record of existing groups; (6) *political capital*, the ability to make or influence public policy; (7) *financial capital*, the ability to access funding, lending, investment, and income; and (8) *built capital*, the physical infrastructure and buildings that accommodate community needs. Community capitals are interrelated and boundaries are not always clear, but when they are mutually supportive, all elements of community sustainability—environmental, economic, and social vitality—are fostered (Fey, Bregendahl, and Flora 2006). For this reason, community capacity is often understood as *resilience* (Perrings 1998).

The following section will explore how the activities associated with community change efforts can be imbued with a radically democratic character, regardless of the actors involved, the strategies employed, or the assets targeted. A mainstream technical-rational approach is contrasted with a radically democratic participatory approach to illustrate how the principles described above are instantiated in practice. A case example is used to illustrate each phase of the process, drawn from a university outreach and service learning project initiated in response to a host community's request for capacity building assistance. This project is the third iteration of the program (Stout 2013). Because the model is faculty-led, students engage as apprentices in the activities involved, directly applying theory to practice. The model is designed in a two-year timeline that follows the developmental stages of the CED process, in which the university team

works *with* the community, rather than doing things *for* or *to* the community. This means that team members and community hosts alike bear responsibility for engaging in each activity within the process, while the substantive content of planning is driven by the community members, their values, and their vision. In each phase, capacity building community workshops mirroring course content develop knowledge and skills in the asset-based approach employed.

**Community Change in Action**

The host community was a group of five neighborhoods in a small rural city in West Virginia. Historically, these neighborhoods were home to Italian immigrants and African Americans relocating from the South after the Civil War, all of whom came to the area for employment in the coal industry. At the time of the project, the population was over 40 percent African American, in comparison to the state's population of just over three percent. In the post-coal economy, underemployment was high, household incomes were low, and neighborhood conditions were deteriorated. The common measures of quality of life were expectedly poor, and neighborhood leaders wished to make their home a better place to live, particularly for young people.

***Raising Awareness***

Ideally, the first step in the CED process is to raise awareness about the need for community change. Like the issue-framing stage of policy making, who decides whether there is a need or opportunity and how the issue is framed are matters of power (Kingdon 2003). Market actors are generally skilled at fabricating public issues based on what they wish to accomplish. For example, if a developer wishes to build a large housing development financed in part with affordable housing tax credits, they will seek to open a policy window to get the need for more affordable housing on the agenda. Similarly, nonprofit organizations that have a program they

want people to use will launch social marketing campaigns to educate the community about the problem they stand ready to address.

Radically democratic approaches do not come into this phase of the CED process with pre-determined projects or even goals and objectives. Instead, they begin the process by asking grassroots leaders about current community conditions and quality of life. If these folks generally believe there are problems or opportunities that need to be addressed, then the process moves forward with raising awareness of the opportunity to engage in conversations about the community. In other words, no substantive content or "agenda" is attached to the community change initiative—conveners simply announce the opportunity to engage.

In the case study, the board members of a neighborhood-based youth development organization extended an invitation to the university to accompany them in community change efforts. Having recently reorganized due to previous problems with fiduciary responsibilities, the new board members wished to reconsider the organization's role in the community in a more holistic light. While as residents they experienced the needs of the community firsthand, they wanted to learn what their neighbors felt needed to be done so that they could become part of the response team and advocate with other organizations for their engagement. Because stakeholders within the neighborhood and the community at large widely recognized community needs, the initial call to convene was met with strong interest and enthusiasm.

***Mobilizing Engagement***

In terms of private and nonprofit CED activities, there are no legal requirements to open the doors of board meetings for clients, constituents, or the general public to be privy to program and project planning. However, on the public side of CED, projects and programs undertaken by governments or with public funds are subject to sunshine laws, as are private construction

projects subject to zoning laws. Therefore, public hearings are held around program funding, development project approvals, and the like. In this case, the purpose of mobilizing engagement is typically to meet legal requirements for public information. Therefore, efforts are generally minimal, consisting of statutorily mandated notices such as legal advertisements and public hearing agenda postings. At best, these methods employ "thin" participatory practices meant to inform or superficially consult the public, but not to engage people in deeper dialogue or deliberation or necessarily heed their input (Nabatchi and Leighninger 2015).

In a radically democratic approach, mobilizing engagement is meant to be as inclusive as possible so that participation and influence in baseline assessment, visioning, and planning are maximized. Fortunately, mobilizing and organizing are well-honed practices in many grassroots nonprofit organizations, civil society groups, and social movements, while thick forms of public engagement are increasingly employed in public administration. However, mobilizing engagement is often the most challenging aspect of radically democratic practice because many individuals, groups, and neighborhoods have endured a long history of marginalization and disenfranchisement, if not outright oppression. In short, they do not feel the sense of agency or the right to engage that more privileged people do, because they have rarely, if ever, experienced power-with.

In the host community, mobilizing began with inviting known neighborhood leaders and other concerned stakeholders to a workshop and project planning session. The list of invitees was generated by the group who had initially reached out to the university, using the CED framework to identify stakeholders across the various sectors from the community at large. Once convened, after reviewing and discussing the project approach and two-year schedule of activities, the group decided to form a coalition that was led by three organizational partners from the

neighborhoods and was joined by myriad CED stakeholders, including the faith community, nonprofit human service providers, financial institutions, community development organizations, economic development organizations, and city and county government. These Coalition members agreed to engage in the two-year planning process with an eye toward collaboration in implementation thereafter. However, it must be noted that these agreements to engage were painstakingly forged over the course of several months during which intergroup conflict had to be brought to light and resolved.

As noted above, the CED process is iterative in nature. Therefore, mobilizing efforts were repeated after conducting baseline assessment to engage residents and business owners in visioning conversations. After a workshop on public engagement and the importance of social capital, a Community Cookout was hosted by the Coalition to announce and introduce the project and its supporters. Several hundred residents turned out to enjoy food and fun provided by the Coalition members and sponsors. During the event, flyers were distributed for Community Visioning Conversations. Based on an engagement plan crafted with neighborhood residents, these flyers were also posted and handed out in neighborhood churches and businesses, handed out door-to-door by teams of Coalition members and students, posted to the Coalition's social media platforms, and distributed through personal and organizational email lists by Coalition members. Press releases for both the Cookout and the Conversations resulted in ample media coverage in print, radio, and TV.

This communications process was repeated for the Planning & Design Workshop. All other workshops and meetings between events were announced through social media and emails to participants who signed in at previous meetings and events. In all, these tactics were meant to enable the highest level of inclusion possible, particularly among African American neighbors.

However, it must be noted that as anticipated in communities that have experienced decades of disinvestment, participation in visioning and planning events was relatively low—community members found it difficult to believe that change was possible and that they had something to contribute. However, after repeatedly seeing that their input produced direct results in project reports, presentations, and the Neighborhood Action Plan, engagement began to build momentum when project Action Teams were formed.

***Conducting Baseline Assessment***

In traditional approaches to CED, baseline assessment consists of generating community profiles from secondary sources such as the US Census Bureau and the Bureau of Labor Statistics, along with market research associated with the mission of the public or private sector organization. Most typically, these studies are designed to identify needs and gaps in service that the organization is prepared to fulfill, or designed to market the community in business recruitment and other economic development endeavors. If primary data is collected from the community, it is usually obtained through survey methods that predetermine possible answers because open-ended data is very time-consuming to analyze.

In a radically democratic approach, this type of data is augmented to consider *all* the community capitals as understood by neighbors. Like other approaches to appreciative inquiry (see for example, Cooperrider et al. 2000, Finegold, Holland, and Lingham 2002), asset-based assessment frames these capitals in a positive light by focusing on what the community has to work with, rather than simply seeking out deficiencies matched to existing service possibilities. Participatory, qualitative research provides an understanding of how the *community* members define quality of life. Neighbors become primary sources of data through interviews and meetings, participatory mapping activities, and collaborative field inventories. In this way,

community experience and wisdom is combined with expert knowledge for a well-rounded understanding of community conditions.

In the host community, a Community Profile was generated by the university team and presented to the community, following a workshop on the community capitals model used as the report's organizing structure. This framing enabled the community to consider the information with an eye toward their assets, rather than deficiencies. While snapshots of existing conditions in comparison with county, state, and national figures were provided in the statistical data, the narrative emphasis stated the potential of each asset within the community capitals framework. Similarly, a Civic Index Survey was conducted, analyzed, and reported after a workshop on civic infrastructure (National Civic League 1999). Again, while community perceptions of civic leadership and action were not terribly promising, discussion was focused on the methods through which civic infrastructure can be strengthened. Neighbors later acknowledged the profound impact this asset-based approach had on them. As one leader stated, "I used to think we got nothing. I now know that there is value all around us! We just need to work together to make it work for us! We can do anything with unity in the community!"

In iterative fashion, research on baseline conditions continued throughout the planning process. During the Community Visioning Conversations, maps were produced by participants indicating treasured, troublesome, and promising places, including narrative explanations for each location. These maps were later digitized in geographic information systems (GIS) format and used in a Neighborhood Walkabout by teams pairing up residents and stakeholders with faculty and students. Each site was visited to collect additional inventory data, including resident and stakeholder stories, photographs, and university team notes. Additional sites were identified along the way. These inventory data were linked to the GIS platform as "deep map" input to

further planning (Bodenhamer, Corrigan, and Harris 2015). While traditional market-oriented planning approaches tend to understand maps as representations of *space*, community-oriented spatial maps depict the meaning of *place*.

During the Planning & Design Workshop in the host community, residents, stakeholders, and university team members alike identified all the community assets they could think of, drawing from direct experience, the Community Profile, the Civic Index Survey report, the Community Visioning Conversations report, and the Neighborhood Walkabout field inventories. Lastly, Implementation Plans developed from the Neighborhood Action Plan included more detailed data, specific to the project or program, from both secondary and primary sources.

***Visioning***

In typical CED initiatives visioning is completed by elite stakeholders. For example, municipalities often appoint committees made up of CED actors to develop a vision for comprehensive plan revisions that set the tone for development policy over a ten-year period. Indeed, one such group convened in Arizona was called "The General Plan 2020 Select Vision Committee" (City of Tempe 1997). This is also true in nonprofit organizations where visioning is typically conducted during staff and board retreats to identify the change *they* want to see in the community or population served.

In a radically democratic approach, an organization convenes inclusive, open-ended dialogues to get a sense of the community's concerns. These types of conversations are broadly focused on how the community itself defines quality of life. The resulting input is used to draft community values and vision statements which, after approval, shape subsequent phases of the CED process. In this way, even when neighbors are not at the table, their voices are included in formulating recommendations to fit their criteria.

In the host community, in addition to the participatory mapping exercise described above, Community Visioning Conversations participants were asked to describe treasured moments in their personal and neighborhood history. Turning an eye toward the future, participants were then asked to describe their ideal neighborhood, imagining what it could be like after ten years of focused CED activity. Both types of stories reveal important information about community values and vision, including the identification of qualities lost that could be recreated. This is a particularly important point in marginalized communities and places that have experienced extensive social and economic decline. These types of issues were further revealed in the following exercises, which asked participants to rate where they are in achieving the ideals described and then explore the barriers to progress.

As a predominantly African American community[2], the neighborhoods' history of segregation, desegregation, and experiences of discrimination figured prominently in resident stories. These stories were eye-opening for the university team—including students of color—as they described the unanticipated consequences of desegregation in the loss of the neighborhood's Black School and its administrator and teachers as role models, the loss of Black-owned businesses, and the following decades of decline in terms of income, family stability, community bonds, and civic engagement, matched by an increase in substance abuse, crime, and incarceration. These sentiments stood in stark contrast to the City Manager's statements during an early stakeholder meeting that urged the community to disregard racial issues of the past and move on.[3] In short, without knowledge and advocacy of the neighbors' lived experience, the probability of social and economic injustices being perpetuated by planning outcomes was high.

### *Planning*

In traditional approaches to planning, technical responses to identified needs and opportunities are proposed, analyzed, and recommended by experts. In the public context, planners make recommendations to elected officials; in nonprofit contexts, planners make recommendations to boards of directors. Because these experts are most often trained in mainstream practices that tend to perpetuate the status quo, advocacy for social, economic, and environmental justice is rare (Brenman and Sanchez 2012). This means that investments are guided by the privileged and often benefit the privileged. A radically democratic approach brings the privileged and underprivileged together to craft plans, increasing the likelihood that actions will be more equitable or even redress prior disinvestment and disenfranchisement.

Designed as a "serious game" (Abt 1987), the Community Enterprise Game conducted in the Planning & Design Workshop challenged participants to craft proposals for any type of endeavor that would help the neighborhood progress toward the ideal conditions described in the Community Visioning Conversations. The initial asset mapping exercise described above identified all types of resources available to resident and stakeholder participants—including political power, public and private financing, and organizational resources. In other words, the assets of the privileged were put on the table for radically democratic exploration of how they might be leveraged toward a community that had lacked investment for many decades. Participants were instructed to combine the identified assets in creative ways to develop an enterprise idea—a program or project—whether of a social, economic, or physical nature. While this form of meaningful play draws on the motivation to succeed, it does so in the nonthreatening realm of the hypothetical while leveraging real community assets. However, again, with historically marginalized people, even this approach can be an intimidating experience. As one

neighbor explained, "We have never known anything other than what we've got, so we can't imagine anything else." In this case, bringing neighbors together with experts helped to foster and unleash that creativity and sense of agency.

Each enterprise concept was promoted to the group in a short pitch session, followed by a voting process that asked participants to choose one from each category of social, economic, and physical program/project proposals. While all proposals were later used in crafting a Neighborhood Action Plan submitted to the Coalition as a draft for their review, amendment, and adoption, the top three choices were further workshopped during the Charrette in start-up lab and design lab deliberations. Start-up labs facilitated by students and supported by expert stakeholders completed participatory strategic planning activities for each enterprise. Design labs facilitated by faculty/student teams produced draft architectural design concepts for the physical development enterprise, while graphic designers produced draft identity package concepts for the enterprises.

***Implementation***

In traditional approaches to program and project implementation, the authorizing agency—a government or nonprofit organization—is charged with directing how it will be accomplished in both technical and financial terms. It is common for certain aspects to be contracted out or executed through formal partnerships. In what is frequently described as collaborative governance (Emerson, Nabatchi, and Balogh 2012), more informal networks of CED actors work together in coordinated coproduction. Leadership and authority are widely distributed, along with responsibility for action. While generally acknowledged as more time consuming, the instrumental and democratic benefits—the "collaborative advantage" (Huxham

and MacDonald 1992)—outweigh these costs when interactions reflect the characteristics noted above.

In the host community, strategies identified in the Neighborhood Action Plan were designed as projects or programs and prioritized by neighborhood participants. Project/Program Action Teams were formed based on passion and expertise among stakeholders and were assigned students to provide technical assistance. These teams used the methods of engagement and participatory practices modeled throughout the project's visioning and planning stages to continue with implementation planning and realization. Students were charged with drafting implementation plans that covered pertinent public policy, legal requirements, technical details, operations and management plans, budget needs, and resource development plans. They drew upon community knowledge, academic literature, and professional practice literature as sources. Each implementation plan included the CED resources available among stakeholders involved in the project, many requiring coordinated action among multiple actors. Arrangements for execution of the implementation plans varied from informal alliances to formal partnerships.

Participatory development of this type can have profound impact on action. In the host community, an exemplar is the effect on a long-standing nonprofit agency that had reduced its role as a neighborhood-driven community development organization to that of an affordable housing developer driven by state housing fund preferences. Based on their engagement in the project as a stakeholder, the agency adopted a goal to reclaim its status as a comprehensive community initiatives organization and took on a key role in implementing several Neighborhood Action Plan strategies.

### *Evaluation*

Outcomes evaluation has become standard operating procedure in community and economic development due to funder requirements (Cytron et al. 2014). While most mainstream measurements are geared toward quantitative outputs and monetized values that enable cost-benefit analysis of CED investments, radically democratic approaches to evaluation focus more heavily on the process and less tangible, qualitative measures of community change (Weaver, Born, and Whaley 2010). Furthermore, this approach employs participatory practices of inclusion, dialogue, and deliberation in identifying evaluation criteria, gathering and providing data, and interpreting findings (Greene 2006).

While CED efforts may not produce the type of cost-benefit outcomes ultimately sought for years, they do produce valuable outputs and proximal outcomes that can be measured. A technical-rational approach to evaluating public participation, for example, typically relies on quantitative measures and reporting of public notices, meetings held, presentations made, number of attendees, and accountability records of any legal requirements. Process evaluations may be used to assess participant satisfaction with activities. While these things are also important in the evaluation of a participatory approach to planning, of key concern in a radically democratic approach to participatory practice is *inclusion*. Therefore, while quantities count, the qualities of *who* is at the table are heavily weighted. In the host community, engagement by traditionally disadvantaged community members was crucial for activities to be considered successful.

Similarly, the ongoing development of human and social capital produced through the early phases of the CED process were deemed critical to future success. Therefore, an action research project was conceived and conducted by a doctoral student in Human and Community

Development to monitor and assess these proximal outcomes throughout the two-year project. Various methods were used in this process evaluation, including participant observation, participant satisfaction surveys, interviews, focus groups. Furthermore, all written documentation was analyzed in terms of responsiveness to neighbor and stakeholder input and feedback in meeting comments and written form.

**Conclusions**

As argued in radical democratic theory, there is a need to create space within society that operates by rules of engagement that enable rather than shut down opposition and critique while generating shared understandings, ideas, and action—what has been described herein as integrative dialogue, deliberation, decision making, action, and evaluation. Indeed, these facilitative, participatory practices are held up as the most fruitful path toward the undefined utopia sought by contemporary social movements (Fernández de Rota 2011). In its traditional role, the third sector of civil society was meant to create this countervailing space, as should academia, ideally. By undertaking a radically democratic approach to community change, civil society and academic institutions alike might well reclaim this critical societal role and earn a higher level of respect and appreciation from the communities served. Without this paradigmatic shift, nonprofits will increasingly be ensnared by market-driven interests, just as many would argue the market has already captured government.

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[1] This is a problematic term in deterritorialized political theory due to its connotations of legal status. Here, I eliminate this inference and define citizens as community members, whatever the level of analysis may be.

[2] Relatively speaking in the West Virginia context.

[3] It must be noted that subsequent to this initial experience, the City Manager became deeply committed to rectifying past disenfranchisement, even pursuing reconfiguration of voting districts.

Fax Cover Sheet

From: West Virginia University Research Corporation

To: Department of Administration, Purchasing Division
2019 Washington Street East
Charleston, WV 25305-0130
304.558.4115

FAX: 304-558-3970

Addendum Acknowledgement Form to accompany the previously submitted proposal, "West Virginia Community Based Pilot Project," prepared by Margaret Stout, Ph.D., of the WVU Eberly College of Arts and Sciences

Reference:

SEALED BID: Vendor Name
BUYER: Tara Lyle, 40
SOLICITATION NO.: CRFP HHO18000000001
BID OPENING DA TE: Insert Bid Opening Date
BID OPENING TIME: 13:30
FAX NUMBER: 304-558-3970

File #18-739

WV PURCHASING DIVISION
2018 MAY -4 PM 1:23
RECEIVED

# SOLICITATION NUMBER: CRFP – HHO1800000001
## Addendum Number: 8

The purpose of this addendum is to modify the solicitation identified as CRFP HHO1800000001 ("Solicitation") to reflect the change(s) identified and described below.

**Applicable Addendum Category:**

[X] Modify bid opening date and time

[ ] Modify specifications of product or service being sought

[ ] Attachment of vendor questions and responses

[ ] Attachment of pre-bid sign-in sheet

[ ] Correction of error

[ ] Other

**Description of Modification to Solicitation:**

1. To move the bid opening from 05/03/2018 to 05/10/2018. The bid opening time remains at 1:30 pm.

**Additional Documentation:** Documentation related to this Addendum (if any) has been included herewith as Attachment A and is specifically incorporated herein by reference.

**Terms and Conditions:**

1. All provisions of the Solicitation and other addenda not modified herein shall remain in full force and effect.

2. Vendor should acknowledge receipt of all addenda issued for this Solicitation by completing an Addendum Acknowledgment, a copy of which is included herewith. Failure to acknowledge addenda may result in bid disqualification. The addendum acknowledgement should be submitted with the bid to expedite document processing.

# ADDENDUM ACKNOWLEDGEMENT FORM
## SOLICITATION NO.: CRFP HHO1800000001

**Instructions:** Please acknowledge receipt of all addenda issued with this solicitation by completing this addendum acknowledgment form. Check the box next to each addendum received and sign below. Failure to acknowledge addenda may result in bid disqualification.

**Acknowledgment:** I hereby acknowledge receipt of the following addenda and have made the necessary revisions to my proposal, plans and/or specification, etc.

**Addendum Numbers Received:**
(Check the box next to each addendum received)

| | | | |
|---|---|---|---|
| [X] | Addendum No. 1 | [X] | Addendum No. 6 |
| [X] | Addendum No. 2 | [X] | Addendum No. 7 |
| [X] | Addendum No. 3 | [X] | Addendum No. 8 |
| [X] | Addendum No. 4 | [ ] | Addendum No. 9 |
| [X] | Addendum No. 5 | [ ] | Addendum No. 10 |

I understand that failure to confirm the receipt of addenda may be cause for rejection of this bid. I further understand that that any verbal representation made or assumed to be made during any oral discussion held between Vendor's representatives and any state personnel is not binding. Only the information issued in writing and added to the specifications by an official addendum is binding.

West Virginia University Research Corporation
Company

John Childress
Assistant Secretary
Authorized Signature

May 4, 2018
Date

NOTE: This addendum acknowledgement should be submitted with the bid to expedite document processing.