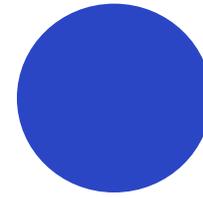


Revitalizing Rural Communities: addressing contaminated sites using the NEW investment playbook



Use the Playbook
downtownplaybook.org

Downtown
Revitalization
Playbook

[Principles & Players](#) [Funders & Investors](#) [Practitioners](#) [Case Studies](#) [Additional Information](#)



Welcome! Let's
test out these
polling features.
Tell us, where are
you located?



Presented: October 3, 2023

For: Anyone Interested in How to Gain Investment To Re-Use Blighted Properties

THE PRESENTERS

Session Leaders



Alexis Rourk Reyes
Program Manager
EPA Office of Superfund
Remediation and
Technology
Innovation



Aimee Storm
*Land Revitalization
Coordinator*
EPA Office of
Brownfields and Land
Revitalization



Ruthie Caldwell
*Owner &
Playbook Co-Author*
Vision Granted



Melissa Levy
*Principal &
Playbook Co-Author*
Community Roots



Shane Barton
*Promise Zone Downtown
Revitalization Coordinator*
University of Kentucky,
Community & Economic
Development Initiative

Case Study Presenters



Ray Moeller
*Economic Redevelopment
Specialist*
Brownfield Assistance Center,
West Virginia University



Tom Bloom
*Region 5 Superfund
Redevelopment Coordinator*
Environmental
Protection Agency

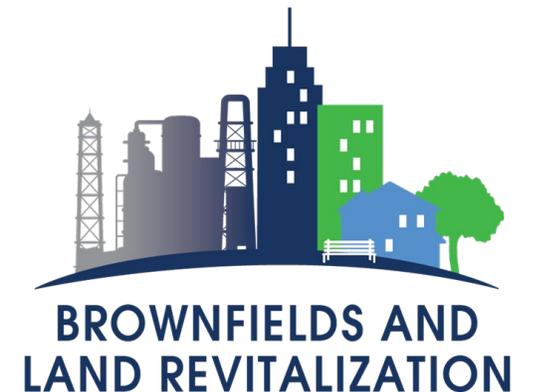


Who is the playbook for?

Anyone who cares about
developing a rural
downtown and wonders
how to pay for it, including
Brownfield and
Superfund sites

EPA's Role in Helping Communities Redevelop Contaminated Properties

- EPA helps remove barriers to contaminated property redevelopment in rural communities around the country.
- When a property once again becomes an asset to the community, the redevelopment often brings about new opportunities to protect public health, improve the environment and grow the local economy.



How will the playbook help communities dealing with Brownfields or Superfund Sites?

- Many rural communities have brownfield or Superfund sites in or near their downtown.
- **This playbook provides practical next steps to organize a team and gain different types of investments to develop a rural property and revitalize a town.**
- Communities can solve 2 problems at once and spark downtown revitalization by addressing the contaminant concerns and transforming these sites into community assets.
- A Site Reuse Plan and Investment Strategy are essential to inform decisions about how to make the site safe over the long-term.



THE PLAYBOOK TEAM



Ruthie Caldwell
Vision Granted



Barbara Wyckoff
Creative Disruptors



Melissa Levy
Community Roots



Robert Donnan
DONNAN Consulting

**Working
with...**



perform interviews within and beyond the region; surveys; and review literature

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

- An investment playbook showing how funding and financing can happen
 - **Key Players**
 - **Community Assessment:** Readiness Factors for Thriving Downtowns
 - **Helping Groups Organize for Investment**
 - **Types of Investment Strategies**
 - **Case Studies**
- Playbook strategies are relevant to rural towns everywhere

Read or download
the playbook
Downtownplaybook.org



SCAN ME

Thriving Downtowns:

*an investment playbook for
rural Appalachia*



POLL:

Think of a community
you're working with. Which
Key Player/s are missing?

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

Ways to Involve Community Partners

- Investment Readiness Assessment
- Superfund Community Involvement Plan
 - Community Problem Solving Conversations
 - Community Interviews, etc.
- Superfund Site Reuse Assessment
- Superfund Site Reuse Planning
- Brownfields Eligible Planning Activities



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?

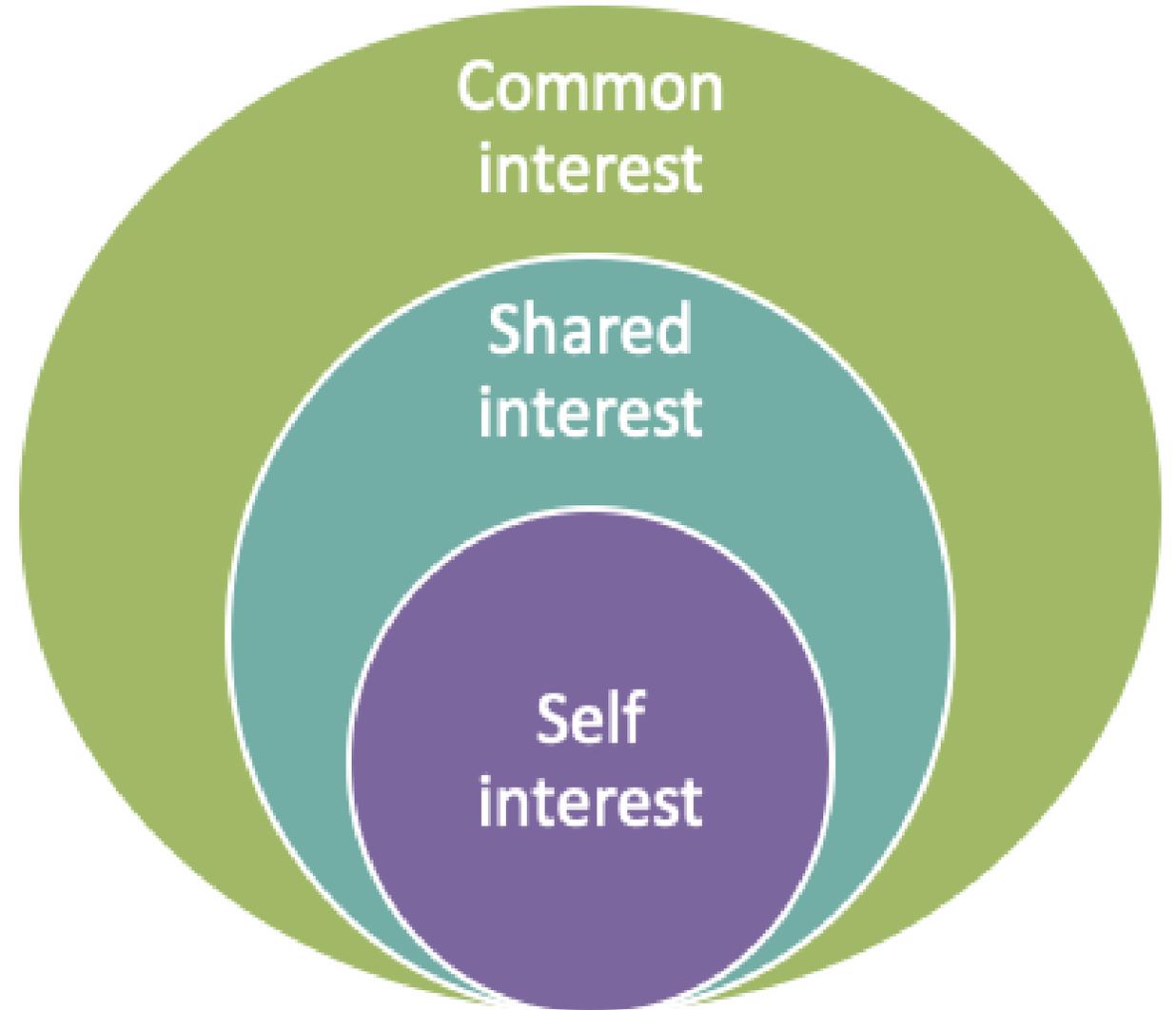


Value Propositions

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.



Community Assessment

- How do communities know if they are ready for investment?
- How do investors know which communities are ready for investment?

POLL:
Think of that community again. Which is their greatest strength?



Community Assets



Local Government and Civic Structures



Economic Ecosystem



Built Infrastructure



Natural Environment

Take the Assessment Online

<http://downtownplaybook.org>



SCAN ME



Photo credit: Sam Levitan

Investment Readiness Scoring Guide

| Readiness Factors | Thumbs Up | Interpretation |
|-------------------|---|---|
| 1-10 |  | 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. |
| 11-20 |  | This community is gaining momentum and may have some downtown projects ready for investment. It is often best to begin working on small projects with the greatest impact to help build more momentum and excitement for downtown development. The community should continue with the assessment to identify and address the readiness factors it does not have. 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 Pre-development or Planning Grants. The community may also begin attracting early Equity and Debt investors, and investigate properties that may qualify for alternative opportunities like tax credits. |
| 21-30 |  | 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 financing. |
| 31-40+ |  | 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. |

Investment Readiness Scoring Guide

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

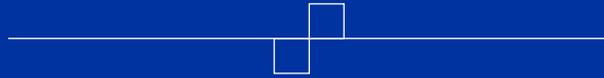
5 Stages of Investment

POLL:
Think of that community again. Which Stage of Development is it in?

EPA's Superfund and Brownfields resources support planning and predevelopment activities; work with your EPA region for more info & how to access.



Community Involvement & Engaged Assessments



Shane Barton, Downtown Revitalization Coordinator
Community & Economic Development Initiative of Kentucky | CEDIK

Community Involvement



Uncertainty = 'risk'

Community Involvement

- Drives long term vision, success and 'ownership'.
- Resulting use reflects the real needs of community.
- Often establishes the team to move efforts forward.

THE TEAM & CHAMPIONS



Benefits of Involvement

- Community Engagement & Ownership
- Better Data = Better Decisions
- Focus on What Matters
- Resource Road Mapping
- Communications/Outreach



| Community Outreach | Community Engagement |
|---|--|
| Short-term | Long-term |
| Communications/Marketing | Relationship Building |
| What can the organization do for the community? | What can the organization and community accomplish together? |
| One group benefits the most | The whole community benefits together |
| Transactional | Connecting |
| Directional | Cyclical |

Brownfield Engagement

- Acknowledge distrust or historic decision-making processes.
- Address barriers to participation. (food and childcare)
- Who is underrepresented in your community?
- Thoughtful location and timing.
- Listen more than you speak.
- Reflect core principles.
- Manage expectations.
- Existing networks.
- Be CREATIVE!!
- Gather input.



Creative Engagement Opportunities

- Family events w/music, food, partners (underwriters/sponsors)
- Radical walking tours - walking inventory
- Mapping Exercises (Legos and Land Use/Density)
- Building inventory w/property dynamics
- Storytelling, Story Circles or Ripple Effect Mapping
- Photo affinity (visual speaks or photovoice)
- Community photography
- Lunch with the....
- Pop Ups - Temporary events or installations/simulations
 - Bike lanes, gardens, public spaces
 - Tactical Urbanism
 - Virtual Reality
- Chalk and Talk



Creative Engagement Opportunities

Building Inventory (multipurpose)

- Engaged Assessment
- Prioritize intervention based on community objectives.
 - Phase I & II Assessments
 - Tactical Urbanism
 - Virtual Reality

Harlan, KY

- Team created map, inventoried building characteristics and communicated with property owners.



“We have a vision to reinvigorate downtown Harlan. We can only do so through building partnerships with property owners like yourself who hold the keys to our downtown’s future”.

Building Inventory Elements

- Site Name/Parcel
- Ownership (Access)
- Site Description
- Buildings (w/descriptions)
- Site History
- Taxes/Assessment
- Known or suspected releases
- Assessment or cleanup history
- Redevelopment Plans
- Community Involvement in Plan
- Risk Reduction Activities



Powers & Horton Building



3. Features & Details HARLAN, HARLAN COUNTY, KENTUCKY 36°50'46.4"N 83°19'23.1"W

Features

- Move-in Ready
- 30 feet of Main Street frontage
- Finished apartment on Second Floor
- Working HVAC throughout building
- Perfectly laid out for clothing/retail



In Excellent Condition

- Suitable for mixed-use development
- Ground floor is retail ready
- Upper floor easily converted to multiple living/office spaces
- With more than 4,500 sq. ft. of well maintained Main Street property, this is a great building for starting or growing a business



A Public-Private Partnership for Economic Development

The Lewallen Hotel



3. Features & Details HARLAN, HARLAN COUNTY, KENTUCKY 36°50'46.7"N 83°19'22.7"W

Features

- 15 feet ceiling on Ground Floor
- 40 feet of Main Street frontage
- 4 additional floors of Subdivided Rooms
- Existing Elevator Shaft for ADA Compliance
- Sprinkled Fire Suppression System



Own a piece of History

- Suitable for mixed-use development
- Ground floor is retail ready
- Upper floors easily converted to living or office spaces
 - With approximately 20,000 sq. ft. of space, opportunities abound!



A Public-Private Partnership for Economic Development

Rural America Placemaking Toolkit

Creative Community Conversations

Community & Cultural Assessments

Public Spaces & Gathering Places

Cross-Sector Partnerships

[Get Started Guide](#)

A resource to identify placemaking projects
that align with your community capacity.



Get Started Guide

Creative Community Conversations

- Story Circles
- Paint Your State
- Where I'm From
- Found Poetry
- **Chalk and Talk**
- POW!

Chalk & Talk

The 'Chalk and Talk' was developed at the University of Kentucky's College of Agriculture, Food and the Environment, the Department of Landscape Architecture and the Community and Economic Development Initiative of Kentucky (CEDIK) as a civic engagement tool. If you have any questions please contact Ryan Sandwick, Community Design Specialist at: Ryan.Sandwick@uky.edu

Here is how we do it. The 'Chalk and Talk' is more about the process than the product itself, allowing it to be customized as needed. The following design was built in a day for under \$175.

1 You'll need...

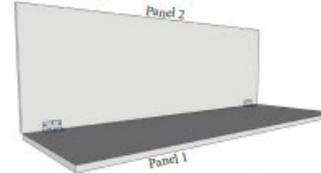
- 
- (3) 2' w x 6' x 3/4" d sturdy, smooth wood boards. We used precut edge glued panels designed to fit into the trunk of a mid-size car
 - (4) hinges with screws. We used a medium, black hinge to match the black chalkboards
 - (1 quart) gray primer
 - (2 quarts) chalkboard paint
 - Painting supplies (rollers, trays, etc.)
 - (1) 1" diameter wood dowel
 - (4) screws
 - The dowel fills the gap between the panels and stabilizes the boards

2 Preparation = priming and painting

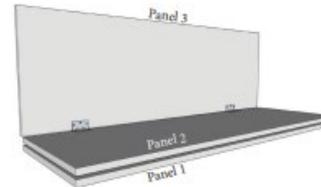
- Prime the wood panels according to the primer instructions
- Paint the chalkboards according to the paint instructions (at least 2 coats - one horizontally and a second vertically)
- Gently shade the entire face of the boards with the side of a chalk stick to prevent the first thing written on them from becoming permanently etched into it

3 Putting it together

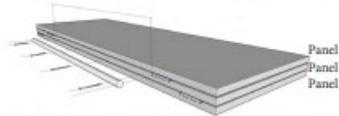
1. Attach hinges 6" in from edge of Panel 1
2. Make sure the edge of the boards are aligned before attaching hinge to Panel 2, otherwise it will not be stable when stood upright



3. Repeat with Panel 3 making sure all boards align on the bottom to ensure stability



Note: the hinges on Panel 2 must be offset from each other, otherwise panels won't open properly.



4. Size wood dowel to fit between the innermost hinges, and secure onto edge of Panel 2

4 Almost there!

Stand it up, fold the panels out to 120 degrees to make sure it is level and secure. Once it is all ready get an invitation to set it up at a local festival or fair. The prompt we have found most successful is "Next Time I Come to <city name>..."

See the reverse side for evaluation guidance.



Chalk and Talk participants at the 2017 Manchester Christmas Festival

Community and Cultural Conversations (Radical Walking Tour)

- Engage participants as they walk through and examine their surrounding & ultimately share their ideas and visions.
- People see, hear, smell, taste, and feel to collect information and ideas about their physical environment.
- Recapture an understanding of shared and public spaces through slow walking and paying attention to our senses.
- The activity includes guiding questions, activities, and a survey that can be used to help participants observe, interpret, and voice their ideas for vibrant communities.
- The activity can be used by community leaders and volunteers to get people involved in more holistic ways than town hall meetings, hearings, or workshops



Community and Cultural Conversations



Where Your Sidewalk Begins

I ♥ My Town

Children provide a unique and honest perspective of their community. For this activity, ask grade school teachers for assistance.

Have students draw "What Do You Love About Your Town". The students should know that their perspective is important and will be used to inform a community-wide plan for the future.

Digital photos of each piece at least 2 weeks prior to the scheduled Visit to the UW-Extension Community Vitality + Placemaking Team.



Public Spaces and Gathering Places

Design Wisconsin Workbook – A Research-Based Approach for Creating **Meaningful** Places.

<https://blogs.extension.wisc.edu/community/files/2018/07/DWT-Workbook-Draft-03.23.2017-web.pdf>

Creative Community Conversations

Family Events (music, food, and partners)

- 77 attendees (population 403)
- Door to Door invitations.
- Survey and Gift Cards
- Flood Recovery and Plan
- Kids activities
- Dozen new volunteers
- Facilitated feedback
 - Flood mitigation and cleanup
 - Revitalized downtown areas
 - Businesses and jobs
 - Recreational opportunities
 - Housing

Wayland, KY



Brownfield Redevelopment Engagement

You're probably already engaged in ways to make your 'place' better.

It's not 'this or that' but rather an 'and that too' process.

The ways we can engage are as diverse as the problems we're trying to solve and as complicated as the people that call our beloved places home.

Spectrum of Financial Return

Impact is primary

Grant

Forgivable loan

Repay
principal only

Sub-market
return

Full market rate

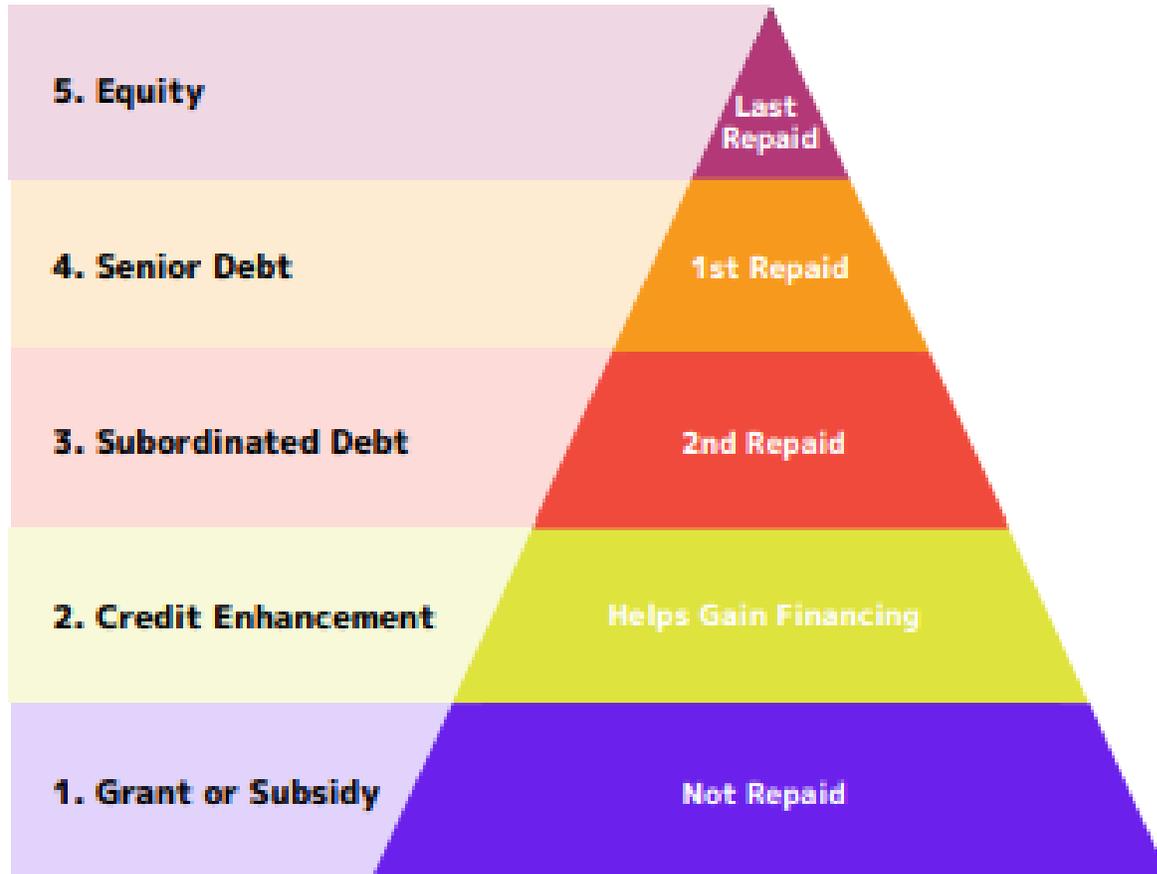
Risk-adjusted
market rate

Financial return is primary

With permission from Center for community investment. © 2021

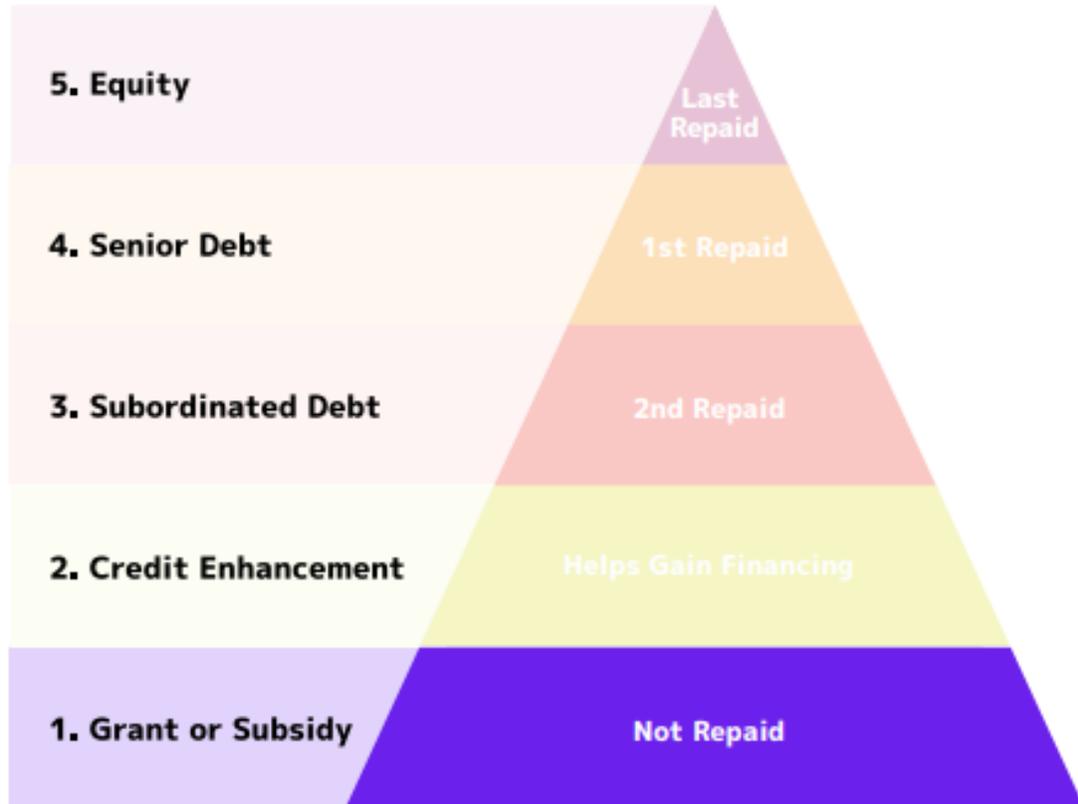
**Spectrum of Financial Return:
what are investors looking for?**

CAPITAL STACK



Types of Investment Strategies

Grant or Subsidy & Technical Assistance



- **Catalytic Capital:** Planning & Pre-development Grants, Technical Assistance
- **Non-Repayable Funding:** Grants, Capital Campaigns, Crowdfunding,
- **Technical Assistance:** support for planning activities
- **Local Donations:** Local Tax Revenue like Restaurant or Hotel Taxes, Local Money Pools, Co-Ops.
- **Tax Credits:** * *sometimes credit enhancement*
 - Historic Tax Credits
 - New Market Tax Credits
 - Low-Income Housing Tax Credits

Now what?

Quick guide to webpages on EPA about land revitalization programs

- For questions, contact yourk.alex@epa.gov
- For questions, contact yourk.alex@epa.gov

POLL:
Have you taken advantage of these resources in your community? Which ones?

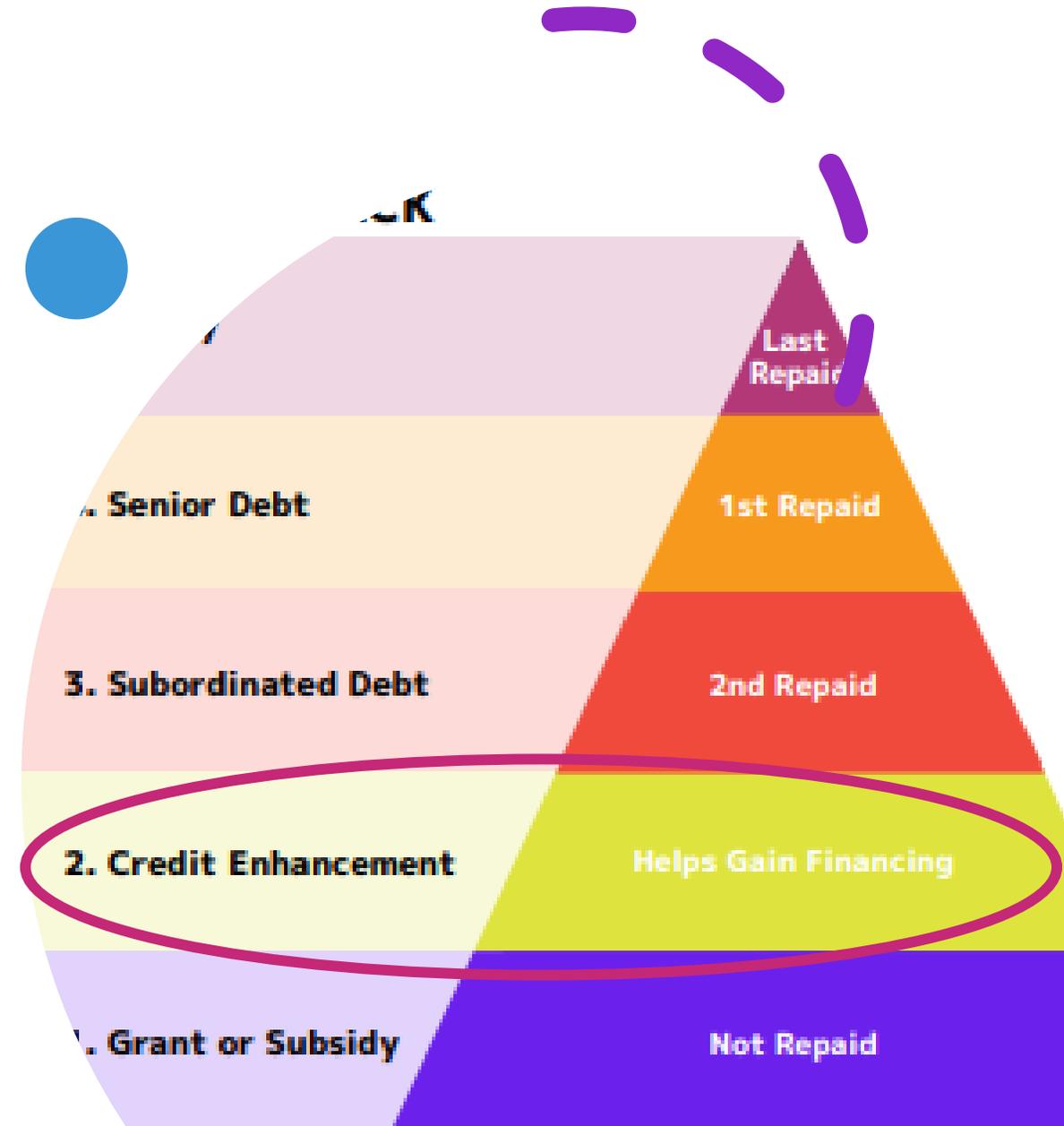
If your interest is:

And you have these types of contaminated sites:

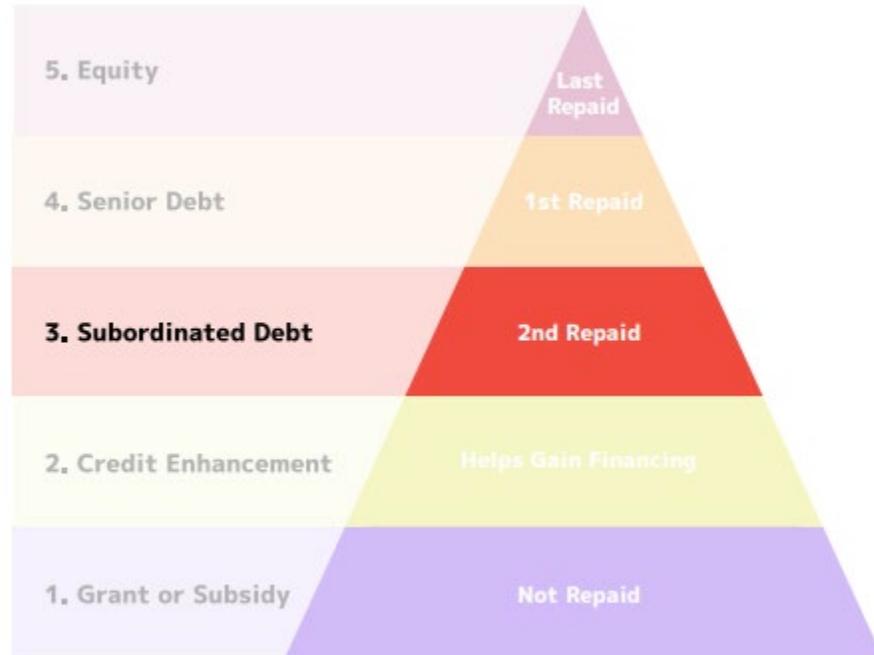
| | Brownfields | Superfund |
|----------------------------|---|---|
| | TECHNICAL ASSISTANCE | https://www.epa.gov/brownfields/brownfields-technical-assistance-and-research |
| RENEWABLE ENERGY | https://www.epa.gov/re-powering | https://www.epa.gov/re-powering |
| JOB TRAINING | https://www.epa.gov/brownfields/brownfields-job-training-jt-grants | https://www.epa.gov/superfund/superfund-job-training-initiative |
| ASSESSMENT GRANTS | https://www.epa.gov/brownfields/types-epa-brownfield-grant-funding | N/A |
| LOCAL TECHNICAL ASSISTANCE | https://www.epa.gov/brownfields/brownfields-technical-assistance-and-research#TAB | https://www.epa.gov/superfund-redevelopment/regional-redevelopment-contacts |

Credit Enhancement

- **Loan Guarantee**
- **Loan Loss Reserve**
- ***Sometimes Tax Credits**



Subordinated Debt



- **Concessionary Capital**
(Repayable)

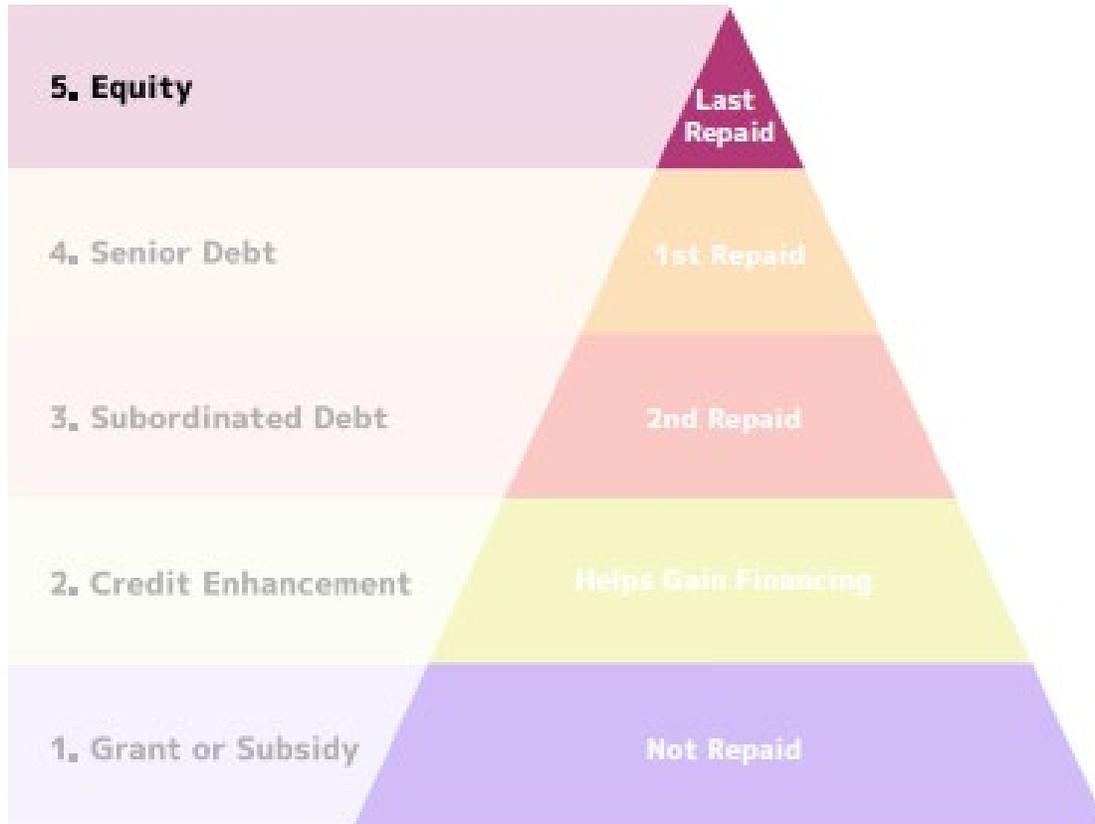
- Bridge Loan
- Philanthropic Local Impact Investments
- Recoverable Grants
- Concessionary Local Investments

Senior Debt

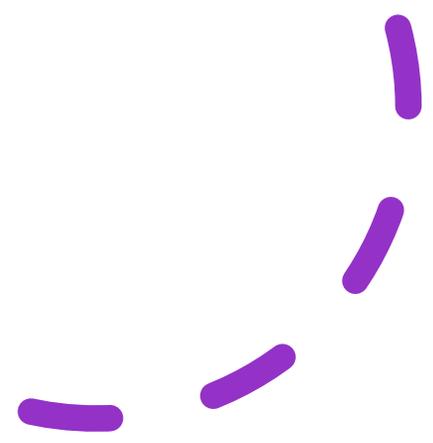
- **Conventional Debt**
Financing (Repayable) & Loans
- **Innovative Lending** like CrowdMatch Loans or proof of consistent payments
- **Bond**
- **Mortgage**



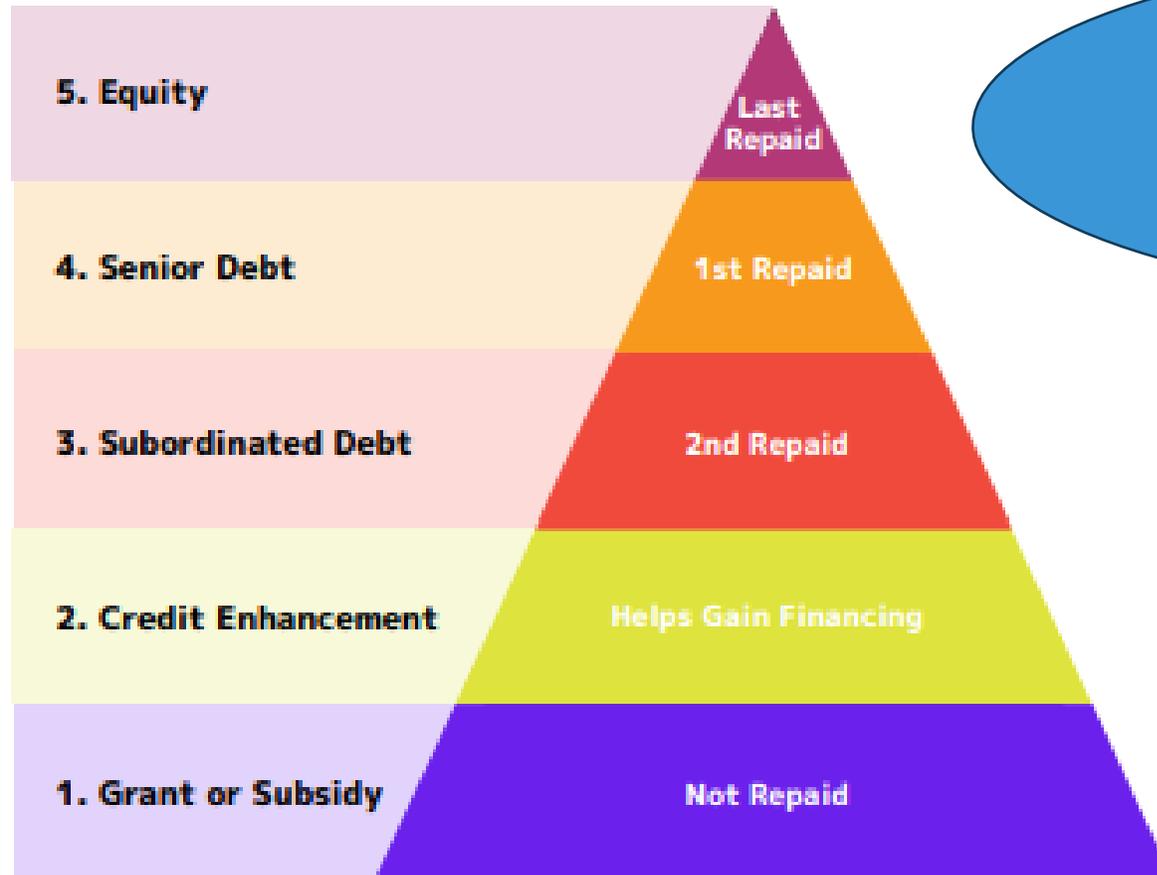
Equity



- **Traditional Equity Financing**
 - Equity Investors
 - Angel Investors
- **Community Equity**
- **Venture Capital**



CAPITAL STACK



POLL:
Think of that community again.
What types of new capital
should you seek to attract now?

**What types of
new capital should
you seek to
attract now?**

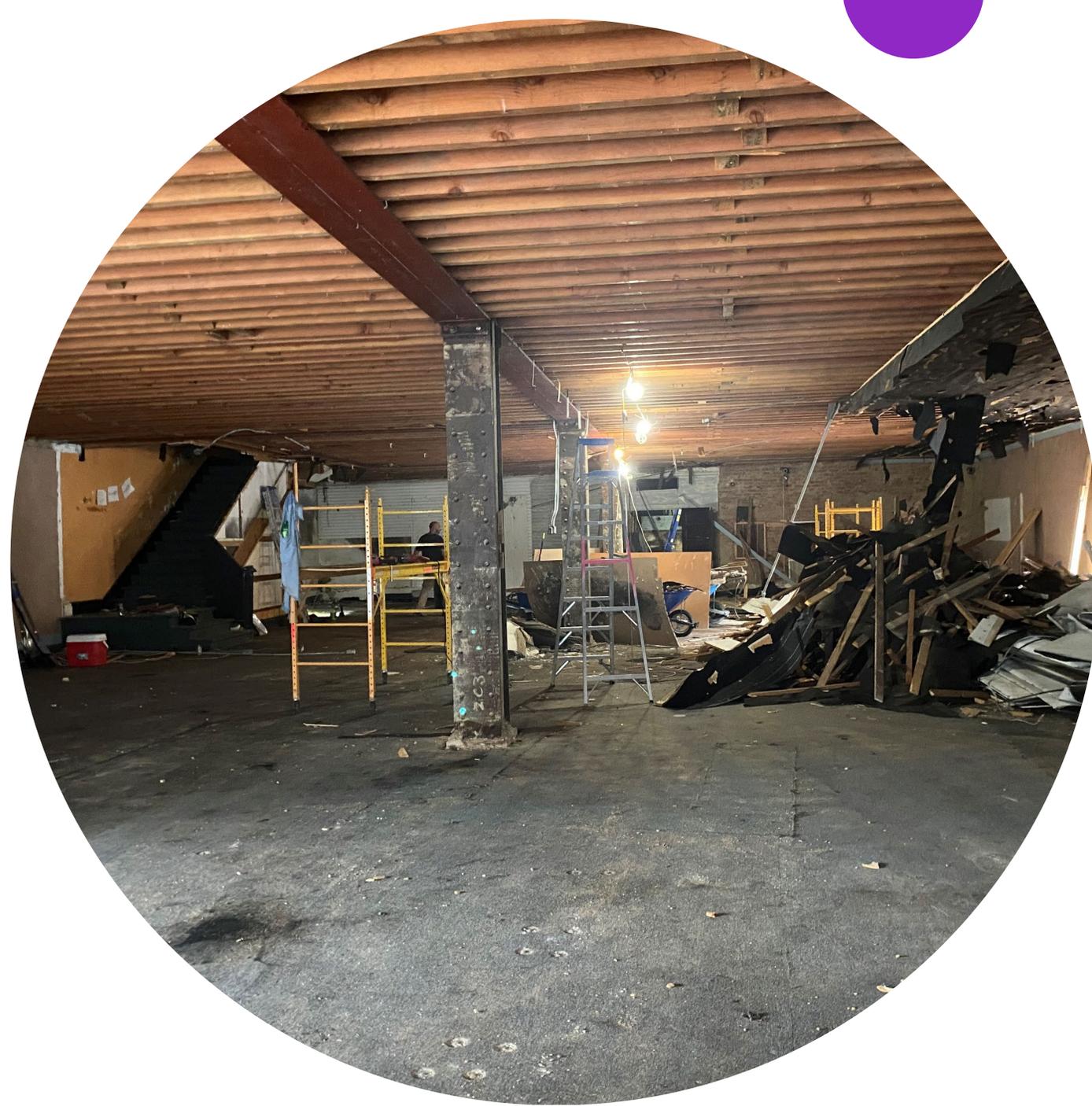




Case Studies

Bluefield, WV

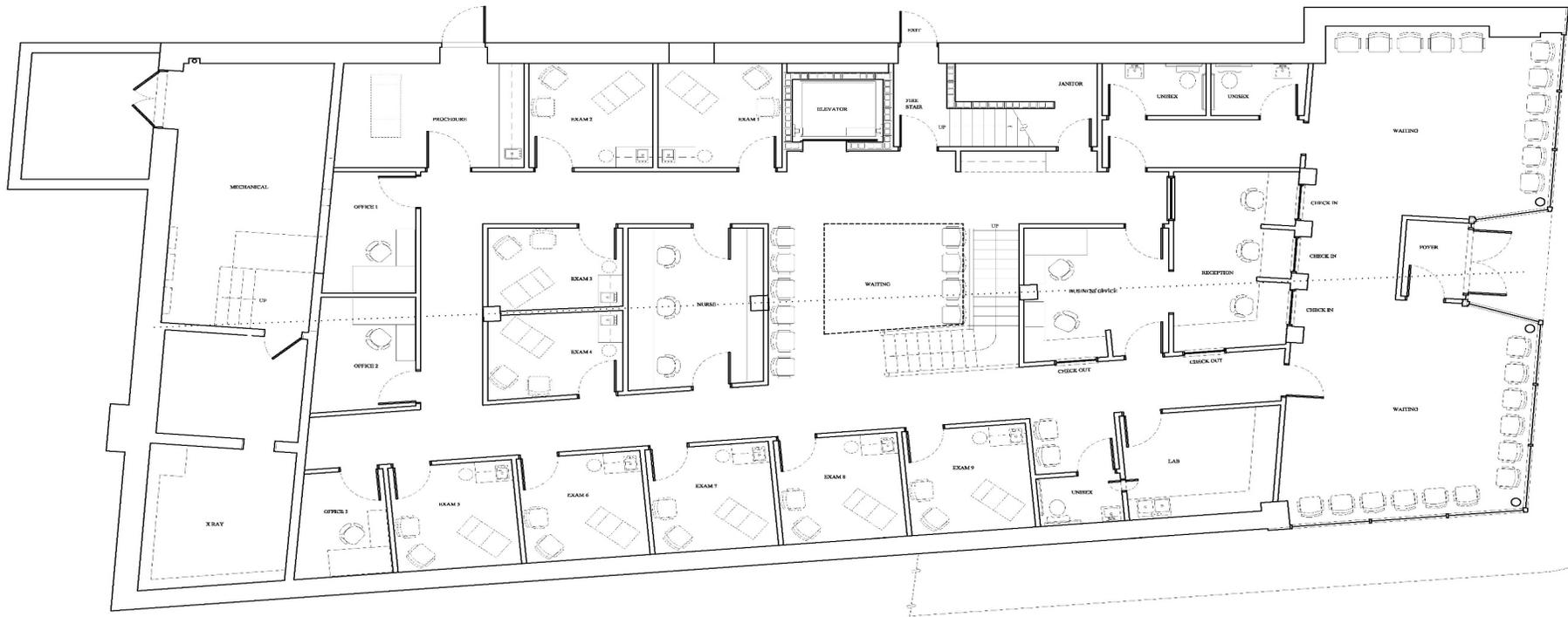
Plainwell, MI



Case Study 1: Bluefield, WV



VANNOSTRAND ARCHITECTS
 212 L. MAIN STREET, STE. 4
 ROCKY HARBOR, MD 21151
 410-473-0555 (MD)
 410-473-0581 (VA)



BLUESTONE HEALTH ASSOCIATION, INC.
HAWLEY BUILDING - REDEVELOPMENT
 701 BLAND STREET
 BLUEFIELD, WEST VIRGINIA 26101

| REV | DATE | DESCRIPTION |
|-----|------|-------------|
| | | |
| | | |

JH: 20090506
 DW: BCS
 DW: BCS
 DW: 9/22/2009
 DW: AS SHOWN

PROJECT

PD.1

X OF X

Bluefield Clinic – The Players

Spotter –
Jim Spencer

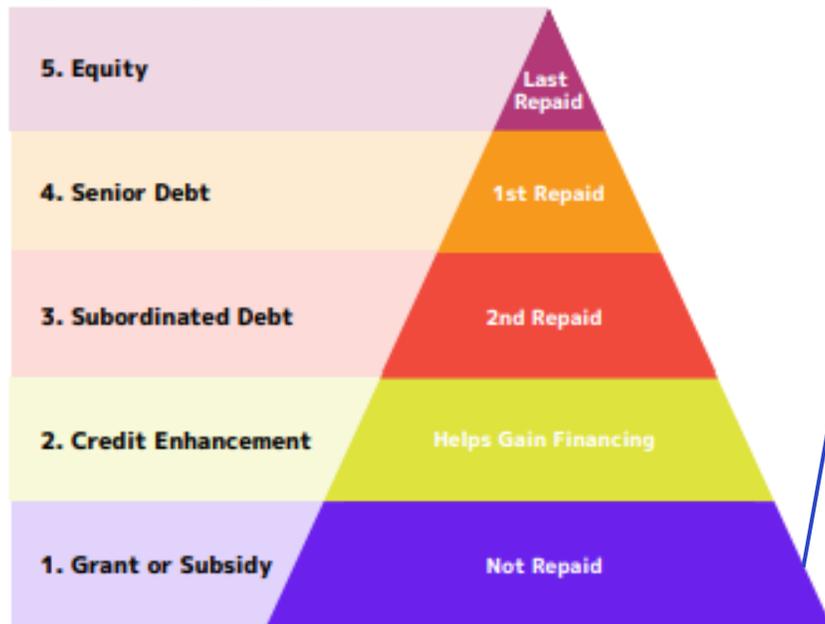
Framer –
Team Effort

Engager –
Jim & Ray

Developer –
Bluestone
Clinic

Primary
Contact –
Architect

Bluefield Clinic – The Funding



Grants, Technical Assistance, and Subsidies

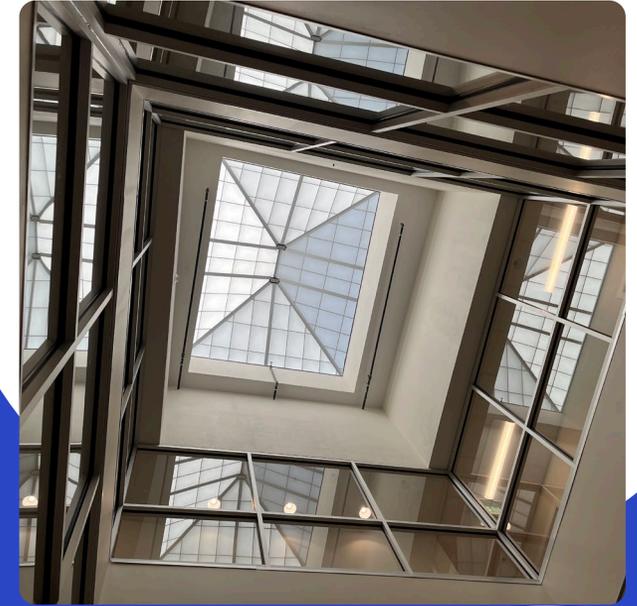
Downtown
Appalachia -
Architectural
Analysis

EPA Assessment
Grant

Downtown
Appalachia -
Architectural
Proposal

Local Foundation
- Environmental
Remediation

Federally
Qualified Health
Clinic Funding



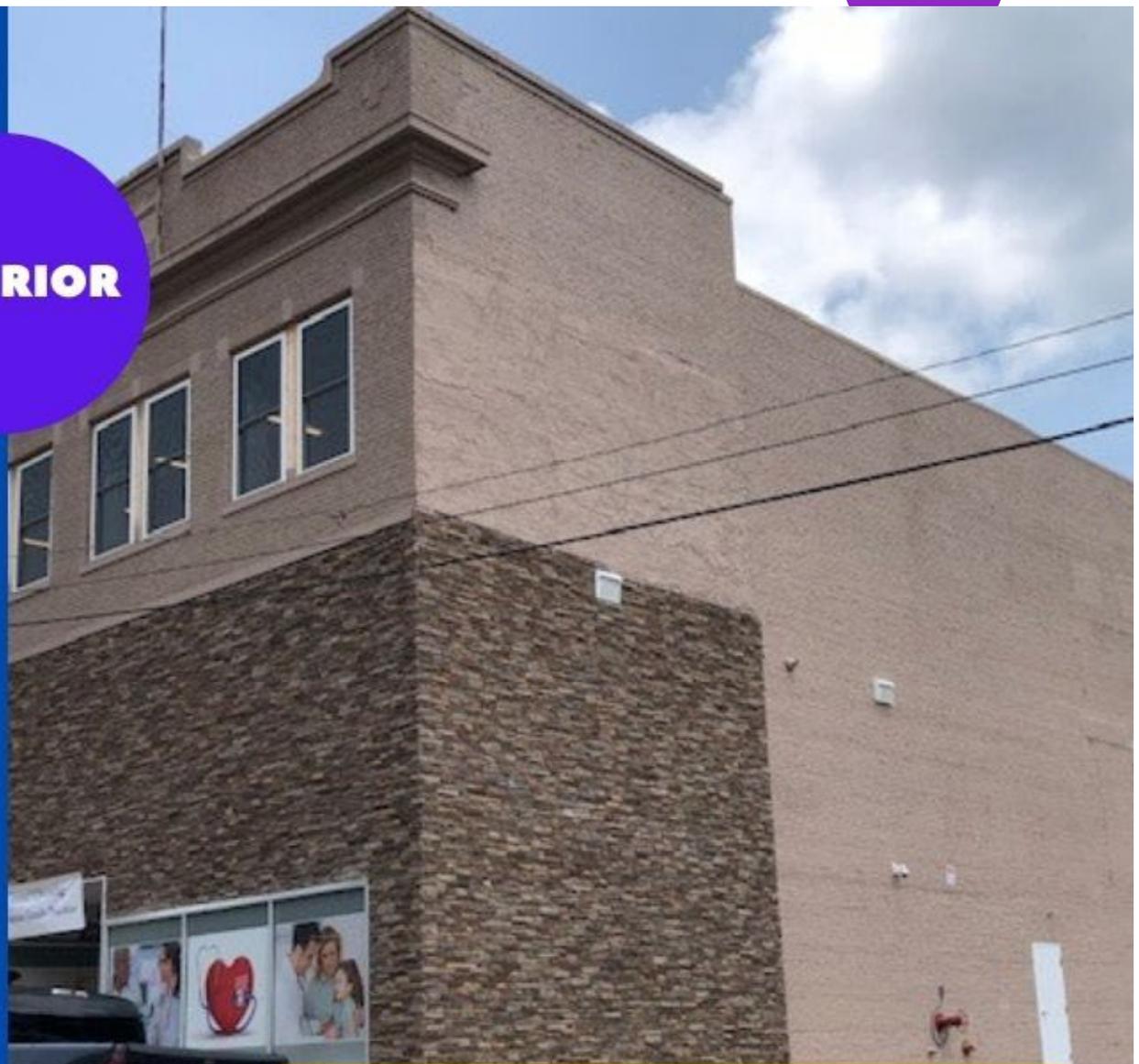
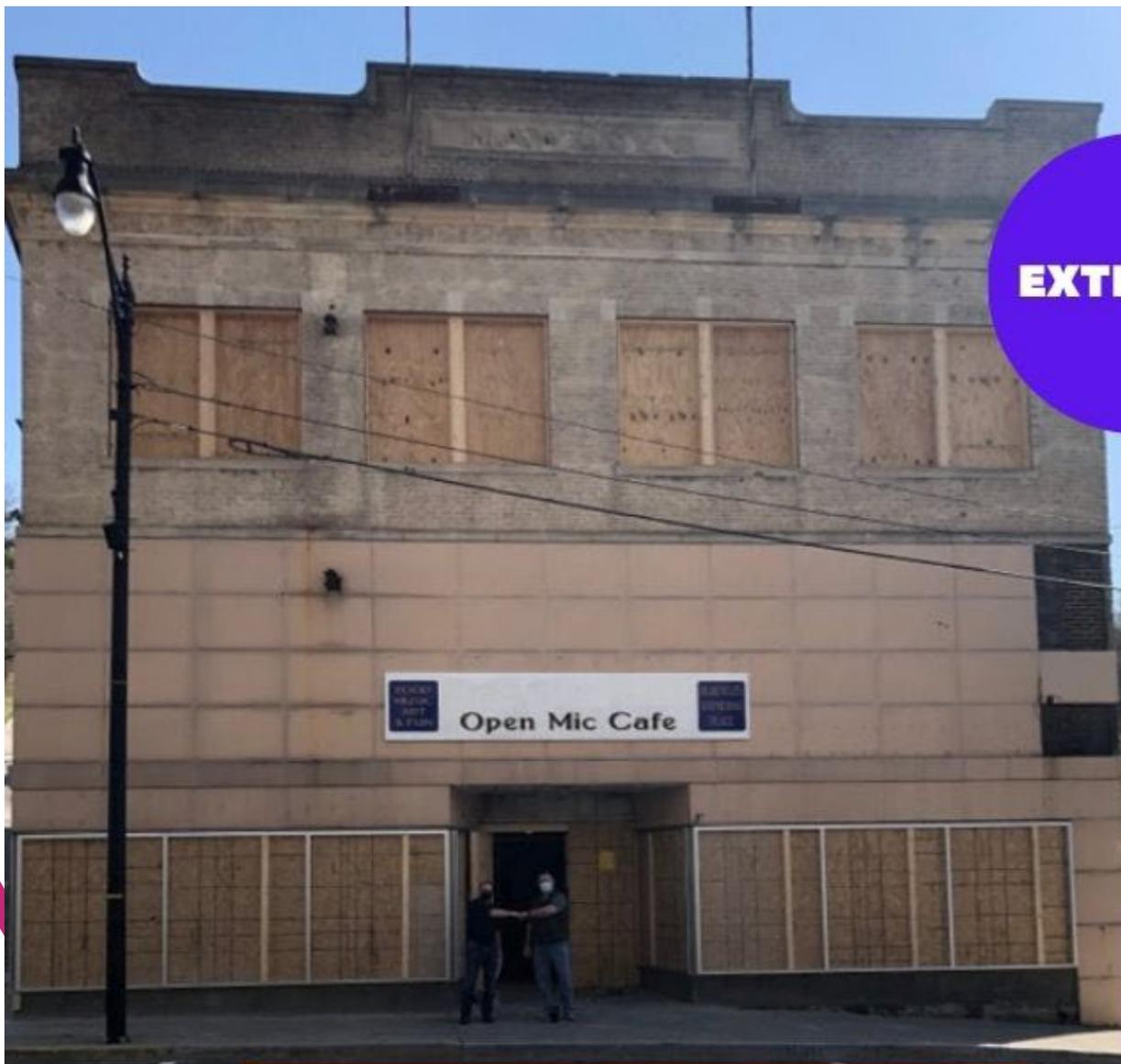
Bluefield, WV



EXTERIOR

BEFORE

AFTER





INTERIOR

BEFORE



AFTER



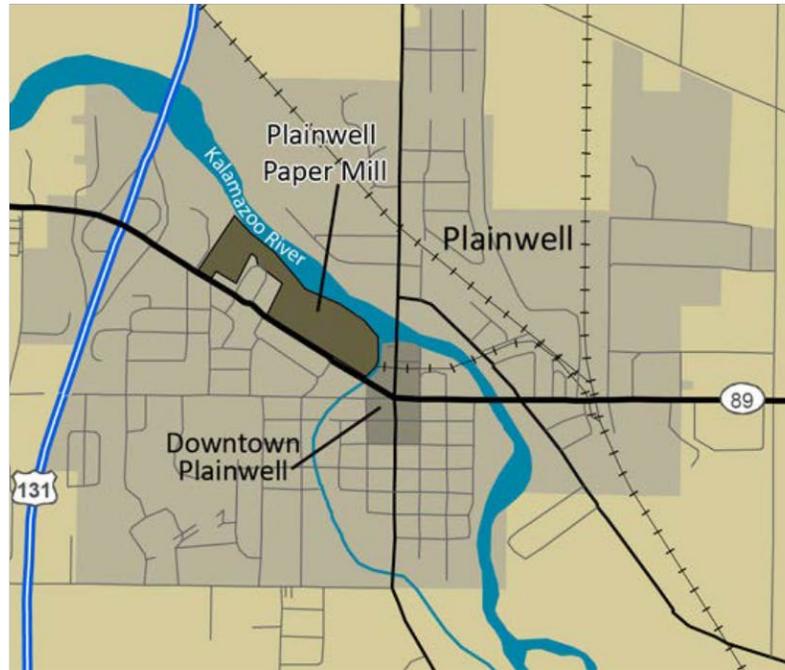
Case Study 2: Plainwell, MI Rural Downtown Revitalization and Superfund Redevelopment

SUCCESS AT THE PLAINWELL PAPER MILL

ALLIED PAPER, INC./PORTAGE CREEK/KALAMAZOO RIVER SUPERFUND SITE

Contaminated Property in Rural Downtown

CARING FOR OUR RURAL ASSETS



- Essentially non-brick structures to be removed
- “Vision for Tomorrow”
- Historic “contributing” structures to stay

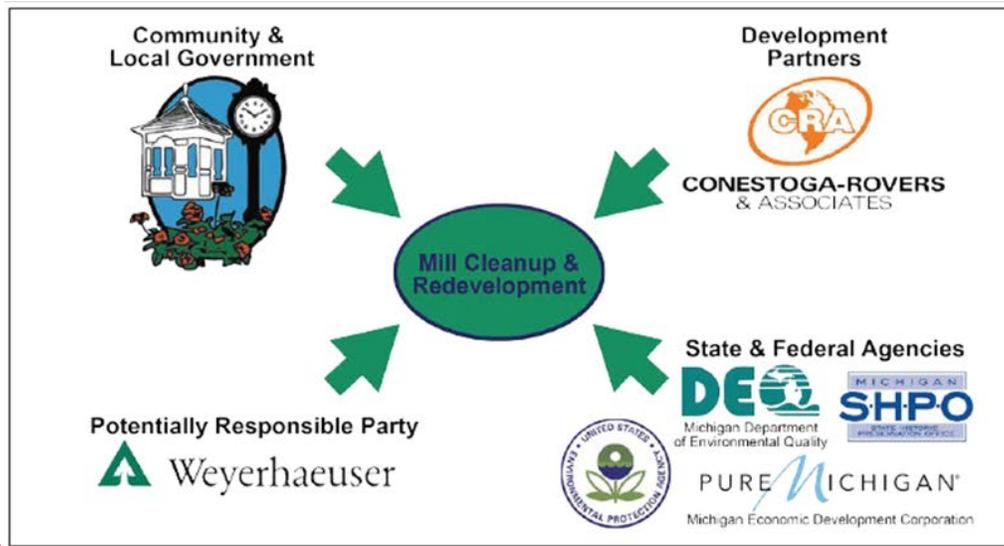


Clear Community Vision for the Future

SKIN IN THE GAME

BETTER TOGETHER

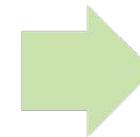
COMMUNITIES LEAD



Superfund Redevelopment Program



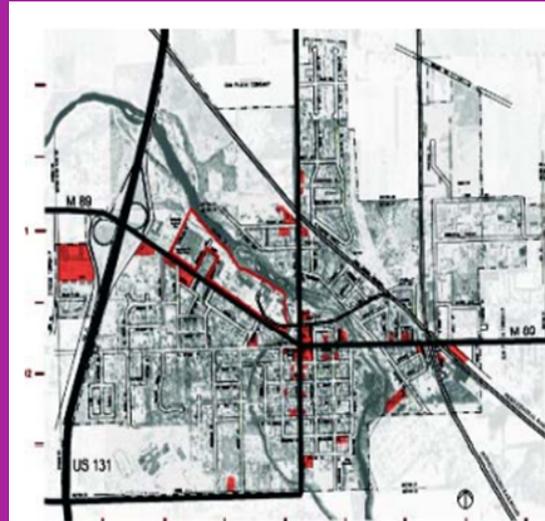
- Mill Committee
- Technical Assistance



Reuse Plan

INVESTING FOR THE LONG HAUL

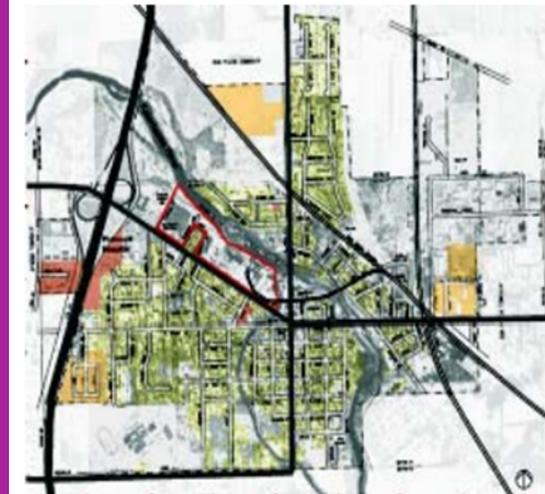
- Ensure the health and safety of community residents
- Promote community gathering
- Provide a mix of commercial, residential, civic and recreational land uses
- Promote commerce and attract visitors to Plainwell
- Access to the Kalamazoo River and protect the environment
- Recognize and celebrate the history of the mill in the community



Commercial Land Uses in Plainwell



Industrial Land Uses and Vacant Land in Plainwell



Residential Land Uses in Plainwell



Parks, Recreation, Civic, and Cultural Land Uses in Plainwell

Reuse Plan Finalized



Phase I and II environmental assessments to confirm pre-existing contamination



BFPP Status

FLEXIBILITY

Developers Forum

Public Workshops

Update Reuse Plan

Request for
Qualifications

Conestoga-Rovers &
Associates (now GHD)



Alternative Allegan
Frontage Plan

Mill Steering Committee
Concept Plan

Secured Development Partner

- New Location – PLAINWELL
- \$2,400,000 private investment into CRA offices and Common Area
- 50 Jobs!
- First time in over a decade that part of the mill is held in private hands.

“CRA’s business takes us all over the country; our construction headquarters does not need to be in Michigan. With a strong partner in the MEDC and the advantages the Community Block Program offered us, it made our \$2 million dollar / 50 job investment in Michigan make sense.”

Wayne G. Bauman,
Vice President/Principal
Conestoga – Rovers & Associates, Inc.



Plainwell Paper Mill – The Players

Spotter – City
Manager

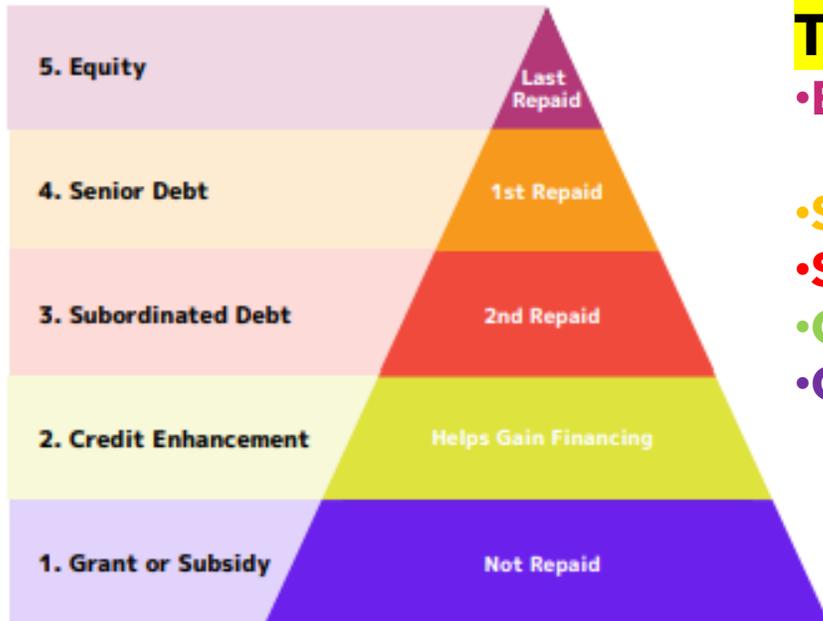
Framer – EPA Region
5, Superfund
Development
Program, Tom
Bloom, City Manager

Engager – City
Manager & E2 Inc.

Developer – City
Manager &
Conestoga-Rovers &
Associates (CRA)

Primary Contact –
City Manager

Plainwell, Blight Elimination



TOTAL: \$4,750,000

• **Equity: \$2,400,000**

• **Private Investment, CRA offices and Common Area: \$2,400,000**

• **Senior Debt: \$0**

• **Subordinated Debt: \$0**

• **Credit Enhancement: \$0**

• **Grant or Subsidy: \$2,350,000**

• **Michigan Strategic Fund, CDBG: \$1,000,000**

• **City Match: \$50,000**

• **DEQ, Brownfield Redevelopment Grant: \$1,000,000**

• **DEQ, Site Reclamation Grant: \$300,000**

• ***note: MEDC allowed DEQ funds as grant match**

BUILDING COMMUNITY WEALTH

Site supports multiple reuses:

- ✓ Commercial
- ✓ Residential
- ✓ Public Service/Civic
- ✓ Recreational

More development opportunities available!

As of October 2022 (EPA economic research data):

- 4 Businesses
- 127 Employees
- \$26 million estimated revenue



For More Information



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Q&A



Use the Playbook
downtownplaybook.org

Questions?

Share your story...

- **Unique Partners:** What other partners have you engaged?
- **Community Engagement:** Tell us about a creative way you've engaged your community.
- **Lessons Learned:** What have you done that can help future projects?