

LIBERTY MILL JUSTICE CENTER
RCDI Application

SUMMARY PAGE

Applicant Name: Bellows Falls Area Development Corporation

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Contact Person: Francis Walsh, 802-463-3964

Fax Number: 802-463-1228

County: Windham County

Congressional
District: First at-large Congressional District

Amount of Request: \$250,000

Number of Recipients: one, Windham County Sheriff's Office

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PROJECT OVERVIEW

OVERALL GOALS TO BE ACCOMPLISHED

The overall goal is for Bellows Falls Area Development Corporation (BFADC) (intermediary) to provide technical assistance to build capacity within the Windham County Sheriff's Office (WCSO) (recipient) to allow them to implement the Liberty Mill Justice Center project which will benefit the rural community of Bellows Falls, a community which is 75% eligible for community facilities grants and is a high poverty census tract, and benefit the justice system offenders. Bellows Falls has also been identified as an FY15 Opportunity Community as has Springfield which is only 10 miles away and will certainly benefit by this project. Currently the capacity necessary to access the services to implement this project does not exist in the WCSO.

The results of this capacity building would allow implementation of the project thus making systemic changes to Vermont's criminal justice and corrections systems. There is general acknowledgement that the current system doesn't work – for the offenders, the families, the communities and the state. An impediment to make the necessary changes is a lack of resources and willingness to risk making a move bold enough to make those systemic changes, and in the lack of capacity within any appropriate entities. This grant will allow the Bellows Falls Area Development Corporation and Windham County Sheriff's Office to build the capacity to address the issues thereby improving the services to the community.

Outcomes as a result of the technical assistance and capacity building will be: to support the needs of the individual offenders and families: to keep people out of the legal system; to better serve those in the legal system by keeping people out of prison at the front end and helping returning prisoners integrate back into the community with better skills and prospects; to increase efficiency and effectiveness by regionalizing certain services thereby realizing a savings to those communities; to save the state of Vermont money in its corrections and human service budgets; to increase the number of jobs in the Bellows Falls, a high poverty census tract that is 75% eligible for community facilities funding; and to increase services currently offered by the Windham County Sheriff's Office.

While there are programs around the country that use many of the approaches described here, there does not seem to be a comprehensive program utilizing most of the best approaches in a single location. We hope to be able to use this as a model for making systemic changes to our criminal justice and corrections systems. It will need to be somewhat flexible so that as best practices change, this model will adapt.

TYPE OF TECHNICAL ASSISTANCE

Using its expertise, BFADC will contract to provide pre-development services to the WCSO. These are all services necessary to implement the ultimate project but that are currently not within the capacity of the WCSO. This type of technical assistance complies with the guidelines in the Federal Register NOFA, "*assist recipients in completing pre-development requirements for housing, community facilities, or community and economic development projects by*

providing resources for professional services, e.g architectural, engineering, or legal.” The technical assistance to be provided:

- Architectural services for design and construction cost estimates to allow for the re-use of an empty building in a high poverty rural area.
- Legal expertise to advice on construction finance package and establish a sustainable organizational structure.
- Financing services to :
 - Develop a financing package for the rehabilitation of the building.
 - Develop on-going operating budgets for the project.

HOW CAPACITY AND ABILITY WILL BE IMPROVED

The WCSO is known for innovation and initiative in the field of criminal justice and corrections. It is well regarded by state and federal authorities for its ability to think outside the box (see attached letters of support - Attachment U). This proposed project is an example of that thinking and approach. The three areas listed as pre-development technical advice, architectural, legal and financing, are not currently within the capacity of WCSO; those capacities will all be new to WCSO. The ability to work with BFADC to build the capacity in these areas will allow WCSO to continue to provide its current services while gaining the capacity to move this new project forward, thus being better able to serve the community and offenders.

As a result of its increased capacity, WCSO will be able to renovate a building in Bellows Falls, Vermont, a high poverty census tract, where the following will be housed: resources for dealing with issues before they reach official legal status; regional dispatch services for law enforcement, fire and rescue; regional training facilities for law enforcement; short-term housing for recent prison releases; facilities for state and federal detainees; alternatives to prison for state pre-sentenced offenders; expanded space for WCSO activities; space for supervised parental visitations; support services for returning prisoners including skills training and case management support; CJIS compliant data center and more. These will be provided by partnering with the appropriate state and federal agencies and with nonprofits.

The project will result in positive outcomes for the local and regional communities, for the state and for individual offenders and their families.

- Bellows Falls, a high poverty census tract community defined as an FY15 Opportunity Community, will benefit by the creation of 40-60 new jobs and by 25-30 existing jobs moving into the community. It will also benefit by allowing local residents access to training provided at the facility, by helping local employers fill their needs, and by seeing costs lowered through regionalized services offered at the facility. The neighboring community of Springfield, VT, defined as an FY15 Opportunity Community, will also benefit from this project.
- Bellows Falls which is 75% eligible for community facilities grants will benefit from the clean-up and productive reuse of a building in a high poverty area that has been an eyesore for many years and is currently the site of many unwanted activities. This addresses the USDA goal to reuse buildings in high poverty areas. There will also be increased community and economic development activity because of more traffic in the downtown area as a result of the newly created jobs and those making use of the Center from other communities.

- Our current legal system does not provide an easy way to resolve issues before they become entrenched in the system itself. This will allow a place to access resources, including law enforcement, at the onset of issues to allow resolution through the various supports provided without it becoming a “reportable” event.
- Offenders will receive skills, supportive services for themselves and their families, and case management when appropriate thus keeping them out of prison or better enabling reintegration into their communities and lessening the likelihood of reoffending.
- The state will see savings in its budgets. The reduction in costs comes by keeping people out of the legal and corrections systems, by reducing the number of people in prison which is the most expensive alternatives, and by providing better supports thus reducing the likelihood of recidivism.

The Jobs Created – A Benefit to a high poverty rural community

The programming necessary to operate the Center will move 25-30 existing jobs to Bellow Falls and will create somewhere 40 - 60 new jobs in Bellows Falls where the unemployment rate is 3.9%, poverty rate is 19.7% and the median income is below 55% of the state median income. These jobs will be primarily filled by local people, will provide training, and will be decent paying jobs with benefits which will help increase the median household income. The project will also have a positive impact on the economic development of Bellows Falls as a result of the increased traffic into the village. The infusion of these jobs into an area that has been identified as an FY 15 Opportunity Community will have a major positive impact on the area.

The Building

This project is dependent on the re-use of the building in Bellows Falls, a high poverty community that is 75% community facility grant eligible, known as the Liberty Mill located at the south end of the Village of Bellows Falls. It provides all the necessary conditions – it has multi-levels that can be used for different levels of security, has good but somewhat limited access, is near the village but not directly in the village, is not in a densely populated residential area, is located between the railroad tracks and the river, is solidly constructed and open making it ideal for this re-use. The building is in need of immediate attention or it will become a blighted building. Without the building none of these programs can exist and there is no other more appropriate building or location in the Bellows Falls area. Re-using this building will have a desired community and economic development impact as well as meeting a USDA goal of re-use of buildings in high poverty areas.

PROGRAM DESCRIPTION –By using the technical assistance provided, the WCSO will have the capacity to move forward with the Liberty Mill Justice Center project allowing it to better serve the community, its residents and offenders. The following information points out the highlights of the program and how it will ultimately better serve the end beneficiaries – the community and offenders.

Administrative uses by sheriff

The sheriff will move his main office with current and expanded services to the Justice Center.

Alternatives to incarceration

We know that too many people end up in the legal system when a more appropriate alternative could have prevented this expensive and often counterproductive approach. Additionally we know that many persons currently incarcerated would be better served by less costly and more effective alternatives to prison.

An incarcerated parent is unable to provide financially for his family thus resulting in an endless cycle of poverty, marginalization and criminality. Children of incarcerated parents are particularly prone to this cycle.

Alternatives are known to be more effective and more efficient. This proposed alternative will combine best practices into one comprehensive approach at a centralized location:

- Using the interdisciplinary resources at the site, issues can be addressed in a positive way before they become legal situations.
- By providing supportive services, education, career training, counselling, family support, etc, it will allow programs to be individually tailored to the detainee or offender
- By keeping offenders out of prison the first time it will reduce recidivism.
- For those who are currently incarcerated it will make the transition back into the community smoother by provide appropriate services during this transition time.
- It will provide a safe place for someone to return to when they feel the stresses are too much and they themselves fear reoffending.

Housing

Secure Housing

Secure facilities will be provided for both federal and state detainees awaiting trial or arraignment. They will be housed on a floor that is both facility and staff secure meeting all state and federal guidelines for safety and security.

Short term Housing - Restricted movement and free movement offenders

Micro apartments and/or individual rooms will be provided for those who have short sentences, those who are at the end of their sentences and those who are at the pre-sentencing phase and considered low risk.

Three family units will be provided allowing those who have been incarcerated for a lengthy time the ability to live here with their families for a limited time in a supported environment in order to allow reestablishing family ties and integration into the community. This support will have a positive impact on the children of incarcerated parents.

Services for residents

By partnering with the appropriate entities the following supportive services will be provided on site to the residents: case management for residents and families; probation and parole; mental health support; substance abuse support; job counseling; work readiness and training programs; education programming; veteran supports; community justice programs; medical service for minor injuries and illnesses; and others as deemed necessary.

Specialized services

- A safe place to address issues before involvement in the legal system begins.
- Secure video system and rooms for arraignments, attorney-client meetings, etc.
- Supervised visitation space for non-custodial parents.
- Public inebriate beds.
- Warming shelter during the winter for those who are homeless in Bellows Falls (BF has a high homeless rate partially as a result of being a high poverty census tract).
- Services for veterans through the Veterans Administration.

BENCHMARKS USED FOR EVALUATION

There are two levels of benchmarks to measure the results of the capacity building. 1) Evaluate how the technical assistance for pre-development builds the capacity of WCSO to access the technical assistance needed to allow the project to move toward completion, and 2) Measure the results of the program that are a result of this increased capacity within the WCSO.

1. Technical assistance for pre-development measures:
 - a. Architectural services benchmarks:
 - i. Secure architect: January 2016;
 - ii. Programmatic Needs Defined: February 2016
 - iii. Schematic Design complete: May 2106;
 - iv. Construction Cost Estimate: June 2016
 - b. Legal Assistance benchmarks:
 - i. Secure consultant: January 2016;
 - ii. Lease arrangement with BFADC (owner of building): February 2016;
 - iii. Organizational Structure complete: May 2016
 - c. Financial/accounting benchmarks:
 - i. Secure consultant: January 2016;
 - ii. Historic Tax Credit application filed: March 2016
 - iii. Construction Finance package complete: May 2016
 - iv. Budget developed: May 2016
2. Measures of successful program implementation as a result of capacity building. A complete evaluation tool will be designed to collect the appropriate data so that both short term and long term outcomes can be measured. Benchmarks will occur at the one, three and five year intervals. The measures will include:
 - a. Decrease in the local unemployment rate.
 - b. Decrease in the official or reported "crime rate" of the area.
 - c. Savings for local communities, state, and federal government.
 - d. Increase in median income for community.
 - e. Increased community and economic development activity as a result of new jobs created and increased traffic using the downtown accommodations.
 - f. Recidivism rates for pre-sentence offenders and transitional offenders compared to state averages.
 - g. Long term relationship maintenance for those who occupy the family units.
 - h. Successful work records, both attaining and retaining jobs, for those in the programs.
 - i. Lower rate of childhood poverty among those who participate in the Center at any level.

ORGANIZATIONAL DOCUMENTS

Certificate of Incorporation for Bellows Falls Area Development Corporation: Attachment A

VERIFICATION OF FUNDS

Letter of Commitment of Funds: Attachment B

RECIPIENT INFORMATION

Windham County Sheriff's Office

PO Box 266

Newfane, VT 05345

Physical Address of Project: 203 Paper Mill Road, Bellows Falls, VT 05101

Windham County

Congressional District: First at-large Congressional District

Contact: Jeanette White, 802-365-4942

Form RD 400-4: Attachment C

EVIDENCE THAT RECIPIENT IS ELIGIBLE

Vermont State Authorizing Statute: Attachment D

EVALUATION CRITERIA

BUILDING CAPACITY (40)

1. Nature of financial and technical assistance to be provided and activities that will be conducted to deliver the assistance (10). The financial and technical assistance will be to “assist the recipient in completing pre-development requirements for housing, community facilities, or community and economic development projects by providing resources for professional services, e.g., architectural, engineering or legal” as defined in the Federal Register NOFA under eligible grant purposes. The project will take place in Bellows Falls which is a high poverty census tract, 75% eligible for CF grants, has a median income below 55% of state median income and has been identified as an FY 15 Opportunity Community. This assistance falls into three categories. Currently the WCSO does not have the capacity to perform or access any of these professional, technical and financial services. Working with BFADC through this grant will allow WCSO to access the needed services and assistance, thus enabling it to proceed with the redesign and use of this building to further the project to better serve the community and offenders – the ultimate beneficiaries.
 - a) Architectural services. The building being considered for rehabilitation is an ideal candidate for this project. It is located in the Village of Bellows Falls which is a high poverty census tract and is 75% grant eligible for community facility grants. Currently it is vacant and will become a blighted building if not addressed soon. The original purpose of the building was a paper mill and it is a large, wide open, structurally sound building. The openness of the building lends itself to the variety of needs that will be accommodated. The uses and general layout for the building have been identified by the WCSO; now it needs professional architectural services to complete the design and construction cost estimates. The activities to be provided will be Programmatic needs, Schematic Design, Permitting, Construction Estimates. The rehabilitation of this building addresses the USDA goal of re-use of buildings in high poverty areas.
 - b) Legal Expertise. There are several legal issues to be addressed that are beyond the capacity of WCSO.
 - i. The ownership and lease arrangements between BFADC and WCSO.
 - ii. The long term organizational structure and operation of the facility that will be sustainable.
 - c) Financial/accounting. There are two aspects to the financial/accounting expertise to be accessed. First is assistance in preparing a construction financing package. There are a number of possibilities for financing including the use of New Market Tax Credits. WCSO does not have the capacity to access these services to put together such a highly complex financing package. The second type of financial technical assistance required is to establish a sustainable operating budget. While the WCSO currently does its budget, this level of income and expense is beyond the capacity of WCSO.

2. How assistance will develop or increase recipient's capacity. (7). In order to implement this project which is located in Bellows Falls, a high poverty census tract that is 75% eligible for community facilities grants and has been identified as an FY 15 Opportunity Community, WCSO needs to develop capacities to access technical resources that it currently does not possess. The three areas of technical assistance to be provided will allow WCSO to access the technical services, architectural, legal and financial, needed to implement the program that will benefit the community and offenders – the ultimate beneficiaries. The rehabilitation of this building will not happen without this technical assistance for the architectural, legal and financial services necessary. WCSO simply does not currently have the capacity to provide or access these services. Without this pre-development assistance it will be almost impossible to go forward with this project.

In the project are both new and expanded functions for WCSO. While WCSO has undertaken some minor remodeling work at its current location, has prepared annual budgets, and periodically gets legal advice, it has never undertaken a project of this magnitude. All of the aspects of putting together the pre-development work are new to WCSO. With the expertise provided by BFADC it will be able to access the assistance necessary to allow it to move forward with the Liberty Mill Justice Center project. The WCSO is eager to move forward in its move toward better serving the community and offenders.

3. Which RCDI purpose area will be addressed by the project (3): Building the capacity in WCSO to complete the pre-development work for the Liberty Mill Justice Project will address all three of the RCDI purpose areas. By addressing all three areas in this high poverty rural area, it addresses the goals in the USDA Mission Statement *“Strategic investments can create ladders of opportunity that ensure all people who live in rural places have the tools they need to climb into the middle class. Rural Development supports this result by focusing its investment in low-income rural communities and taking a community economic development approach to its investments, from housing and community facilities to infrastructure and rural business and cooperative development.” (USDA Rural Development 2015 Goals).*

- a) Community facilities. This is the main focus of the pre-development assistance to be provided by BFADC to WCSO. It will allow the work to begin toward the re-use of the building. The building is located in the Village of Bellows Falls which is a high poverty census tract and is 75% eligible for community facilities grant. It is currently vacant and will soon become a hazard. The ultimate rehabilitation and re-use of the building in this location will have a positive effect on both the immediate neighborhood and the greater Bellows Falls Village by replacing a vacant building with an attractive, well-maintained multi-use building. The multi-use purpose will benefit the community by making it available to the community residents for specific services. The project addresses the USDA Rural Development goal of investing in the re-use of buildings in high poverty areas.
- b) Community or economic development. This is a major component of the ultimate program. Although there will probably not be much specific community or economic development evident during the pre-development phase, the impact of

the program implemented as a result of the capacity building will be major. There will be between 40-60 new jobs created, about 30 existing jobs that will be moved to Bellows Falls, and additional jobs that might be created by the partner agencies providing additional services. These will be good jobs with benefits – guards, nurse practitioner, food service, dispatch, administrative, case managers. There will also be an impact on the downtown economic vitality with the addition of these jobs and people others coming to the facility, e.g. law enforcement trainees who will come from around the state to take courses, visitors and families, court personnel. This type of economic development is crucial to Bellows Falls which has been defined as an FY 15 Opportunity Community. It will also have a positive impact on Springfield, VT, another FY 15 Opportunity Community located only 10 miles from Bellows Falls.

- c) Housing will be addressed in the ultimate project but not in the traditional sense that we think of as affordable housing. This is short term housing for some of the hardest to house, those who often end up in and stay in very expensive prisons because there are not alternatives. This would provide a short term alternative for up to 40 people transitioning out of prison, and 35 people who are pre-sentenced offenders who may never need to go to jail in the first place if they have housing. Many will be allowed to continue working if they are employed which will have a positive impact on the families. When a parent is incarcerated they are unable to provide for the family. This leads to a cycle of poverty, marginalization and criminality. Children of incarcerated parents are almost certain to be living in poverty, thus continuing the cycle.

- 4. How results of technical assistance will be measured. (5) There are two levels of benchmarks to measure the results of the capacity building. 1) Evaluate how the technical assistance for pre-development builds the capacity of WCSO to access the technical assistance needed to allow the project to move toward completion, 2) Measure the results of the program that are a result of this increased capacity within the WCSO.

- a) Technical assistance for pre-development measures:

- a. Architectural services benchmarks:

- i. Secure architect: January 2016;
- ii. Programmatic Needs Defined: February 2016
- iii. Schematic Design complete: May 2106;
- iv. Construction Cost Estimate: June 2016

- b. Legal Assistance benchmarks:

- i. Secure consultant: January 2016;
- ii. Lease arrangement with BFADC (owner of building): February 2016;
- iii. Organizational Structure complete: May 2016

- c. Financial/accounting benchmarks:

- i. Secure consultant: January 2016;
- ii. Historic Tax Credit application filed: March 2016
- iii. Construction Finance package complete: May 2016
- iv. Budget developed: May 2016

- b) Measures of successful program implementation as a result of capacity building. A complete evaluation tool will be designed to collect the appropriate data so that both

short term and long term outcomes can be measured. Benchmarks will occur at the one, three and five year intervals. The measures will include:

- a. Decrease in the local unemployment rate.
- b. Decrease in the official or reported “crime rate” of the area.
- c. Savings for local communities, state, and federal government.
- d. Increase in median income for community.
- e. Increased community and economic development activity as a result of new jobs created and increased traffic using the downtown accommodations.
- f. Recidivism rates for pre-sentence offenders and transitional offenders compared to state averages.
- g. The recidivism rate and successful completion of programs for electronic monitoring participants.
- h. Long term relationship maintenance for those who occupy the family units.
- i. Successful work records, both attaining and retaining jobs, for those in the programs.
- j. Lower rate of childhood poverty among those who participate in the Center at any level.

5. Demonstrate success in providing technical and financial assistance in areas of housing, community facilities, or community and economic development in rural areas (10):

Bellows Falls Area Development Corporation (BFADC) is a Local Development Corporation incorporated in 1965 for the purpose of creating opportunities for, and maintaining an environment of viable and sustainable economic health throughout the community. BFADC will support and promote policies that foster linked and collaborative initiatives that leverage resources to ensure appropriate development that meets the needs of the overall community and region. In addition, the BFADC has worked closely with community and housing organizations for the purpose of assisting in the creation of a comprehensive plan for creating a viable, sustainable, and economically stable environment for the region.

The BFADC is committed to the redevelopment of former industrial sites in the downtown district of Bellows Falls and throughout the Rockingham region. The this end, The BFADC works to create clean, developable sites for business and housing.

Established in 1965 as a Certified Local Development Corporation, the BFADC has been instrumental in the development of the industrial parks located off Exit 6 of Interstate 91 in Rockingham. In addition, the BFADC has worked closely with the Town of Rockingham and Village of Bellows Falls in the development and funding of several downtown projects. An original Community Development Block Gran used for the development of industrial buildings is now being utilized as a well-funded revolving loan fund administered by the Town or Rockingham Development Office. The development of the industrial and adjacent to Exit 6 has allowed companies such as Whitney Blake, VerMed, Sonnax, and Chroma Technology to flourish in Rockingham. Several other companies haves started on and developed by the BFADC and have relocated to other sites in Rockingham. In 2013, the BFADC, who held the deed on the former Ben and

Jerry's building, sold the property to Sonnax Industries. In 2014, the BFADC sold a 5.8 acre parcel adjacent to VerMed to the medical device company for future expansion purposes. Over the past three years, the BFADC has contracted for engineering studies on multiple parcels at Exit 6 as potential new sites for manufacturers. Preliminary plans have been developed for these sites. In conjunction with this planning and working with the town, bonding is in place for an \$8million upgrade of the water mains in this vicinity for future development and to better serve the industrial sites at Exit 6 and beyond. The BFADC Board is comprised of business leaders from the Rockingham area, including two financial institutions, three manufacturers, the superintendent of schools, a major fuel dealer, insurance, and a lawyer. The organization is qualified and experienced to plan and manage projects involving multiple funding sources including grant writing, financial packaging through local banks as well as Vermont Economic Development Authority.

6. Name and contact info and type and amount of financial and technical assistance provided in last 3 years (5):

Over the past three years, the BFADC has provided the following technical and financial assistance:

- Inventoried commercial/manufacturing properties in Windham County. Francis Walsh, executive Director worked with the Windham County Redevelopment Group over a one year period to identify and evaluate underutilized commercial/manufacturing properties. A data base of these properties was developed.
- Working with Hammond Engineering, the BFADC developed four alternative sites for an existing manufacturer in Rockingham, Vermont as sites for potential expansion.
- Worked with Chroma Technology to provide site design and building pro forma for a 65,000 s.f. new manufacturing facility in Bellows Falls. Cost: \$45,000.
- Performed initial analysis of 48,000 s.f. vacant mill building in Bellows Falls. Obtained Option to Purchase building, placed building in Brownfields Program, performed Phase I and Phase II environmental analysis. Hired environmental remediation firm to remove hazardous waste from building. Cost this phase: \$250,000.
- Providing on-going assistance to community based groups for co-location of their facilities. Warming shelter, short-term housing, drop-in-center.
- Working with small start-up businesses providing technical assistance in the area of business plans, financial packaging, permitting.
- Provide technical assistance to individuals and groups looking to relocate into existing building in the Town.
- Assisted with applications for historic tax credits over last three years. Total: \$150,000/year.

SOUNDNESS OF APPROACH

The proposal fits the objectives for which applications were invited is clearly stated and the applicant has defined how this proposal will be implemented (7). The NOFA in the Federal Register states the grant will be made to “*qualified intermediary organizations that will provide financial and technical assistance to recipients to develop their capacity and ability to undertake projects related to housing, community facilities, or community and economic development that will support the community*”. It also states that “*of particular note this year, the Agency is encouraging applications for projects based in or servicing high poverty areas*”.

The application for this proposed project fits with both the general objectives and the particular objective this year of serving high poverty areas.

Pages 3 & 4 identify the technical assistance to be provided to comply with the guidelines in the Federal Register “*to assist recipients in completing pre-development requirements for housing, community facilities, or community and economic developments project by providing resources for professional services, e.g architectural, engineering, or legal.*”.

“Using its expertise, BFADC will contract to provide those pre-development services to the WCSO. These are all services necessary to implement the ultimate project but that are currently not within the capacity of the WCSO. The technical assistance to be provided:

- Architectural services for design and construction cost estimates to allow for the re-use of an empty building in a high poverty rural area.
- Legal expertise to advice on finance package and establish a sustainable organizational structure.
- Financing services to :
 - Develop a financing package for the construction of the building.
 - Develop on-going operating budgets for the project.”

Pages 10 & 11 clearly state how the technical assistance will meet the three purpose areas identifies by USDA to be addressed by the project:

1. “There are two levels of areas to be addressed. The first is what will be addressed by the technical assistance and capacity building provided by this grant. The second level is the ultimate impact of the project that will move forward with the capacity built in the *WCSO as a result of the technical assistance provided by BFADC. All three of these goals address the USDA Mission Statement “Strategic investments can create ladders of opportunity that ensure all people who live in rural places have the tools they need to climb into the middle class. Rural Development supports this result by focusing its investment in low-income rural communities and taking a community economic development approach to its investments, from housing and community facilities to infrastructure and rural business and cooperative development.” (USDA Rural Development 2015 Goals).*
 - a) Community facilities. This is the main focus of the pre-development assistance to be provided by BFADC to WCSO. It will allow the work to begin toward the re-use of the building itself. This building is located in the Village of Bellows Falls which is a high poverty census tract and is 75% eligible for community facilities grant. It is currently vacant and will soon become a hazard. The ultimate rehabilitation and re-use of this derelict building in this location will have a

positive effect on the immediate neighborhood by allowing use by the community as well as for offenders and the justice system. The project addresses the USDA Rural Development goal of investing in the re-use of buildings in high poverty areas.

- b) Community or economic development. This is a major component of the program. Although there will not be specific community or economic development during the pre-development phase, the impact of the program implemented as a result of the capacity building will be major. There will be between 40-60 new jobs created, There will also be about 35 existing jobs that will be moved to Bellows Falls and jobs that might be created by the partner agencies providing additional services. These will be good jobs with benefits – guards, nurse practitioner, food service, dispatch, administrative, case managers. There will also be an impact on the downtown economic vitality with the addition of these jobs and others coming to the facility, e.g. law enforcement trainees who will come from around the state to take courses, visitors and families, court personnel. This type of economic development is crucial to Bellows Falls which has been defined as an FY 15 Opportunity Community. It will also have a positive impact on Springfield, VT, another FY 15 Opportunity Community located only 10 miles from Bellows Falls and the project.
- c) Housing will be addressed in the ultimate project but not in the traditional sense that we think of as affordable housing. This is short term housing for some of the hardest to house, those who often end up in very expensive prisons because there are not alternatives. This would provide a short term alternative for up to 40 people transitioning out of prison, and 35 people who are pre-sentenced offenders who may never need to go to jail in the first place if they have housing. Many will be allowed to continue working if they are employed which will have a positive impact on the families. When a parent is incarcerated they are unable to provide for the family. This leads to a cycle of poverty, marginalization and criminality. Children of incarcerated parents are almost certain to be living in poverty, thus continuing the cycle.”

Page 7 addresses the timeline for how the technical assistance will be implemented:

“Architectural services benchmarks:

- v. Secure architect: January 2016;
- vi. Programmatic Needs Defined: February 2016
- vii. Schematic Design complete: May 2106;
- viii. Construction Cost Estimate: June 2016

Legal Assistance benchmarks:

- ix. Secure consultant: January 2016;
- x. Lease arrangement with BFADC (owner of building): February 2016;
- xi. Organizational Structure complete: May 2016

Financial/accounting benchmarks:

- xii. Secure consultant: January 2016;
- xiii. Historic Tax Credit application filed: March 2016
- xiv. Construction Finance package complete: May 2016
- xv. Budget developed: May 2016”

Pages 3,4 & 5 address this year's emphasis of "projects based in or servicing high poverty areas". (p.3) The overall goal is for Bellows Falls Area Development Corporation (intermediary) to provide technical assistance to build capacity within the Windham County Sheriff's Office (recipient) to allow them to implement the Liberty Mill Justice Center project which will benefit the rural community of Bellows Falls, a community which is 75% eligible for community facilities grants and is a high poverty census tract. Bellows Falls has also been identified as an FY15 Opportunity Community as has Springfield which is only 10 miles away and will certainly benefit by this project. Currently the capacity necessary to access the services to implement this project does not exist in the WCSO. "

(p.4) "Bellows Falls, a high poverty census tract community defined as an FY15 Opportunity Community, will benefit by the creation of 40-60 new jobs and by 25-30 existing jobs moving into the community. It will also benefit by allowing local residents access to training provided at the facility, by helping local employers fill their needs, and by seeing costs lowered through regionalized services offered at the facility. The neighboring community of Springfield, VT, defined as an FY15 Opportunity Community, will also benefit from this project.

Bellows Falls which is 75% eligible for community facilities grants will benefit from the clean-up and productive reuse of a building in a high poverty area that has been an eyesore for many years and is currently the site of many unwanted activities. This addresses the USDA goal to reuse buildings in high poverty areas. There will also be increased community and economic development activity because of more traffic in the downtown area as a result of the newly created jobs and those making use of the Center from other communities."

(p.5)

"The Jobs Created – A Benefit to a high poverty rural community"

The programming necessary to operate the Center will move 25-30 existing jobs to Bellows Falls and will create somewhere 40 - 60 new jobs in Bellows Falls where the unemployment rate is 3.9%, poverty rate is 19.7% and the median income is below 55% of the state median income. These jobs will be primarily filled by local people, will provide training and will be decent paying jobs with benefits which will help increase the median household income. The project will also have a positive impact on the economic development of Bellows Falls as a result of the increased traffic into the village. The infusion of these jobs into an area that has been identified as an FY 15 Opportunity Community will have a major positive impact on the area.

The Building

This project is dependent on the re-use of the building in Bellows Falls, a high poverty community that is 75% community facility grant eligible, known as the Liberty Mill located at the south end of the Village of Bellows Falls. It provides all the necessary conditions – it has multi-levels that can be used for different levels of security, has good but somewhat limited access, is near the village but not directly in the village, is not in a densely populated residential area, is located between the railroad tracks and the river, is solidly constructed and open making

it ideal for this re-use. The building is in need of immediate attention or it will become a blighted building. Without the building none of these programs can exist and there is no other more appropriate building or location in the Bellows Falls area. Re-using this building will have a desired community and economic development impact as well as meeting a USDA goal of re-use of buildings in high poverty areas.”

Ability to provide proposed financial and technical assistance based on prior accomplishments.

(6) Bellows Falls Area Development Corporation (BFADC) is a Local Development Corporation incorporated in 1965 for the purpose of creating opportunities for, and maintaining an environment of viable and sustainable economic health throughout the community. BFADC will support and promote policies that foster linked and collaborative initiatives that leverage resources to ensure appropriate development that meets the needs of the overall community and region. In addition, the BFADC has worked closely with community and housing organizations for the purpose of assisting in the creation of a comprehensive plan for creating a viable, sustainable, and economically stable environment for the region.

The BFADC is committed to the redevelopment of former industrial sites in the downtown district of Bellows Falls and throughout the Rockingham region. The this end, The BFADC works to create clean, developable sites for business and housing.

Established in 1965 as a Certified Local Development Corporation, the BFADC has been instrumental in the development of the industrial parks located off Exit 6 of Interstate 91 in Rockingham. In addition, the BFADC has worked closely with the Town of Rockingham and Village of Bellows Falls in the development and funding of several downtown projects. An original Community Development Block Grant used for the development of industrial buildings is now being utilized as a well-funded revolving loan fund administered by the Town or Rockingham Development Office. The development of the industrial and adjacent to Exit 6 has allowed companies such as Whitney Blake, VerMed, Sonnax, and Chroma Technology to flourish in Rockingham. Several other companies have started on and developed by the BFADC and have relocated to other sites in Rockingham. In 2013, the BFADC, who held the deed on the former Ben and Jerry’s building, sold the property to Sonnax Industries. In 2014, the BFADC sold a 5.8 acre parcel adjacent to VerMed to the medical device company for future expansion purposes. Over the past three years, the BFADC has contracted for engineering studies on multiple parcels at Exit 6 as potential new sites for manufacturers. Preliminary plans have been developed for these sites. In conjunction with this planning and working with the town, bonding is in place for an \$8million upgrade of the water mains in this vicinity for future development and to better serve the industrial sites at Exit 6 and beyond. The BFADC Board is comprised of business leaders from the Rockingham area, including two financial institutions, three manufacturers, the superintendent of schools, a major fuel dealer, insurance, and a lawyer. The organization is qualified and experienced to plan and manage projects involving multiple funding sources including grant writing, financial packaging through local banks as well as Vermont Economic Development Authority.

Cost effectiveness, funds utilized to maximize capacity building at recipient level: (2)

The proposed budget of \$500,000 anticipates using 98% of the total to go directly to building the capacity of the WCSO, the recipient. Up to 2% will be used to offset administrative costs of BFADC as the intermediary.

POPULATION AND INCOME (15)

Bellows Falls Population statistics: Attachment E

Bellows Falls median income: Attachment F

Vermont State median income: Attachment G

Bellows Falls persons under poverty level: Attachment H

FY 15 Opportunity Communities: Attachment I

STATE DIRECTOR'S POINTS – PROJECT MERIT (10)

SUPPORT OF AGENCY'S STRATEGIC GOALS (20)

TIMELINE

The timeline shown is for the major steps in the overall project. Those that will be funded by this grant are marked with an *

*Secure architect: January 2016

*Schematic design completed: May 2016

*Construction Cost Estimate: June 2016

Begin Construction: July 2016

Construction Complete: June 2017

Occupancy: July 2017

*Secure Legal Consultant: January 2016

*Lease arrangements with BFADC: February 2016

*Organizational structure complete: May 2016

*Secure Financial/Accounting Consultant: January 2016

*Historic Tax Credit Application Filed: March 2016

*Construction Finance Package complete: May 2016

*Operating Budget Complete: May 2016

Begin hiring and training for new jobs: May 2017

Sheriff and partners occupy building: July 2017

Detainees transferred to resident: August 2017

Begin transition with Department of Corrections: August 2017

First of training programs begins: September 2017

PROJECT BUDGET

All budget items are anticipated to be used between January 2016 and June 2016. At that point all pre-development technical assistance funded by this grant will be completed.

<u>Activity</u>	<u>Total Budget</u>	<u>RCDI</u>	<u>State funds</u>
Architectural services			
Building Design	\$200,000	\$100,000	\$100,000
Energy Modeling	\$5,000	\$2,500	\$2,500
Total	\$205,000	\$102,500	\$102,500
Legal Services	\$50,000	\$25,000	\$25,000
Historic Tax Credit Application	\$9,000	\$4,500	\$4,500
Total	\$59,000	\$29,500	\$29,500
Financial Services			
Construction Package	\$190,000	\$95,000	\$95,000
Operating Budget	\$10,000	\$5,000	\$5,000
Total	\$200,000	\$100,000	\$100,000
BFADC Admincosts	\$10,000	\$5,000	\$5,000
Total	\$10,000	\$5,000	\$5,000
Contingency	\$26,000	\$13,000	\$13,000
Total	\$26,000	\$13,000	\$13,000
TOTAL BUDGET	\$500,000	\$250,000	\$250,000

Supporting Documentation: Attachment J

INDIRECT COST

There are no indirect costs other than the up to 2% (\$10,000) that will be used to offset BFADC administrative costs as the intermediary.

REQUIRED FORMS

Form SF-424: Attachment K

Form SF-424B: Attachment L

Form AD-1047: Attachment M

Form AD-1048: Attachment N

Form AD-1049: Attachment O

Certification of Non-lobbying Activities: Attachment P

Standard Form LLL, Lobbying Activities: Attachment Q

Form RD 400-4 for applicant: Attachment R

Statement of relationship with RD employees: Attachment S

Form AD-3030: Attachment T

DUNS and SAMS

04-864-4348 DUNS

SAMS account has been activated as of 8/12/15, 10:29 a.m.

LETTERS OF SUPPORT

Attachment U