Thriving Downtowns: an investment playbook for rural Appalachia

Presented: November 9, 2023
NADO Annual Training Conference
Who is the playbook for?

Anyone who cares about developing a rural downtown and wonders how to pay for it.
THE CHALLENGE

• **Investment Challenges:** Highlight the challenges investors/funders and communities face when investing in revitalizing Appalachian downtowns

• **Roadmap:** Develop a roadmap to help communities and investors stack different types of funding and financing to revitalize downtowns
The Result

• **Case Studies:** 7 real-world examples of downtown development investments
• **Enabling Factors:** an Investment Readiness Assessment of factors signaling a community is ready for investment
• **Helping Groups Organize for Investment:** an overview of stages in a downtown development project
• **Investment Strategies:** a breakdown of specific strategies and types of investment

**Thriving Downtowns:**
*an investment playbook for rural Appalachia*
Building on wealth creation.
Wealth creation...

is an approach to economic development that connects a region’s assets to market demand in ways that build rooted wealth for local people, places and firms.

brings together a range of public, private and non-profit sector partners who have self-interest in the outcomes and an openness to discovering shared or common interests.

focuses on building a sector rather than individual and unrelated businesses.
Principles of Wealth Creation

#1 – Create wealth, broadly defined, and aspire to do no harm.

#2 - Root wealth in local people, places and firms through local ownership, control and influence.

#3 – Build lasting livelihoods by intentionally including people and firms on the economic margins.
## Wealth Components: Eight Capitals

<table>
<thead>
<tr>
<th>Key Concept</th>
<th>Intellectual</th>
<th>Individual</th>
<th>Social</th>
<th>Natural</th>
<th>Built</th>
<th>Political</th>
<th>Financial</th>
<th>Cultural</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Knowledge and innovation</td>
<td>• Skills, education, health</td>
<td>• Trust and relationships</td>
<td>• Natural resources</td>
<td>• Infrastructure</td>
<td>• Influence on decision makers and shapers</td>
<td>• Savings and investment</td>
<td>• Traditions, customs and ways of doing</td>
</tr>
</tbody>
</table>
#2: Wealth without Ownership isn’t Rooted

Capitals that are “owned” locally build wealth.

• Ownership means you capture and control the flow of benefits from the capitals over time. It creates enduring, stable benefits.

• Benefits – e.g., income, know-how, better technology – flowing from local ownership of capitals can be re-invested and re-circulated locally, enriching many.

• Preserving local ownership or control over your capitals can increase the chances of preserving local jobs.

Local ownership is an anchor that helps wealth and change to stick.
#3: Build Lasting Livelihoods

“Lasting livelihoods” means...

- Ability to overcome vulnerability, maintain dignity and control, take risks to seize opportunities.
- People at the margins are earning (and saving!) more.
- They have improved skills to qualify for higher-paying jobs and to build their careers.
- They are putting something aside for the future, e.g., building assets, so they are more resilient.
Readiness Factors + Catalytic Capital + Investment Capital = Transformative Investment
Meet the Key Players

Spotter - the “Visionary”
Framer - the “Deal Maker”
Engager
Developer - the “Risk Taker”
Primary Contact
Key Skills
Other key skills needed may include:
- Engineering/Architecture
- Historical Preservation
- Housing
- Legal
- Accounting
- Real Estate Management
- Research and development, which can include market studies, feasibility studies, sustainability plans, etc.

Other Stakeholders
Common partners helping the core team:
- Municipalities/Elected Officials
- Educators
- Retail/Service Sector Businesses
- Property Owners/Developers/Realtors
- Chambers of Commerce/Business Associations
- Local and regional development corporations, housing corporations, industrial development agencies, and business improvement districts
- Consumers
- Media
- Cultural and historical organizations
- Local non-profit and advocacy organizations
- Civic Clubs
- Hospitals/Healthcare organizations & practices
- Housing/Social Service Organizations
- Diverse groups representing the full spectrum of residents including gender, race, religion, ability, orientation, and socio-economic status
How to find the right partners

What are the outcomes you’re seeking?

- Built capital
- Financial capital
- Social capital
- Cultural capital
- Etc.

Who else is interested in these outcomes?

What is the value proposition for other potential partners? How do your hoped-for outcomes connect with what they are seeking?
Value Propositions

**Self-Interest:** What’s in it for me? That is the core of the value proposition that makes it “worth their while” for any person, business or group to engage.

**Shared Interest:** What’s in it for us? Shared interest is a conclusion by two or more players that there is something in pursuing it that they all value.

**Common Interest:** What’s in it for everyone—the entire region? Achieving (or appealing to) common interests can sometimes stimulate outside investment and effective marketing messages.
## Enabling Factors

**i.e. “Investment Readiness Factors”**

### How do communities know if they are ready for investment?

### How do investors know which communities are ready for investment?

<table>
<thead>
<tr>
<th>Community Assets</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Government &amp; Civic Structures</td>
</tr>
<tr>
<td>Economic Ecosystem</td>
</tr>
<tr>
<td>Built Infrastructure</td>
</tr>
<tr>
<td>Natural Environment</td>
</tr>
</tbody>
</table>
Take the Assessment Online

https://www.downtownplaybook.org/readiness-assessment

https://www.downtownplaybook.org/download-the-pdf-assessment
## Investment Readiness Scoring Guide

<table>
<thead>
<tr>
<th>Readiness Factors</th>
<th>Thumbs Up</th>
<th>Interpretation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-10</td>
<td>📈</td>
<td>This community is in the early stages of investment readiness. Try analyzing the current factors that have been checked in the assessment and plan how to build on those assets to gain additional readiness factors. Examples of Investments to seek now may be Technical Assistance or Planning Grants to help increase investment readiness.</td>
</tr>
<tr>
<td>11-20</td>
<td>📈 📈</td>
<td>This community is gaining momentum and may have some downtown projects ready for investment. It is often best to focus on these small projects with the greatest impact to help build more momentum and excitement for downtown development. The community should continue to collect and build upon the existing readiness factors it does not have yet because there are any that could be quickly achieved. This will help propel downtown redevelopment forward. It may be time to seek early investments like Technical Assistance, and Redevelopment or Planning Grants. The community may also begin attracting early Equity and Debt investors, moderate-sized Implementation Grants, or other subsidies, and connect entrepreneurs and small businesses with programs that help them gain technical assistance, funding, and financial.</td>
</tr>
<tr>
<td>21-30</td>
<td>📈 📈 📈</td>
<td>This community is actively engaged and is likely working on a “pipeline of projects” that build on one another leading toward a shared vision and overall transformation for downtown. Multiple investors are now interested in investing because they believe their investments will gain a greater return as they leverage the investments of others. It may be time to seek Developers, Equity and Debt investors, moderate-sized Implementation Grants, or other subsidies, and connect entrepreneurs and small businesses with programs that help them gain technical assistance, funding, and financial.</td>
</tr>
<tr>
<td>31-40+</td>
<td>📈 📈 📈 📈</td>
<td>This community has experienced a series of successful downtown development projects. Because of this, the community has gained a track record of success and can make a compelling case to investors that they will receive a good return on their investment. This community is a strong candidate for large investments from Equity and Debt Investors, as well as Implementation Grants, which can be used as matching funds to fill gaps and complete large projects. Investors will be especially interested in projects that have gained significant community support, as well as those that leverage local assets and align with local and regional economic development efforts.</td>
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</table>

- What type of investments is your community ready for now? What can you do to help your community become ready for bigger investments?
5 Stages of Investment

**Planning**
- Activities: Form project idea, Examine community plans, Do preliminary needs analysis
- Money Implications: $
- Skill / Organizational Needs: Planning, Community Outreach, Funding, Fund Raising, Legal

**Predevelopment**
- Activities: In-depth analysis, Secure financing, Finalize project team, Attain site control
- Money Implications: $
- Skill / Organizational Needs: Architectural / Engineering coordination

**Make a Choice**
- Activities: Move forward as-is.
- Money Implications: $$$$$
- Skill / Organizational Needs: Project Management, Administrative

**Development**
- Activities: Construction or start up
- Money Implications: $$_$$$_$

**Management**
- Activities: Ongoing administration
- Money Implications: $
Spectrum of Financial Return
Capital Stack

01  Grant or Subsidy

02  Subordinate Debt

03  Senior Debt

04  Equity

Last Paid
1st Repaid
2nd Repaid
Not Repaid
Understand the Capital Stack

- 5. Equity
- 4. Senior Debt
- 3. Subordinated Debt
- 2. Credit Enhancement
- 1. Grant or Subsidy
Grant or Subsidy

- **Catalytic Capital**: Planning & Pre-development Grants, Technical Assistance
- **Non-Repayable Funding**: Grants, Capital Campaigns, Crowdfunding,
- **Local Donations**: Local Tax Revenue like Restaurant or Hotel Taxes, Local Money Pools, Co-Ops.
Credit Enhancement

- Loan Guarantee
- Loan Loss Reserve
- Tax Credits:
  - Historic Tax Credits
  - New Market Tax Credits
  - Low-Income Housing Tax Credits
Subordinated Debt

- Concessionary Capital (Repayable)
  - Bridge Loan
  - Philanthropic Local Impact Investments
- Recoverable Grants
- Concessionary Local Investments
Senior Debt

• Conventional Debt Financing (Repayable) & Loans
• Innovative Lending like CrowdMatch Loans or proof of consistent payments
• Bond
• Mortgage
Equity

- Traditional Equity Financing
  - Equity Investors
  - Angel Investors
- Community Equity & Venture Capital
CASE STUDY

Village of Shawnee, OH

The development of West Main Street is growing from the ground up, building on local natural assets, entrepreneurs, investors and community engagement and support. External investment is simultaneously fueling the economy. Public-private partnerships include Hocking College, Black Diamond Development LLC (BDD), Buckeye Trail Association (BTA), Ohio Hill Country Heritage Area (OHCMA) and regional nonprofits like Rural Action and ACEnet. The initiative focuses equally on building acquisitions/renovation and business development, all aligned around experiential tourism.

THE SPARK:
Bret Adams (BDD) got a call from a business partner who explained “we gotta invest here!” This led Bret to bring his money and desire to Cleveland to Shawnee. proximity to Wayne National Forest, various state parks, architectural history, higher education institutions, and an existing community vision made for endless investment possibilities.

THE CHALLENGE:
A former rural town, Shawnee has experienced persistent poverty, population decline, and retail obsolescence. Ultimately resulting in downtown degradation and a lack of investment. Traditional economic solutions like “attract/expand” were not realistic options.

THE INVESTMENT:
The early investment by OHCMA and BTA was essential to building the credibility of this project. It is critical to have a clear vision when seeking external investment to ensure that development is not seen as “boondoggle.” A $500K grant was used to start a farmers market. The presence of “third spaces” for community members to gather has been important to furthering dialogue. Rural Action also received a $50K grant to develop the Bailey’s Trail System, the Buckeye Trail, and a multi-use path that connects the Buckeye Trail to West Main Street. This investment will leverage other funding.

Investment by Rural Action, ACEnet, and OHCMA in the development and sustainability of local businesses was also key, resulting in the renovated Harper George and Tecumseh Theaters. Hocking College invested in the Black Diamond Distillery and Star Bic Brewing Co to create hands-on opportunity for students in their Fermentation Science program. These college-owned and operated businesses create, produce, and sell local spirits and beer produced by students.

An outside investor, Bret Adams purchased several buildings on West Main Street. With complementary funding from federal and state grants, these buildings are being renovated and new businesses have started, including the Black Diamond Tavern with 50K Star Bic Brewing products.

RETURN ON INVESTMENT:
BDD invested $100K of equity in downtown properties. This investment was positive ROE. This would not have been possible without the planned investment of a federal Abandoned Mine Lands Economic Revitalization grant in building renovations and capital development. BDD transferred the capital land to the Village of Shawnee in return for a 99-year lease.

Hocking College invested significant staff time and resources. The hope is to promote local economic development and job opportunities for high-skilled graduates, in addition to increasing enrollment as students see added values and impact. BTA had been trying to get Hocking College on board for years, but it was not until there was a clear return on investment that they eventually came to the table.

**WHAT’S NEXT?:**
“Now, some bright, young folks have come together to form the Little Big Town Council to continue the work,” said John Winnenberg. In partnership with larger-funded efforts, the Council is bringing renewed energy and focus to Shawnee.

**KEY TAKEAWAYS**
- Public-private partnerships, including resources from outside of the community, are needed to compete the capital stack. Ensure that there are not only shared expectations from the start, but also community organizations and networks present to respond to developers’ questions quickly.
- Outside developers tend to show interest in places where things are happening. Impact comes from focusing on both building renovation and business development. An empty building doesn’t attract tourists.
- Business development is more than technical assistance; it includes a network of mutually supportive enterprises.
- Meet the needs of who is there - not who might come. Outside investors need to connect with local organizations, government, and businesses to provide benefits for local folks.
- Presenting clear ROI to partners can help them see the potential of their investment and encourage engagement. While there had been several years of conversation between the community and Hocking College, it wasn’t until the right people went in place and BDD presented a plan and ROE that Hocking College invested significantly.

**CAPITAL STACK**
- EQUITY: $2,000,000
- SENIOR DEBT: $800,000
- SUBORDINATE DEBT: $0
- GRANT OR SUBSIDY: $2,636,000
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Investing in Rural Downtowns throughout East Central Wisconsin

NADO Annual Conference
Thursday, November 9, 2023
Table of Contents

Overview of the Commission
Purpose
Core Program Areas

Economic Development Program
Economic Development District
EDA Investments in the Region
Small Community Technical Assistance Program
Purpose of the Commission

- ECWRPC was created under State Statute in 1972 (§66.945, now §66.0309)
- The Commission was established to promote intergovernmental cooperation, regional planning, and a vision for the future.
  - The Commission serves as a coordinating organization between federal, state, and local governments in the region.
  - The Commission assists units of government on issues that occur at a regional level.
  - The Commission provides technical assistance, advice, and services directly to individual units of government.
The Commission is designated as the Economic Development District by the U.S. Economic Development Administration.

The Commission is recognized by the U.S. Department of Transportation as a Metropolitan Planning Organization for the Appleton (Fox Cities) and Oshkosh MPOs.

Economic Development Program

Economic Development District

Community Planning Assistance Projects

Main Street Bounceback Grant Program
Economic Development Program

- East Central is the region’s Economic Development District (EDD) – received status in 1984 from US Economic Development Administration (EDA)
- Funding from two main grants:
  - Planning Partnership Grant
  - CARES Act Grant
- Main Street Bounceback Program

EDA Investments in the East Central Region since 1984

EDA Funding by Year
Cumulative EDA Funding by Year
ARPA Grants Awarded by EDA in 2022

- Appleton International Airport - Appleton Aviation Business Park Expansion
  - $3,000,000 awarded
- Menominee Tribal Enterprises - Timber and Sawmill Capacity Upgrades
  - $4,955,538 awarded
- The grants to Appleton International Airport and MTE are the two largest EDA grants awarded in the region since the Commission received Economic Development District status in 1984.
The Commission received a $400,000 CARES Act Grant from EDA in 2020 to bolster regional economic recovery and resiliency.

The Commission set aside a portion of the funding to conduct a technical assistance program for communities over a two year period, and hired Ayres Associates to assist with implementation.

With a staff transition in 2023, the East Central Team worked with EDA to amend the three year planning partnership grant to set aside a portion of the funds for the technical assistance program.
Program Goals

- Assist communities with <12,000 in population
- Create energy and spur new ideas for development, capacity building, and/or rejuvenation of commercial corridors
- Provide communities free design and technical assistance to visualize projects and see new possibilities
- Develop realistic projects for communities to implement based on their priorities for the future
Application and Selection Criteria

- Competitive application process; communities were required to submit an application identifying focus area and stakeholders
- Received 26 applications in 2021, selected 8 communities
- Received 15 applications in 2022, selected 4 communities
- Received 9 applications in 2023, selected 4 communities

<table>
<thead>
<tr>
<th>Business/community need</th>
<th>Project potential</th>
<th>Capacity to help organize around the assistance?</th>
<th>Underserved or isolated community?</th>
<th>Promote equity and inclusion?</th>
<th>Stimulate the local economy?</th>
<th>Positive secondary impacts?</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Can they not do it alone?)</td>
<td>(Is there a project that would come out of the process?)</td>
<td>(Can they get ready for a walk-about?)</td>
<td>(Are the projects spread out geographically?)</td>
<td>(Does the project help people?)</td>
<td>(Does the project create jobs, tax revenue)</td>
<td>(Does the project “play it forward”?)</td>
</tr>
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</table>
City of New London Alley Activation Project

- Challenge: Redesign of rear alleyway behind downtown businesses along Wolf River
City of New London Alley Activation Project

ALLEY ACTIVATION

Why? How?

Accentuating key intersections creates visual connections

Alley remains open to vehicles and includes cantilevered walkway

Reconfigured park creates better connection between Water Street and the alley
Village of Campbellsport Pedestrian Market and Plaza

- Challenge: Façade design downtown, connection from downtown to the Eisenbahn Trail, parking
Village of Campbellsport Pedestrian Market and Plaza
DOWNTOWN FAÇADE IMPROVEMENT DRAWINGS

- **Existing Conditions**
  - Remove false facades, utilize balcony opportunities

- **Façade Improvement Goals**:
  - Updated materials and color palettes, inviting doorways, updated signage, consistent window frontage

- **Façade Improvement Goals**:
  - Updated materials and color palettes, inviting doorways, updated signage, outdoor seating and furnishings

- **Consistency with windows and materials**

- **Façade Improvement Goals**:
  - Updated materials and color palettes, inviting doorways, updated signage, consistent window frontage
Campbellsport - 3D Visual Design Model

View Project
Project Site: Huckleberry Harbor
Park/North Downtown Corridor

Challenge: Connect the park to downtown, create gateway to downtown from the north, improve look, feel, and function of the general area

Enhance pedestrian and park user experience

Capture boat traffic from Shawano Lake to support downtown businesses
City of Shawano Huckleberry Harbor Redevelopment

- Create connection between the harbor and historical society site
- Create northern gateway to downtown
- Improve existing parking and vehicle circulation to allow EMS access and reduce conflicts during boat launching
SUMMARY

▪ The technical assistance program was highly engaging and provided unique value to communities at no cost to them
▪ The program offered widespread benefit to communities across the region
▪ Successful model, requires new funding source
▪ Commission staff will examine grant and other external funding opportunities to offer this program in the future
Main Street Bounceback Program

Program Overview

- The goal of the Main Street Bounceback Grants program is to provide financial support to businesses that move into existing vacant commercial properties, helping to create a foundation for long-term success for themselves and their communities.

- The Main Street Bounceback Grants program provides $10,000 to new or existing businesses and non-profit organizations moving into vacant properties in Wisconsin’s downtowns and commercial corridors.
MAIN STREET BOUNCEBACK GRANTS  EAST CENTRAL WI

900 Total grants awarded to local business owners

$10,000 per grant

$9,000,000 Total funds administered

Outagamie $2,940,000
Winnebago $2,230,000
Fond du Lac $1,090,000
Waupaca $830,000
Shawano $590,000
Green Lake $480,000
Calumet $370,000
Waushara $300,000
Marquette $160,000
Menominee $10,000
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Investing in Rural Downtowns: Active Transportation Planning

Stephanie Gilbert, Transportation Planning Coordinator
RTPOs established 2013

6 RTPOs in Ohio

OVRDC serves 11 counties

- Adams
- Brown
- Fayette
- Gallia
- Highland
- Jackson
- Rural Lawrence
- Pike
- Ross
- Scioto
- Vinton
Scioto County Active Transportation Plan

MARCH 2020

- School Travel Plan
- Safe Routes to School Funding
- 1 School
Local Recommendations

- 25 mi local bikeways
- 11.5 mi sidewalks
- 20 spot improvements
- 4 cities and villages

Countywide Recommendations

- 173 mi regional bicycle routes
- 72 mi off-road facilities
- 101 mi on-road facilities

School Recommendations

- 4 school campuses
- 3.5 mi sidewalks
- 11 spot improvements
“I’m very excited that we received funding for the project,” said Tracy Shearer, Portsmouth City Community Development Director, who was instrumental in coordinating project partnerships and submitting the grant request to ODOT. The first step in the process started last year working directly with the Ohio Valley Regional Development Commission, an ODOT-designated Regional Transportation Planning Organization, to invite community stakeholders to begin work on developing an Active Transportation Plan for the county.
In July 2023, Ohio Governor Mike DeWine and Ohio Department of Transportation (ODOT) Director Jack Marchbanks announced $9.8 million in grants to improve safety for K-12 students walking and biking to and from school in 25 counties.

### School Recommendations

<table>
<thead>
<tr>
<th>S7</th>
<th>Sciotoville sidewalks</th>
<th>Farney Ave, 3rd Street, 4th Street, 5th Street, Bloom Street, Marshall Street, Price Street</th>
<th>Sidewalk</th>
<th>Gallia Street to 5th Street</th>
<th>Repair sidewalks and fill sidewalk gaps in neighborhood around Sciotoville Community Schools. Where no sidewalks are present, a paved pedestrian lane without curb could also be considered to narrow travel lanes and slow traffic.</th>
<th>34</th>
<th>HSIP TAP SRTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>S8</td>
<td>Sciotoville bicycle boulevard</td>
<td>4th Street, Bloom Street, 3rd Street, Farney Ave, Marshall Ave</td>
<td>Shared Road</td>
<td>Harding Ave to Gallia Street</td>
<td>Install shared lane markings for bicycle access to schools.</td>
<td>25</td>
<td>HSIP TAP</td>
</tr>
<tr>
<td>S9</td>
<td>Sciotoville traffic calming</td>
<td>3rd Street, Farney Ave</td>
<td>Traffic Calming</td>
<td>Harding Ave to Price Street</td>
<td>Install traffic calming measures such as signage, RRFBs, curb extensions, raised crosswalks, and/or textured pavement to indicate to drivers that they should slow down through the school zone.</td>
<td>27</td>
<td>HSIP TAP SRTS</td>
</tr>
<tr>
<td>S10</td>
<td>Sciotoville school zone signage</td>
<td>3rd St, Farney Ave, Marshall Ave</td>
<td>School Zone</td>
<td>School property boundaries</td>
<td>Install upgraded school zone flashing lights and signage on school approaches.</td>
<td>N/A</td>
<td>HSIP TAP SRTS</td>
</tr>
<tr>
<td>S11</td>
<td>Sciotoville school crossings</td>
<td>3rd St, Farney Ave, Marshall Ave</td>
<td>Crosswalk</td>
<td>Intersection</td>
<td>Install enhanced marked crosswalk at school entrances and approaches by adding raised crosswalk, advance yield markings, curb extensions and/or textured pavement.</td>
<td>N/A</td>
<td>HSIP TAP SRTS</td>
</tr>
<tr>
<td>S12</td>
<td>Sciotoville signalized crossing</td>
<td>Bloom St and Farney Ave</td>
<td>Crosswalk</td>
<td>Intersection</td>
<td>Add pedestrian signal heads at signalized intersection.</td>
<td>N/A</td>
<td>HSIP TAP SRTS</td>
</tr>
</tbody>
</table>

Marshall Street school speed zone beacons, refurbished crosswalk with curb extensions, high visibility crosswalk with curb extensions and high visibility with curb ramps. Second Street - high visibility crosswalk with curb ramps and new 4 sidewalk. Farney Street - high visibility crosswalk with curb extensions, refurbished crosswalk with curb extensions, and school speed zone beacons. Price Street - school speed zone signs, and high visibility crosswalk with curb ramps. Third Street - school speed zone beacons, and high visibility crosswalk with curb ramps. $368,550
“The ATP helped organize next steps and take the guess work out of prioritization and public engagement. I think it also helps small cities and villages who can’t afford to have planners on staff to have an organized plan to move forward with things such as grants, DOT discussions, etc.” – Tracy Shearer, City of Portsmouth

A study found that customers who walked or biked to local stores spent as much or more than those who drove over the course of a month, often because they visited more often or stopped on impulse when walking past.
Get buy-in from all key stakeholders up front.

Keep key stakeholders engaged in the process.

Include special interest groups.

Public Engagement! Public Engagement! Public Engagement!

Planning → Successful Funding!
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