



**“From Mutt’s Place  
To  
University Place”**

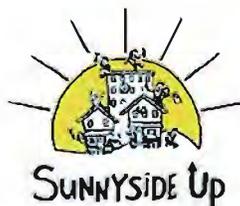
*February 2014*



**ANNUAL REPORT**

**CAMPUS NEIGHBORHOODS REVITALIZATION CORPORATION**

**2013-2014**



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# Campus Neighborhoods Revitalization Corporation Board of Directors



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Dave Kelly, Kelly Rental, Vice President

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Jennifer Selin, Mayor (Ex Officio)

Bill Kawecki, City Council

Frank Vitale, Clear Mountain Bank

David Satterfield, Dir. Asset Development, WVU

Frank Scafella, Executive Director

## Prologue:

### Campus Neighborhoods Revitalization Corp. Annual Report, 2014

1

Frank Scafella was hired by CNRC as Executive Director (part time) on April 8, 2013. His primary assignment was to execute the Sunnyside TIF Project, Phase II. Beyond that he was charged with overall supervision and direction of the affairs of the CNRC and "other duties" that may arise in day to day operations.



The Phase II TIF Project, as intended, has consumed the lion's share of Frank's time over the past year. The learning curve was steep, but the tools for scaling it were in place: the office filing system Frank found to be comprehensive and its



contents readily accessible; the web site was also comprehensive in its coverage of CNRC initiatives and development projects from the



painting of dumpsters to façade grants to grubbing brush in alleyways to organizational meetings and buildings dedications to formulating and executing Phase I of the TIF Project; the office of the director was well appointed and the shelves well stocked with administrative supplies; the boardroom is spacious, inviting, and very functional for Board meetings



and presentations; so the new executive director felt right at home immediately, thanks to his immediate predecessor Mr. James Hunt. Thank you Jim!

## 2

Among "other duties" that were presented to Frank immediately and in medias res over the past year are the items listed below. They range from tying-up loose ends of projects underway to calling attention to generic concepts of the Comprehensive Revitalization Plan not addressed since 2004 to researching and clarifying procedural uncertainties raised in context of putting in place Phase II of the TIF Project for Sunnyside. The selected items listed below are intended as a sample of duties and challenges that come as a matter of course to an executive director of a private 501 (c) (3) corporation like Sunnyside Up, and as an indication of how Frank entertained and executed these ancillary duties.

Item 1, it should be noted, became necessary when CNRC's funding partners (the City of Morgantown and WVU, for reasons too convoluted to go into here) cut in half the annual allocation of \$100k each to CNRC in 2011-12. This happened prior to Frank's tenure with the organization; but the problem of having to find alternative office and boardroom space for lack of funding, a delayed repercussion of the funding reduction, promised, as Frank saw it, a significant downside for CNRC-Sunnyside Up, as well as the loss of unique and historical corporate office and conference space.

But perhaps the most immediate downside of giving up our office space in the Seneca Center would be the removal of CNRC, the *developer* of the Sunnyside TIF Project, from the very community in which the developer's actions promise the most positive and lasting impacts on Sunnyside. So, with the handwriting on the wall Frank went directly to (and secured) the most likely and welcome organizational companion he could imagine, Mr. John Martys, Executive Director of the Fairmont-

Morgantown Housing Authority, to rent the second (unused) office in our suite.

The office tenant would be Mr. Martys' affordable housing program called Morgantown Homecoming which works hand in glove with CNRC. What better space for these two companion organizations to occupy together than the historic Seneca Center, former and original home of Seneca Glass Co., 1890s through the 1960s. Moving from the Seneca Center space to the Wiles Hill BOPARC Community & Senior Center, the alternate space suggested by the CNRC Board, would have moved us from the main route from I-79 into town and made it difficult for visitors and constituents to find us—or for drop-ins, as often happens. It would have signaled a possible lack of interest in (or commitment to) revitalization of the Sunnyside Area.

#### Other Duties List

1. Secured the Seneca Center office suite & boardroom for continued use by CNRC through a sub-lease with the Fairmont-Morgantown Housing Authority's Morgantown Homecoming program; the rent to be shared 50/50 with F/MHA (April 2013);
2. An effort with Dave Kelly on a Jim Hunt initiative to secure a parcel of unused property from a local landlord that would have permitted development of Seneca Park (April-May 2013) (unsuccessful);
3. Initiated an alternative effort to acquire unused riverfront property in Sunnyside for passive recreation (ongoing, May 2013-present); this property is identified as Power Plant Park in NCRC's Comprehensive Revitalization Plan for Sunnyside. See area C on attached map of Revitalization Plan/TIF District for Sunnyside.
4. Considerable research (August-October 2013) to determine the precise current role of CNRC in the TIF process; some confusion had arisen due to procedural prerogatives assumed by CNRC in the Phase I TIF process which set precedents no longer applicable under

current City Management (clarified in more detail in context of the following report on Phase II TIF);

5. Modified regular monthly meeting procedures to include read-ahead memos to Board on agenda items, & secured audio recordings of regular and special meetings of the Board for accuracy of minutes and historical (digital) archive of proceedings for posterity (ongoing);
6. Reduced significant \$ amount in annual office expenditures, e.g. on display boards for illustrating proposed TIF Project components for stakeholders' meetings and other venues by doing them in-house with director's own wide-format printer and dry mount press;
7. Strong suggestion to CNRC Board, beginning in June 2013, to look beyond single-student commercial housing developments in Sunnyside to include housing for faculty, urban professionals, and young couples/families (as proposed by our Revitalization Plan for Sunnyside). Owner occupied housing figures *prominently* and *critically* in achieving a "balance of development intensities" as recommended in the Comprehensive Revitalization Plan. This balance of single student housing with housing for permanent residents in Sunnyside was lost sight of in a single-minded rush by commercial interests to build high density housing for single students (see concluding portion of Appendix 1 in attached TIF report). We will come back to this topic at the end of "From Mutt's Place to University Place".

### 3

The remainder of this Annual Report focuses exclusively on the process through which the Board of Directors of the Campus Neighborhoods Revitalization Corporation (CNRC), working on behalf of the City of Morgantown, developed the Sunnyside TIF Project, Phase II, between April 15, 2013 and June 2014.

The Phase II project is still, in part, a work in progress. Several elements of the TIF list have yet to be affirmed by formal vote of the CNRC

Board. But the major components have now been identified and affirmed as Task Orders to our TIF Engineering firm, AECOM, and are now in the design/cost estimate phase under the direction of AECOM's project manager, David Weaver. Our expectation is that the Phase II Project will be finalized by August. Sale of the TIF Bonds to finance the project will most likely occur before the end of 2014. The project will be ready for execution by the summer of 2015.

Finally, a word of thanks to CNRC's Board of Directors--volunteers all, giving unselfishly of their time and expertise for the betterment of a large segment of the community they live in and serve. Grazie mille.

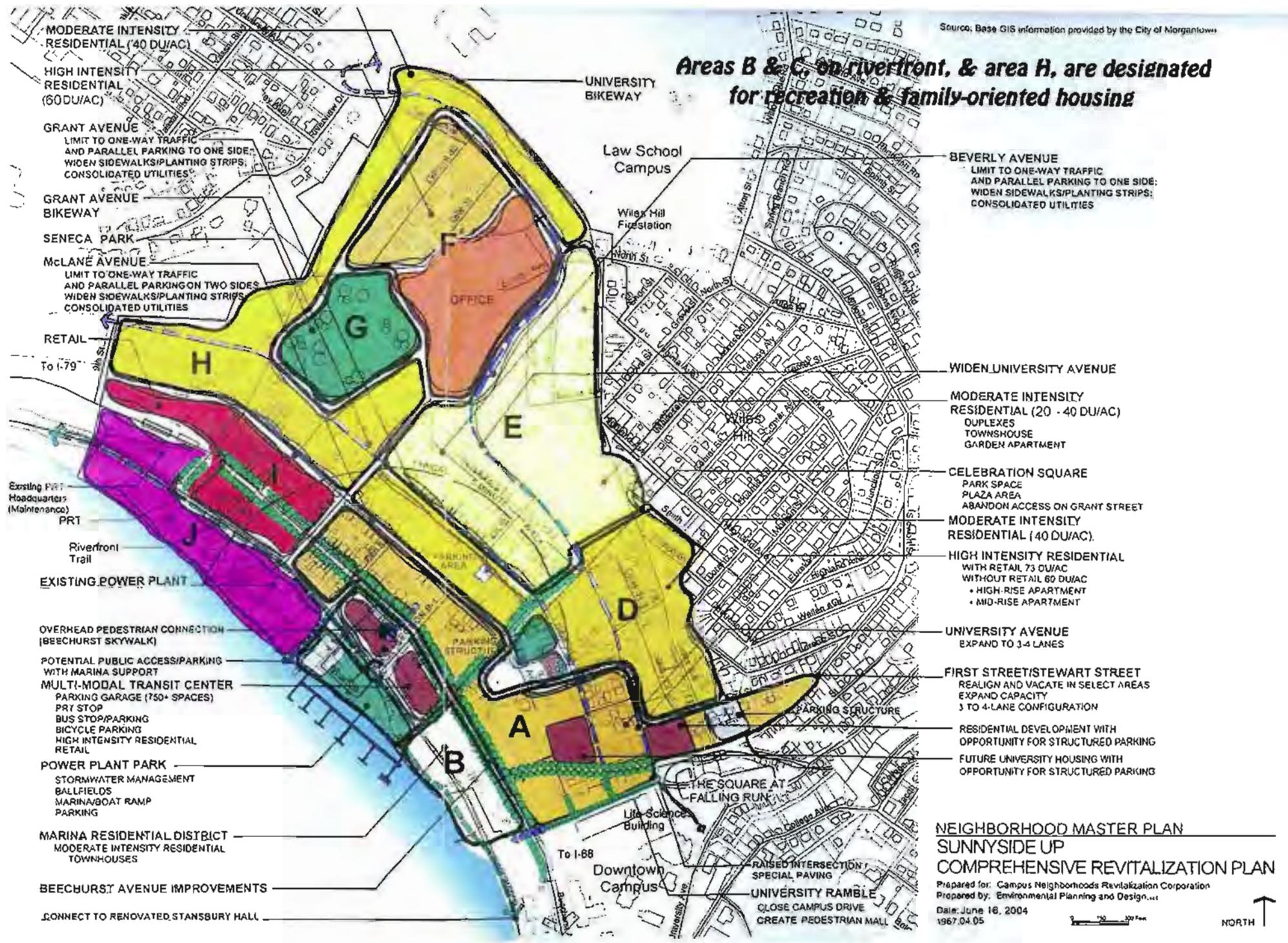
Respectfully Submitted,



Frank Scafella  
Executive Director

June 19, 2014

### Areas B & C on riverfront, & area H, are designated for recreation & family-oriented housing



- MODERATE INTENSITY RESIDENTIAL (40 DU/AC)
- HIGH INTENSITY RESIDENTIAL (60 DU/AC)
- GRANT AVENUE  
LIMIT TO ONE-WAY TRAFFIC AND PARALLEL PARKING TO ONE SIDE; WIDEN SIDEWALKS/PLANTING STRIPS; CONSOLIDATED UTILITIES
- GRANT AVENUE BIKEWAY
- SENECA PARK
- McLANE AVENUE  
LIMIT TO ONE-WAY TRAFFIC AND PARALLEL PARKING ON TWO SIDES; WIDEN SIDEWALKS/PLANTING STRIPS; CONSOLIDATED UTILITIES
- RETAIL
- To I-79
- Existing PRT Headquarters (Maintenance)
- PRT
- Riverfront Trail
- EXISTING POWER PLANT
- OVERHEAD PEDESTRIAN CONNECTION (BEECHURST SKYWALK)
- POTENTIAL PUBLIC ACCESS/PARKING WITH MARINA SUPPORT
- MULTI-MODAL TRANSIT CENTER  
PARKING GARAGE (750+ SPACES)  
PRT STOP  
BUS STOP/PARKING  
BICYCLE PARKING  
HIGH INTENSITY RESIDENTIAL  
RETAIL
- POWER PLANT PARK  
STORMWATER MANAGEMENT  
BALLFIELDS  
MARINA/BOAT RAMP  
PARKING
- MARINA RESIDENTIAL DISTRICT  
MODERATE INTENSITY RESIDENTIAL TOWNHOUSES
- BEECHURST AVENUE IMPROVEMENTS
- CONNECT TO RENOVATED STANSBURY HALL

- BEVERLY AVENUE  
LIMIT TO ONE-WAY TRAFFIC AND PARALLEL PARKING TO ONE SIDE; WIDEN SIDEWALKS/PLANTING STRIPS; CONSOLIDATED UTILITIES
- WIDEN UNIVERSITY AVENUE
- MODERATE INTENSITY RESIDENTIAL (20 - 40 DU/AC)  
DUPLICES  
TOWNHOUSE  
GARDEN APARTMENT
- CELEBRATION SQUARE  
PARK SPACE  
PLAZA AREA  
ABANDON ACCESS ON GRANT STREET
- MODERATE INTENSITY RESIDENTIAL (40 DU/AC)
- HIGH INTENSITY RESIDENTIAL WITH RETAIL 73 DU/AC  
WITHOUT RETAIL 60 DU/AC  
• HIGH-RISE APARTMENT  
• MID-RISE APARTMENT
- UNIVERSITY AVENUE  
EXPAND TO 3-4 LANES
- FIRST STREET/STEWART STREET  
REALIGN AND VACATE IN SELECT AREAS  
EXPAND CAPACITY  
3 TO 4-LANE CONFIGURATION
- RESIDENTIAL DEVELOPMENT WITH OPPORTUNITY FOR STRUCTURED PARKING
- FUTURE UNIVERSITY HOUSING WITH OPPORTUNITY FOR STRUCTURED PARKING

**NEIGHBORHOOD MASTER PLAN  
SUNNYSIDE UP  
COMPREHENSIVE REVITALIZATION PLAN**

Prepared for: Campus Neighborhoods Revitalization Corporation  
Prepared by: Environmental Planning and Design, LLC

Date: June 16, 2004  
1967.04.05

Scale: 1" = 100 feet

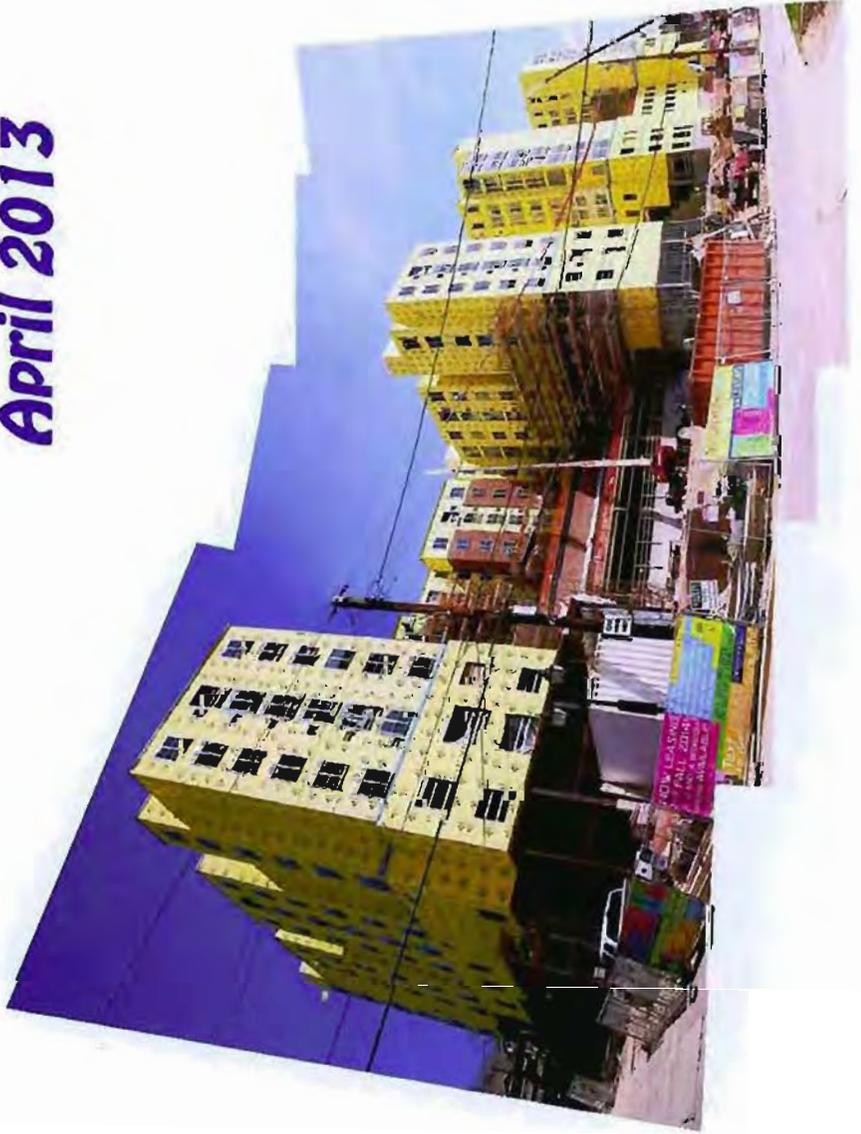
NORTH ↑



**April 2013**



**April 2014**



## From Mutt's Place to University Place: Phase II, Sunnyside TIF Project, 2015

April 2013 to April 2014 was a year of transition for "Sunnyside Up"--  
from Jim Hunt (full time) to Frank Scafella (part time) Executive Director,  
from Phase I to Phase II of the Sunnyside TIF Project,  
from a Board of Directors membership attrited to 5  
to a full Board membership of 7,  
from Mutt's Place to University Place.



March 24, 2013: the 2100 block of University Ave., Sunnyside, makes way for U. Place

1

Everyone knew it was coming. And everyone knew that Mutt's was on its way out. But when Mutt's was "gone but not forgot", and when the 2100 block of University Avenue was being cleared to make way for University Place, who among us could have anticipated that bright-yellow-cloaked rising-sun-of-a-building which threw everything else into shadow in the heart of Sunnyside by late January 2014?

It would be hard to overstate its visual impact. You had to see it to believe it. It stopped you in your tracks and you wanted to grab your camera, which most everyone did. Soon it was all over Twitter and Facebook. And as you drove about in Greater Morgantown you would turn

a corner and there it was, visible from every point of the compass, rising like the Phoenix Bird of mythology from the ashes of its predecessor.



But our purpose here is not to dwell on its visual impact. It is to document the ways in which the sheer physical presence of University Place preempted the assumption adopted in the spring of 2013 by the Campus Neighborhoods Revitalization Corporation (CNRC) that moving forward with a "visible infrastructure" or "streetscape" project was the right strategy for Phase II of the Tax Increment Financing Project for Sunnyside. University Place changed all that; it came like an elephant into the boardroom. The demands it made of CNRC for infrastructure upgrades



March 24, 2013: Mutt's Place is the ochre building directly behind the red arm of the demolition machine

were manifold, complicated, and expensive. It posed challenges we had not anticipated and, quite frankly, did not know how we would meet. But by April 2014 we had put our finger on the most important first step to be

taken on Phase II of the TIF Project, which was to assign to AECOM, our TIF Engineer, the task of reconfiguring (with cost estimates) the University Avenue/Beverly Avenue/Third Street intersection. That design task is being executed at the time of this writing. However, it is now too late, here in June 2014, to think in terms of moving to construction with Phase II of the TIF this calendar year. The TIF Project will be ready for the construction phase in summer of 2015.

## 2

It wasn't as if University Place were the first or only large mixed-use building to appear in Sunnyside. Beechview Place preceded it; so did the Moser mixed-use high rise on Beechurst Avenue. In addition, there were other large single-student residential multi-units that had been built over the preceding decade: Jones Place by Greg Metheney, the Honors Dorm by WVU, the Bjorkman project on McLane Avenue, the Panico building on Beechurst, Bodner's Mountaineer Place at the corner of Stewart Street and University Avenue, and Metro Towers by the Biafora brothers at Beverly Avenue and Sixth Street. These projects are all located in Sunnyside and will play a long term role in setting the cultural tone for this community. But unlike all of the others, University Place takes up an *entire block* in the *commercial center* of Sunnyside. The stage it sets will determine the script that is played out in Sunnyside, whatever else may happen on the borders of this 130 acre suburb of Morgantown.

The hiatus between Phase I (2010) and Phase II of the TIF Project was largely a consequence of the departure of Jim Hunt as Executive Director in early 2012, and by lack of success by the CNRC Board of Directors in hiring a new full-time director after a nearly year-long search. It was critical that CNRC move forward with Phase II of the TIF while the original TIF Project, approved in 2008, remained active. So Scafella was approached by CNRC with the prospect of hiring-on part time to move the TIF Project forward. He found the prospect inviting for several reasons, even though he had been gainfully retired from WVU for fourteen years, since 1999.

First, Frank had served on Morgantown City Council for sixteen years beginning in 1991, stepping down in 2007. Several City-University initiatives were followed-through on during that time. Moving the Grant Avenue Block party from Sunnyside to the Mountainlair Plaza was one of the earliest.

Second, Scafella had served as Mayor of Morgantown between 1998 and 2002, a time during which the underpinnings for "Sunnyside Up" were put in place, including the Woolpert Plan for Sunnyside (1992), the R1-A zone for owner-occupied neighborhoods, and adoption by city council of the town-gown proposal that created the City-University partnership out of which came the Campus Neighborhoods Revitalization Corporation in 2002.

Third, in 1998 while serving his first term as Mayor, Scafella received an invitation from William Hudnut, Executive Director of the Urban Land Institute, to come to Columbus, Ohio and serve on a panel at a conference on town-gown relations sponsored by Ohio State University. His assignment was to speak specifically on how the City of Morgantown and WVU had collaborated in the mid-nineties to achieve the reconfiguration of Grumbein's Island in front of the Mountainlair, a project that saw a cross section of a major city street giving priority to a crosswalk with the pedestrian gaining the right of way.

The portion of University Avenue which was reconfigured to become the pedestrian plaza had served as the primary crossing point from the main campus to old Reynolds Hall (later to the Mountainlair) in the early 1900s. That section of University Avenue came to pose a hazard for the pedestrian as vehicular traffic increased along with rising numbers of pedestrians over the years; the automobile always had the right of way.

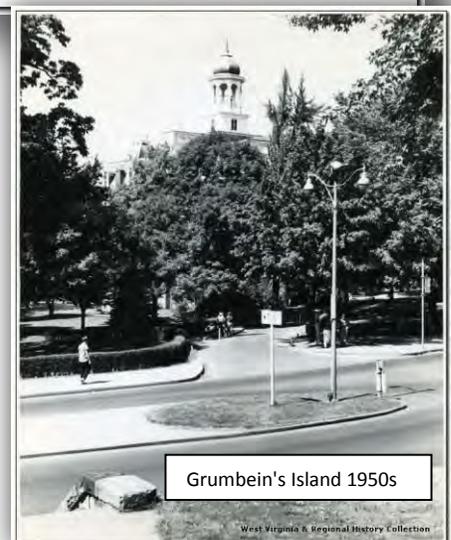
As the number of automobiles and pedestrians increased, so did the hazards for the pedestrian until, in the thirties, the crossing had to be made

by a dash of the pedestrian through breaks in traffic across a wide section of a main through-street.

So a proposal was put on the table in the thirties to solve the problem either by building a bridge across or digging a tunnel under University Ave. The South end of the tunnel would open in front of Colson Hall, the old law school at that time, across University Avenue from the main library. The North end would open in the “loop” just beyond the current Business School. The tunnel project would have cost what today would be considered a ridiculously low number (not more than a couple hundred thousand dollars), but President Turner deemed the cost too high and an alternative was sought.

The head of buildings and grounds, a professor with a masters in Experimental Engineering named John Behmy Grumbein, submitted a proposal to build an island in the middle of University Avenue so that the dash across the street would be reduced in length and the pedestrian would gain thereby an oasis of safety mid-way between the west and the east borders of this broad, two-way street.

The island was constructed as proposed and named for Grumbein. And there Grumbein's Island remained until the mid-nineties when Morgantown City Council, in an attempt to bring sanity to a



clearly insane daily ritual of automobile versus pedestrian, approved the University's proposed redesign of University Avenue to make it a pedestrian plaza and crossing first, a vehicular passageway secondarily. Through town-gown cooperation--in spite, it should be noted, of very heated and vocal opposition from (God rest his soul) Milton Cohen (& associates), who saw the whole affair as a blatant "land grab" by the University--the pedestrian plaza and crossing was put in place in 1994-95.

In 1998 at the OSU conference in Columbus, during a break in panel presentations, Scafella noticed on a table in the foyer by the meeting room a book called Campus Partners for Community Urban Redevelopment (1995). It caught his eye and he leafed through it. It described in detail a joint venture between Ohio State University and the City of Columbus to address the problem of blight in an area on North High Street in Columbus in many ways more seriously blighted than Sunnyside in Morgantown. Interestingly enough, by the way, the Campus Partners initiative was a brainchild of E. Gordon Gee, President of Ohio State in 1995 and currently, once again, President of WVU.

At the time of his trip to Columbus, Scafella was co-chairing the first ever Task Force on Rental Housing in Morgantown with WVU President David Hardesty -- another town-gown initiative. The Campus Partners collaboration between Ohio State and the City of Columbus, Scafella saw, could not help but be of interest to those gathered in Morgantown to address the very same problem of deterioration and blight in Sunnyside. So he secured a copy of Campus Partners, brought it back to Morgantown, and, with the concurrence of President Hardesty, presented it to the rental housing task force, as well as copies to the City Manager, the City's Planning Director Bill Bechtel, & to Morgantown City Council.

The rental housing task force took up Campus Partners for consideration when it came time to adopt recommendations for ways in which the city and the university, working together, could look forward to addressing rental blight in our own back yard. The task force put Campus

Partners at the top of a list of next steps on blighted student rental housing. The rental housing task force proposed that The City of Morgantown and WVU consider the formation of a sister organization to Campus Partners. In this way Morgantown and WVU might marshal the forces of people and resources it would take to get its arms around Sunnyside and resurrect her. "Sunnyside Up" was conceived. And the rest, as they say, is history.

Called on a decade later by CNRC to take on (part time for two years) the role of executive director, the Campus Partners background served as a strong incentive to accept the offer. Scafella was hired part-time (twenty hours a week) in April 2013. His primary task was to take up Phase II of the TIF Project for Sunnyside where Jim Hunt and the Board of Directors had left it in 2011.

### 3

A "visible infrastructure" or "streetscape" concept for Phase II of the TIF was adopted by consensus of the CNRC Board at its annual retreat & workshop held in October 2011. Doing a streetscape (or "visible infrastructure") means essentially redoing sidewalks, including associated alleyways, and paving streets, with the addition of street lights and landscaping. You could call it a face-lift. Of necessity it includes some "invisible" or deep infrastructure, but to a limited extent--water, sewer and storm water infrastructure, but only where absolutely necessary. The "streetscape" concept was the model for infrastructure improvements to Grant Avenue in Phase I of the TIF.

Staying within a visible infrastructure "streetscape" plan for Phase II of the TIF seemed entirely appropriate in May 2013. Given the finite amount of TIF funds available for Phase II, an amount determined by a \$5 million TIF increment projected for the whole of Sunnyside when approval of the Sunnyside TIF District was forthcoming in 2008, it made perfect sense that we begin planning for Phase II with a "wish" list of visible infrastructure components drawn up at the Board retreat in 2011.

Proceeding in this way, by June 2013 we had in hand an illustrated "wish" list of 21 components for the Phase II project (Appendix 1). Our main task then was to narrow the 21 item list to 6 or 7 items in order to stay within the \$2.5 million of TIF increment available to us for Phase II. \$1.7 million of the projected \$5 million in TIF increment had been expended in the Phase I "visible infrastructure" project on Grant Avenue.

Between June and October 2013, however, several things happened to change our thinking on a Phase II TIF that would focus primarily on "visible infrastructure". Principal among them was the large, high density and mixed-use developments (Metro Towers and University Place in particular) at either end of Beverly Avenue. The CNRC Board of Directors, facing head-on major infrastructure demands which came with the prospective influx of hundreds more single students with automobiles, gave rise to a whole new dynamic in our thinking about Phase II of the TIF and about infrastructure in general.

In what follows we will flesh out the emergence of this new dynamic in thinking by the CNRC Board on the time-line of its occurrence and evolution, month by month, drawing on the Board-approved minutes of our regular meetings. But as preface to that, following is a brief summary of the official role of CNRC in partnership with the City of Morgantown so far as determining the components of Phases I & II of the TIF Project are concerned.

#### 4

The public-private partnership of the City of Morgantown with CNRC on the Tax Increment Financing Project for Sunnyside works as follows. The Tax Increment Financing authority, and the Tax Increment Financing District for Sunnyside, are "owned" and administered by the City of Morgantown through its City Manager. In other words, it's the *City's* TIF.

The Campus Neighborhoods Revitalization Corporation, a private 501 (c) (3) non-profit, was incorporated in 2002 for “the sole purpose” of serving the City of Morgantown as “developer” of the TIF Project for Sunnyside. It was determined in the TIF proposal of 2008 that the TIF Project would be developed by CNRC and would be implemented in Phases. Phases I & II (and additional phases if necessary under the original TIF proposal of 2008) are to be “developed” by CNRC.

This public-private partnership between the City and CNRC is very traditional in form. The public component of the partnership acts as a contracting officer; it looks for funding, and has the overall control over the project and its assets. The private partner does the legwork of planning, designing, gaining public support & nurturing public relations.

Often, as in Phase I of the Sunnyside TIF, the “Developer” finances development of the project (with financing recovered through the sale of public bonds). The efficiency gained is that the public entity does not have to use public funds to secure a public good, but through the governmental mechanism called “Tax Increment Financing” and the sale of TIF Bonds undertakes infrastructure improvements by use of private money.

5

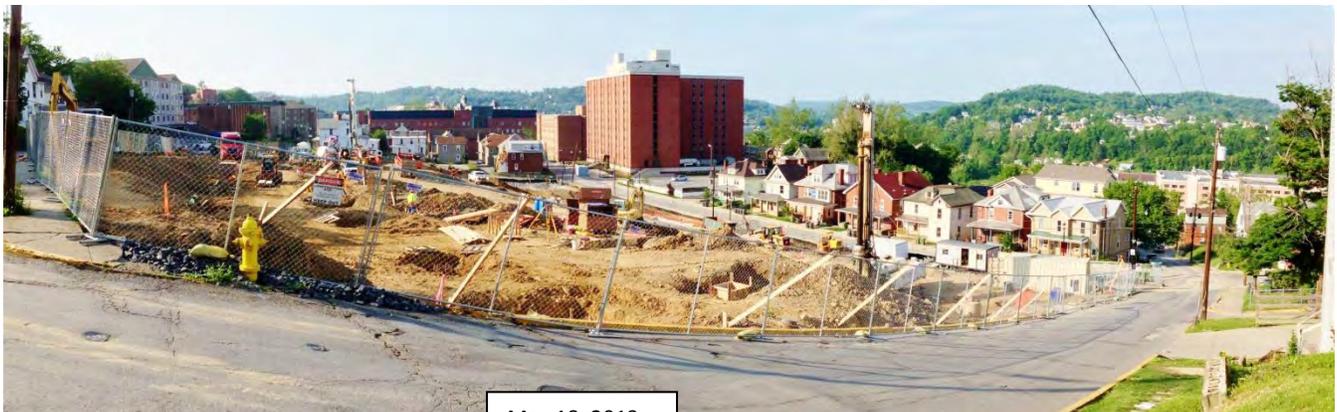


University Place, April 22, 2013

## A New Dynamic in Thinking on Infrastructure: The CNRC Board of Directors

### May 2013:

In May, Scafella recommended that two membership positions on the Board, vacant for several years, be filled. The Board agreed to consider this recommendation in executive session at the June meeting and, if acceptable candidates were recruited, would consider the appointments at that time.



### June 2013:

CNRC Board votes unanimously to appoint two new members:

**David Satterfield**, currently the Director of Asset Development for the Office of Research and Economic Development at West Virginia University and a tenured Associate Professor in the School of Music; Executive Director of the West Virginia Development Office (October 2001-January 2005); Chief of Staff and Vice President for Institutional Advancement, WVU (1995-2001); Chief of Staff, Office of Governor Robert E. Wise, Jr. (2001); Special Assistant to the President, WVU (June 1993-June 1995); Associate Director, Center for Excellence in Disabilities, WVU (2012-present).

**Frank Vitale**, Senior Vice President Clear Mountain Bank; President of the Board, Morgantown Area Chamber of Commerce (2014); named to The State Journal's Generation Next: 40 Under 40 Class of 2011; Chairman of the United Way of Monongalia and Preston Counties (2011); commissioner of the Monongalia County Deputy Sheriff's Civil Service Commission and board member of the Morgantown Area Chamber of Commerce. Vitale is currently a member of the WVU College of Business and Economics MBA Board of Advisors as well as the WVU College of Human Resources and Education, Visiting Committee; a Graduate of Valley Forge Military College and West Virginia University.



### **July-August 2013:**

In July and August 2013 the CNRC Board was still thinking primarily in terms of a “visible infrastructure” project for the TIF, Phase II. Our thinking on infrastructure had not yet transitioned from the needs of a Mutt’s Place to the infrastructure needs of a University Place. However, that transition would be set in motion when, at the July CNRC Board meeting, the Board received from the principals of University Place its first requests for a kind and magnitude of infrastructure that it had not anticipated. The Board found itself facing an all-too-familiar inner-city conundrum.

Here was The Board's dilemma. On the one hand Mutt's Place, having been a fixture in Sunnyside since 1935 when it was opened on Beechurst Avenue at Sixth Street on the doorsteps of Seneca and Beaumont Glass plants, fit right in with the community in size and function. The owners of Mutt's were Rose Poropatt Pavone and Mottie "Mutt" Pavone. They opened and operated Mutt's together on Beechurst Avenue until Mottie's death in 1955. Following Mottie's death, Rose



continued to own and operate the business until 1980 when the business was moved up into Sunnyside to 2129 University Ave. Their son, Mottie, then took over control and operation of the business.

From its beginning, Mutt's was a neighborhood pub in the traditional sense. Glass workers stopped in for a beer on their way home from work. With its move to 2129 University Avenue Mutt's retained its identity as a neighborhood pub. As one customer put it as recently as 2008, Mutt's "isn't for you if you are looking for the Bent Willey's crowd. The crowd that goes to Mutt's likes classic rock, good beer, and no drama. More graduate level age. Try it out".

With regard to infrastructure, the point is this: Mutt's represents a long-established neighborhood business in a long-established residential neighborhood. When it comes to infrastructure in this context, everything basic is in place—water and sewer, streets, sidewalks, traffic patterns, traffic flow, you name it. Mutt's fit right in on University Avenue as easily as it did on Beechurst. The order of the day for a Mutt's is an infrastructure upgrade, a facelift, on a relatively small scale. This includes amenities such

as pedestrian lighting, tree planting, new paving, as happened in TIF Phase I on Grant Avenue in 2010.

But then, on the other hand, comes University Place which is no Mutt's. It is urban and inner-city in every sense of size and use. The change it worked in the dynamic of our thinking on the TIF was spurred by two extraordinary infrastructure requests. At our regular meetings in July and August 2013, the builder/owners of University Place (David Martinelli, Ryan Lynch and Jim Brown) made the three following requests of the CNRC Board:



May 2014

1) an equity contribution of between \$500 and \$800K toward construction of a 550 space parking garage to be located across University Avenue from University Place;

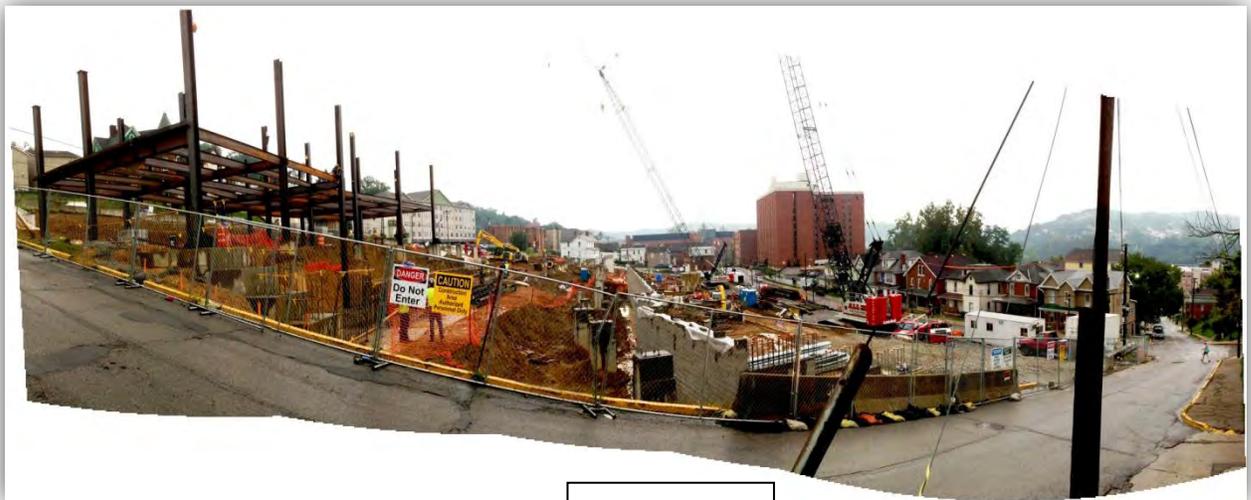
2) a total reconfiguration of the intersection that includes University Ave./Beverly Ave./Third Street in order to accommodate traffic flow into and out of the proposed parking garage at a cost, on the high end, of \$1 million+ (Appendix 2);

3) new sidewalks on University Ave. from Houston St. to Campus Drive, and from Beverly Ave. to Beechurst on Third Street.

With the first two of these infrastructure requests from University Place, the Board's dilemma became quite apparent. How do we, given the \$2.4 million in tax increment for Phase II of the TIF, decide between new sidewalks and alleyway upgrades in greater Sunnyside versus the complete reconfiguration of one major intersection at the northwest corner of University Place? Add to that an equity contribution to a parking garage

of close to one million dollars, and there goes your \$2.4 million TIF increment on University Place alone.

It was at first essentially an either/or question in the Board's mind, a choice between visible infrastructure that would serve Sunnyside as a whole or the reconfiguration of a major intersection of three busy streets in the heart of Sunnyside for the sake, primarily, of University Place. We did not know it at the time, but the solution to our dilemma was not to make an either/or choice between one kind of TIF project and another; it was to get clear in our minds the highest priority TIF component, then, if necessary, to seek partnerships for funding to meet that demand. That was to be a transition of thought on infrastructure that would not come easy for the CNRC Board.



August 29, 2013

### **August – October 2013:**

In August the Board included its annual Board retreat in its regular monthly meeting. This was CNRC's fifth Board retreat since 2008, the purpose of which is to look back and look ahead with the aim of building on successes and correcting vision looking forward in the context of the Comprehensive Revitalization Plan for Sunnyside (2004).

Our retreat facilitator, as in the previous four retreats, was A.J. Schwartz of Environmental Planning and Design (EPD), Pittsburgh, chief architect of the Comprehensive Revitalization Plan for Sunnyside. A.J.'s report back to the Board following its August 2013 retreat, "Sunnyside Up Annual Board Retreat: August 2013", is attached (Appendix 3).

In A.J.'s report, you will see that in August the Board's thinking on the TIF Project, Phase II, was still principally focused in terms of "visible infrastructure". You will also see that, with A.J.'s guidance in the Board retreat, the Board's focus on infrastructure had made a shift from an exclusive fixation on its 21 item "wish list" to a concentration on *categories* (or *clusters*) of projects. This shift of focus is significant in that a single-minded focus on individual components for a TIF Project (a sidewalk here, an alleyway there) had given way to two major infrastructure requests which could not be entertained in a streetscape infrastructure formula. The four categories of projects the Board now had to work within were:

- a. Pedestrian/bicycle connections.
- b. Roads and infrastructure.
- c. Alleys (and sidewalks).
- d. University Place parking garage equity contribution.

With reference to category "d", two fundamental questions had to be answered:

1) Will a portion (\$500 to 800K) of the TIF increment (\$2.4 million) be dedicated as an equity contribution to the parking garage? [This question was answered for the Board in early 2014 when the city's Parking Authority decided it could not build the garage and WVU determined that it would go ahead with it alone. With this change of strategy, the equity contribution required by participation of the City's Parking Authority was no longer necessary to make the project work].

2) Should improvements to the Beverly/3<sup>rd</sup> Street/University Avenue intersection be made with TIF funds?



### October 2013:

The projected goal for the Board’s October meeting was, once again, to see if it could not *finally* select and prioritize a short list of components for the 2014 Phase II TIF Project. At the same time the Board was still working from the assumption that funding for whatever components went into the 2014 TIF must come solely from the \$2.4 million of TIF increment.

Given its list of potential project components, therefore, and given the limitation of funding available for accomplishing whatever TIF project was developed, the regular Board meeting in October began, as it had so many times between May and October, with a wide-ranging discussion of “wish list” items to which priority should be given--from the need for improving alleys and sidewalks and streets and pedestrian flow to the problems of trash storage and pickup, to inadequate parking, poor traffic flow, problematic intersections, and so on. But there too was item “d” that had been added to the list of infrastructure needs by the developers of University Place at the August meeting. Which one or combination of these items would take priority in the final TIF component list?

It was in this context that the Board’s conversation took a decidedly refreshing and insightful turn when Board member Vitale confessed (for a

majority of the Board, as it turned out) that he simply did not yet have enough facts and information on the *current context* of University Place & Metro Towers to make an informed decision on the priority of any one over another of the infrastructure needs under consideration. Given, for example, University Place at one end of Beverly Avenue and Metro Towers at the other, Mr. Vitale felt the need for professional opinion developed through a study of the *current* Beverly Avenue demographics on what component of the Phase II TIF Project should to be accorded highest priority.

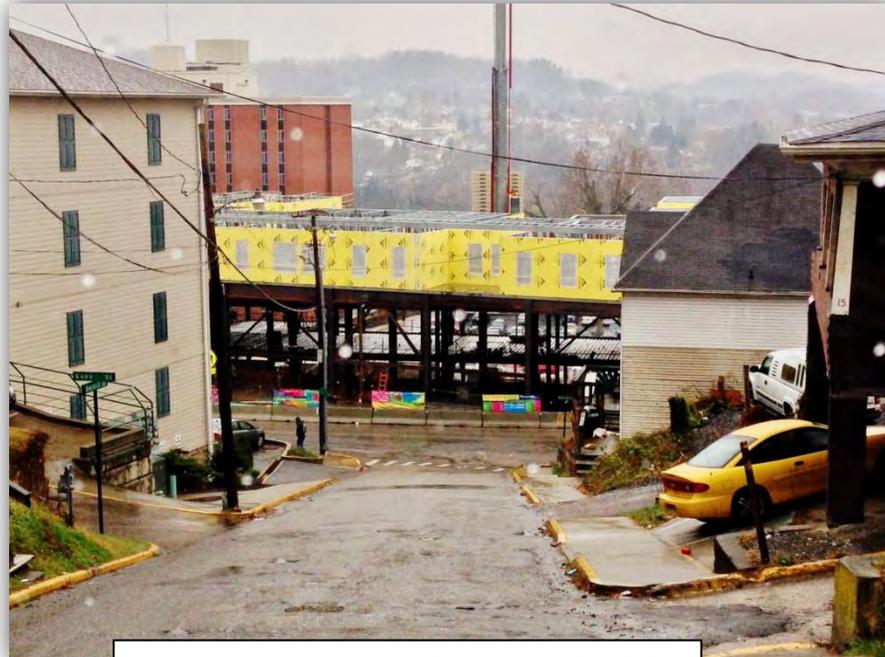
In Mr. Vitale's mind, the priority decision could come only through a comprehensive study of the **Beverly Avenue corridor** (not just the street itself) where the concentration of people and vehicles (and all that goes with them) would soon reach the highest concentration and face the biggest infrastructure challenges in Sunnyside, from traffic and pedestrian flow to trash storage and parking. Vitale's proposal came to the Board as a game-changing idea.

So Board discussion, which had again begun in shotgun fashion, came to center on the need, not for an immediate prioritized list of projects, but for a **CORRIDOR STUDY** of the Beverly Avenue section of Sunnyside. Mr. Vitale saw this corridor study as an effective part of planning for an infrastructure project. It would obviate the historical precedent set by developers who "may have fallen prey to doing the planning after they did the building". Moreover, "why wouldn't we want to get all possible information on the table before we start spending money"? That was his main point, that the CNRC Board has "fiduciary responsibility to get all the information it needs on the table before it starts making decisions on how it's going to start spending the first dollar of [the public's] money".

The aim of the corridor study would be for the TIF Engineer, once he is officially appointed, *to study all of the necessary and desired options for revitalizing this corridor, then to draw up a master plan for accomplishing the designated revitalization (to include alleyways and sidewalks within that corridor), while doing his best to stay within our \$2.4 million budget. A safety valve on the*

*funding side is that the master plan for this corridor will constitute a basis for seeking funding partnerships beyond the reach of the TIF funds, especially for sidewalk and alleyway projects.* Once having gathered this information and having developed the master plan through professional engineering procedures, the CNRC Board would be in a position to move forward with “professional” confidence to propose the highest priority project for Phase II and to develop it in assurance that the Board had done its due diligence.

The cost of this *up front* corridor study would be paid from CNRC’s reserve funds.



University Place from Overhill St., November 22, 2013

### **November 2013:**

At a meeting at City Hall on November 1, Scafella presented the “corridor study” proposal to the City’s Engineering Department as an addition to the Board’s working list of TIF projects. Also present at that meeting was David Weaver, P.E., representing AECOM Technical Services,

recommended by the RFQ search committee to become Project Manager overseeing Engineering, Design, and Architectural Services for Phase II of the TIF Project. Mr. Weaver & Trevor Lloyd, P.E., CFM, Staff Engineer for the City of Morgantown and the City's point person on the TIF project, attended CNRC's regular Board meeting on November 13.

Mr. Weaver's appointment as TIF Engineer had not yet been made official by City Council at the time of this meeting, but there was no reason to expect that Council would not affirm that appointment. So in the interest of getting Mr. Weaver in the loop on the TIF as early as possible, both the City Manager and the Mayor had given their ok for his attendance and introduction at the November Board meeting. He was introduced to the CNRC Board as prospective Project Manager of the Phase II TIF Project at the November 13 meeting.

New Business for the November meeting was a report from City Engineering on their recommended components for the Phase II project. The City's proposal was regarded as a complement to those project components still under consideration by the CNRC Board.

Mr. Trevor Lloyd, speaking for the City, proposed that the TIF Project focus on four things:

1. **Alleyways**, starting with a "model" alley yet to be chosen;
2. **Sidewalks**, beginning with a new sidewalk on 3<sup>rd</sup> Street from Beverly Avenue halfway down the north side *of the first block only* to Beverly Alley;
3. **New Sidewalk from Houston St. down to Campus Drive;**
4. **Beverly Ave. & Sixth Street intersection**, reconfiguration
5. **Corridor Study** as an option

Discussion followed.

On the one hand, the City's Engineering Department saw no good reason for expenditure of time and money on the proposed corridor study.

The vehicular, pedestrian, and other issues, though manifold in number, were readily evident to the eye of the well trained engineer, City Engineering argued. The solution to infrastructure needs is simply to go and address the needs that are there and evident, one by one, beginning with the Sixth Street/Beverly Avenue intersection.

On the other hand, the CNRC Board regarded the corridor study as seminal to good planning and sound fiduciary policy. Gathering all the information necessary through professional due diligence would make it possible *with confidence* to prioritize components of the project and make it more likely that we would get the most bang for our buck. Without the corridor study CNRC cannot in good conscience identify the highest priority project on which to spend its first dollar, the Board argued.

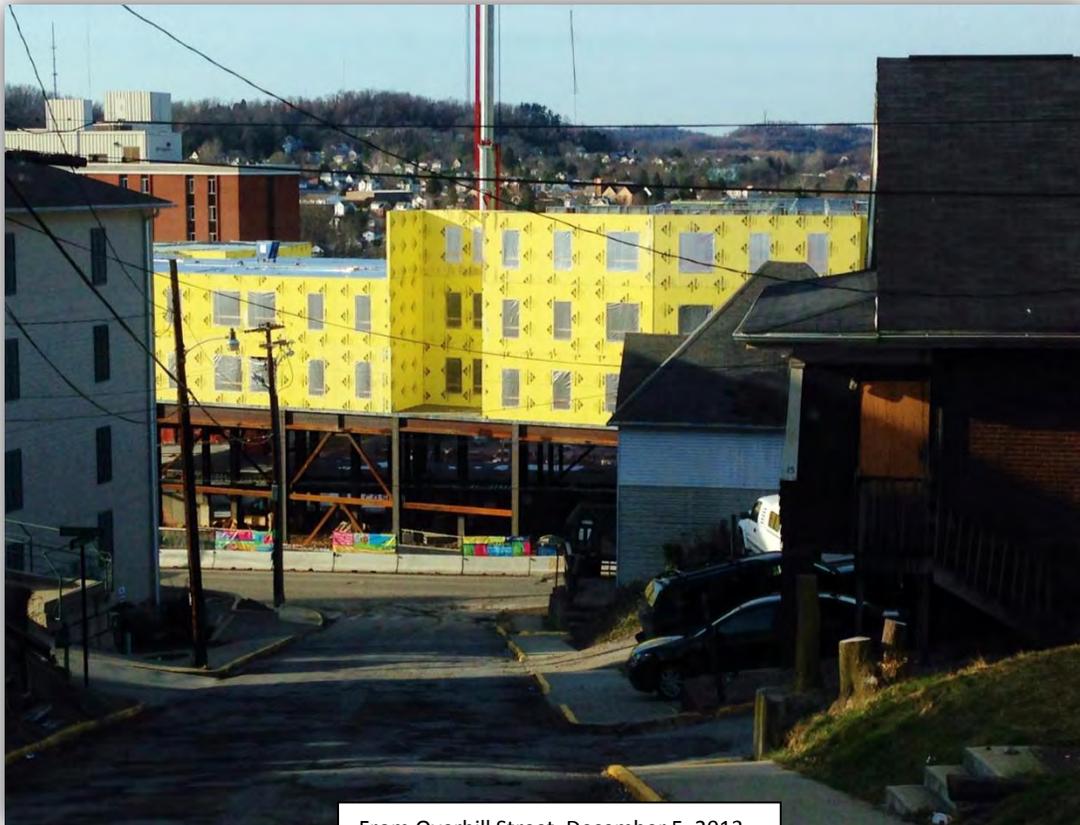
Extended discussion did not reconcile these differing points of view, even though prospective TIF Project Manager Weaver was called on to summarize and explain the process that AECOM would follow to determine where to begin with Phase II of the TIF project.

Mr. Frank Vitale then made the following motion:

That AECOM come back to the CNRC Board on November 27 with a proposal that clearly outlines what we can expect as the principal *deliverable* from the corridor study; add to this an option to include a traffic study whether or not the Board chooses to do it; furthermore, include recommendations on what projects should be taken on in terms of priority. AECOM's proposal should help the Board avoid an adverse impact on traffic and pedestrian flow like that caused by University Place in relation to the 3<sup>rd</sup> Street/Beverly/University Ave. intersection. AECOM should regard its proposal as the basis on which the CNRC Board can decide whether or not to do the corridor study at all.

Mr. Weese seconded Mr. Vitale's motion. When the question was called, the motion passed unanimously. Mr. Weese also requested of

Trevor Lloyd a statement, due also on November 27<sup>th</sup>, on Mr. Lloyd's rationale and logic for choosing the project alignment presented above.



From Overhill Street, December 5, 2013

### December 2013 – January 2014:

The December meeting was given over entirely to an executive session.

For the January 8, 2014 Board meeting, the sole item for discussion was a draft proposal for the Beverly corridor study submitted by David Weaver (Appendix 4).

Mr. Weaver outlined the process he would follow in managing the corridor study: no formal traffic study; gather “a team to digest the studies available”, the Sunnyside Revitalization Plan in particular; a period of

intense on-the-ground, getting to know the terrain and the people; bring in a civil engineer, a traffic engineer, and a landscape urban planner; view the district at night and in the daytime; do sketches and interact with one another on all gathered information; hold a charrette [a collaborative session in which a group of designers drafts a solution to a design problem]; take a quantitative rather than a qualitative approach. The study would take sixty or more working days to complete. Its cost would be in the neighborhood of \$61k, which would be paid out of CNRC's Reserve funds.

A majority of the Board did not foresee the corridor study working through the charrette format with the primary focus on the design of a list of projects to be accomplished. Board member Satterfield set the tone and direction of the discussion that followed with a series of questions: "what if we look at large *game-changing* things" in this corridor? "What if we look to *change major conditions*", "change traffic flows", "close a street" or "open a street" or "adding more parking, different kinds of parking"; look "at different elements of what would happen if we did these things"? "What if we do more of these *game-changing* things before we go down the road of planning what we'd do with the assets", or "insert something in that would change the assets and change the conditions of the Beverly corridor", "as University Place has significantly changed the district for the positive—is there something similar with roads, density, construction projects, that would change Beverly"? The discussion continued in this vein.

Mr. Weese looks for the corridor study "to get us to the point where we have enough information to make decisions as compared to enough information to request additional studies".

"Is there a *game-changer* in this corridor, like fixing the intersection at 3<sup>rd</sup> & Beverly, change the traffic flow on Beverly and 6<sup>th</sup> Street, *game-changers* that will position us to handle the impact of the project proposed by American Campus Communities [who will redevelop Sunnyside Commons to very high density]. . . .We started

this madness ten years ago, by envisioning Sunnyside as a high density area that is now coming into being, and here we are without the infrastructure in place to support high density projects. I don't need studies to study; I need data, facts, recommendations, *game-changing ideas*".

Mr. Vitale wants "special emphasis put on where this [corridor] is heading, given the significant increase in population that will be in this footprint in a very short time". How will the big increase in population "*change the game*; what will it demand in infrastructure across the board"?

Mayor Selin also questions the need for a charrette: "give us a picture of the future Beverly corridor": "there are design problems inherent here, but it is *not basically a design problem that the Beverly corridor poses up front*".

Mr. Kelly sees all of this, but the one question he has is, "if we can't afford to do it why study it, why propose it"?

Mr. Tanner responds and sums up the discussion to this point:

"In the end it's not just about what *we* can do but what *we and others* can do. If it's the right thing to do then we need to find a way to do it. We have huge developments going on at both ends of Beverly. So it's all about what's happening now and what potentially is coming down the pike—about traffic, where pedestrians go, about how it all fits together. It begins with 'here's what's going on' now and here's what's potentially going to go on. So how do we enhance that corridor in terms of closing, opening, one way traffic, two way traffic, traffic circles, whatever is going to help us handle that growth. From the experts we need to know the *ideas*, the *concepts* which, if we consider, adopt and implement them, will address the problem of everything that being dumped onto the Beverly corridor".

Mr. Vitale: "the one thing I recommend we guard against is having meetings [charrettes] where, as a group, we are simply acting from the

information we gather. Getting input is important, but we're at the point now where we need a few creative recommendations *from the experts* that will give us a more global understanding".

Mr. Weese: "Take off the table the idea of proceeding in the conventional *charrette-type way*. The charrette itself will leave many things off the table because people with strong personalities, or with strong feelings about certain strategies, that what we end up with is where we are today. I'd like to take all that off the table and focus on what the experts are telling us about what will improve the Beverly corridor for the long run. . . . if we're going to spend \$61k" for a corridor study, "I'd like the majority of that money spent on coming up with creative ideas". In short, "put the \$50k on the big ideas rather than on what comes under normal cost analysis".

City Manager Mikorski: "The ideas that [AECOM] comes up with we can respond to. The ideas permit us to come up with scenarios, for example, of addressing the potential density in those areas that are low density now. We hope that in the scenarios derived from the ideas and concepts are the *game-changing projects* and *actions* we encourage, from changing traffic flow to modifying the disposition of streets".



## February – May 2014:

Through the above discussion with AECOM with its focus on their proposal for a corridor study, two things happened that solidified the Board's insistence on "game-changing ideas and concepts". These ideas and concepts will *address infrastructure needs in Sunnyside not from the idea of severe limitations in funding but from the perspective of "game-changing" ideas and concepts themselves, for which funding will be sought through partnership formations, State and Federal DOT sources, the governor's office, private foundations, and so on.*

First, the Beverly Avenue corridor study became a *game-changing idea in itself* for the Board. A "game-changing" turn in the Board's thinking occurred when, with reference to the limited \$2.4 million it had to work with (now at \$2.9 with new increment calculations) and the highly expensive ideas that were likely to be put on the table by an urban planner, the Board responded as follows: *identify what infrastructure ideas and projects are imperative and we will find the resources adequate to meet those imperatives.* With this assertion, the Board moved decisively outside the bounds of a *solely* streetscape project for Phase II. For the first time collectively we declared ourselves ready and willing to raise and expend much more than the \$2.4 million available through the tax increment.

Second, the Board's request for game-changing ideas and urban planning input from AECOM was an unfair request, given that AECOM contracted with the City to create design plans and provide cost estimates for a TIF project *already* formulated and finite in scope. AECOM's role is, after all, to serve the City as an analysis and design organization primarily. The Board was asking them to act as urban planners. Nevertheless, AECOM was very willing to entertain the Board's request and to gather the personnel and commit to due diligence in order to accommodate the Board's request for the Beverly Avenue corridor study. But that task was going to be time-consuming and expensive for AECOM, for CNRC and for the City.

It soon became apparent, therefore, that a more efficient and cost effective procedure would be to call once more on Environmental Planning and Design for the “game-changing” ideas we were seeking. After all, the Comprehensive Revitalization Plan for Sunnyside that EPD had created in 2004 included the “game-changing” idea that is currently finding embodiment in University Place (see p. 7 of that plan, Appendix 5). So A.J. Schwartz was called on once more, and after a visit to Morgantown on January 28 which included a tour of University Place and the Beverly Avenue “corridor”, he produced and sent to us on February 7 the Sunnyside Up Phase II TIF Potential Improvement Concepts (Appendix 6).

In two follow-up meetings — on February 21 and March 12 — A.J. was present to work through and refine his proposal with Board participation. And in conclusion of discussion at our regular meeting on March 12, a motion was made by the CNRC Board that *AECOM should undertake the game-changing idea, not of a corridor study but of design and cost analysis for reconstructing the University Avenue/Beverly Avenue/Third Street intersection.* The motion was seconded and the Board turned to discuss its ramifications.

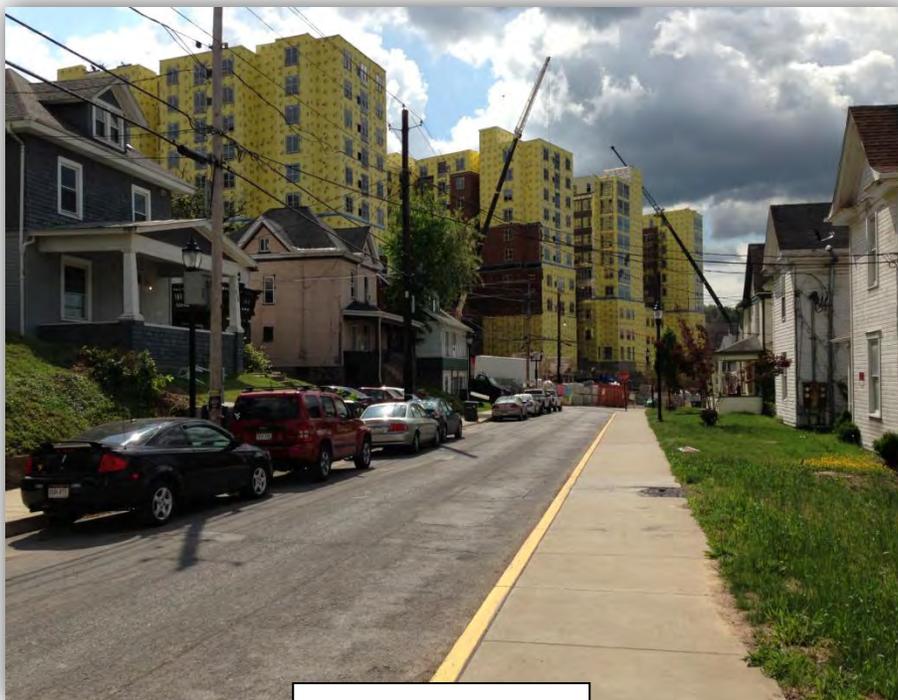
In discussion, the motion was expanded to include making Beverly Avenue one-way north *if* analysis of the three-way intersection at University Place would work best with Beverly a one-way street. On further discussion, A.J. Schwartz added that cost analysis and redesign of the Beverly Avenue/Sixth Street intersection would work best and be less expensive if Beverly were changed to one-way traffic going north. With these suggestions added to the motion, the question was called and the motion passed unanimously. And the transition from Mutt’s Place to University Place had been made.

However, the most significant “game-changing” idea put on the table by A.J. was *erection of a new parking garage at the corner of 3<sup>rd</sup> Street and Grant*

*Avenue*, catty-corner across Grant Avenue from the northwest corner of University Place. The parking area within the new garage which, in A.J.'s view should replace the proposed garage across University Ave. from University place, would house several hundred automobiles while the top floor would be dedicated to recreation on the order of the Lair Plaza.

Both of these ideas were presented by A.J. ten years ago in the original revitalization plan for Sunnyside. He resurrects them as “game-changers” in the current context, where the addition of parking and recreation space, already woefully lacking in Sunnyside as a whole, would kill two birds with one stone right at the doorstep of University Place.

Given this game-changing idea, discussion between the CNRC Board and Tom Arnold of the Parking Authority on a new garage (and parking overall in Sunnyside) became the main topic of discussion at our regular Board meeting on May 14, 2014. This discussion will continue at our next and following meetings—an idea most likely not within the timeline of the Phase II TIF Project—until we have found a way to put the combined garage and recreation area in place.



Grant Ave., June 2, 2014

## Conclusion: Next Steps:

### I

The time it took to work our way from a "visible infrastructure" TIF to a TIF that includes major reconstruction components means that we missed the opportunity in 2013 to do all things necessary to get the TIF project underway by summer of this calendar year, 2014. This was a disappointment to us. But the bright side is that we *will* have a project in the hands of AECOM in plenty of time for it to begin in the summer of 2015. In addition to that, our TIF Increment of \$2.9 million will be augmented by the 2014 increase in the tax assessments of property in Sunnyside that come on line by July 2014. This will provide us with some added increment for 2015. The City Manager will know and can bring us the information when the increment numbers have been calculated in July.

In the mean time, the CNRC Board has approved 5 significant task orders on which AECOM is now actively at work.

1. A Task Order to AECOM for design reconfiguration and cost estimate on construction of a new intersection at the confluence of Third St./Beverly Ave./University Ave., which will include a new entrance to the University-constructed Parking Garage at University Place;
2. A Task Order for design and cost estimate to reconfigure the Beverly Ave./Sixth Street intersection (as part of Task Order 1);
3. A Task Order for linear foot costs for sidewalk repair/build new and the same for alleyways, to include a "demonstration" alley which will experiment with possibilities for alternate paving, trash storage, parking, and pedestrian rights of way. The linear foot part of this task has been completed and plans will be presented to the CNRC Board for discussion at our Board meeting on June 25.

4. A Task Order for streetscape design for Third St. from Beverly Ave. to Beechurst, this design to include tree planting and street lights.

Several other potential components are still under consideration:

- City to designate Beverly Ave. one-way North and to erect signage to this effect, Summer of 2014; **discussed by Board but no action taken;**
- A feasibility study and cost analysis by the Morgantown Parking Authority on the public parking facility concepts presented by A.J. Schwartz with a timeline for undertaking and constructing such facility(ies) by the Parking Authority, should it see fit to do one or the other or both; **Study is in process.**
- A Task Order to AECOM for design and cost estimate on a new sidewalk along Grant Ave. from Sixth to Eighth Street; **not yet discussed in light of linear foot cost numbers.**
- A Task Order to AECOM for design and cost estimate on a "demonstration" alley, with emphasis on off-street parking, garbage storage and pickup, tree planting/landscaping, storm water control and pedestrian amenities, the exact alley yet to be chosen; **demonstration alley concept was discussed but no action has been taken.**
- Other potential components.

## II

### 2014-15 Work Plan: Main Objective

To reclaim our commitment to a "diversity of housing types" for Sunnyside, which will mean stemming the tide of single-student high density housing in order to accommodate the need for housing to meet the requirements of faculty (both active and retired), the urban professional, and young families as envisioned in our Comprehensive Revitalization

Plan (2004). Our commitment must include recreation amenities as well. These steps are suggested by a recent observation made by A.J. Schwartz.

In his February 21, 2014 report on our fifth Board retreat, A.J. points out that since 2004 “CNRC has, by and large, *hooked its wagon to commercial developments as they emerged*” (emphasis added). This is to say that CNRC has played little or no active role in either the planning for or the strategic choices made by these developments/developers. As a result, these “commercial developments” (see page 3 above for a partial list) are *all* single student rentals. Except for Beechview Place and one segment of Jones Place, there is not a development among them built to accommodate faculty, urban professionals, or young families. Consequently, the whole of Sunnyside is now looked at not in terms of a balance in diversity of housing types but in terms of *high density development to accommodate single students alone*.

A.J. believes there is still time, if there is the will, to bring the developmental side of things back to "a diversity of housing types" as envisioned in the Comprehensive Plan. That vision is articulated as follows:

The Comprehensive Revitalization Plan for Sunnyside seeks to create an *urbane neighborhood known for its livability, convenience and character*. With a *diversity of housing types, mixed-use development, infrastructure improvements and civic amenities*, Sunnyside will be attractive to *students, faculty, urban professionals and young families*. (Comprehensive Revitalization Plan for Sunnyside, p.iii) (emphasis added)

We might begin by consulting with/advising the city planner on ways to make the R-2 residential zone between Sixth Street and Eighth Street attractive to the owner-occupant. This would perhaps mean removing the conditional use clause from this residential zone. Or it might mean restricting the conditional use clause to types of owner-occupancy

that protect the amenities that owner-occupancy requires. One thinks of the brownstone triplexes in a Pittsburgh or a Chicago, sometimes with a book shop on the basement level, pocket parks and playgrounds in close proximity or attached. There are a thousand ways to go with owner occupancy, but the thing we must do in the near term is decide either to go in that direction, or not.

I look forward to working with the Board on achieving a balance of development intensities in Sunnyside that will lead to the family and the young professional buying into the community.



## Habitat

Montreal World  
Exposition, 1967

## Moshe Safdie

Architect



“Every man’s roof is Another man’s garden”

“A revolutionary urban housing concept, Habitat '67 modifies the 'single family dwelling' to exist concisely and effortlessly in the high density environment of a city”.

# Campus Neighborhoods Revitalization Corporation

## Proposed TIF Project for Sunnyside, Phase II, 2013-14

Preliminary Concept Plan, June 12, 2013

Prepared by Frank Scafella

I

In October 2011 the CNRC Board held its 4<sup>th</sup> annual retreat, a yearly event that began in 2007. The purpose in 2011, as in the three previous retreats, was “to review projects/progress throughout the year” and to “re-evaluate priorities in light of development changes . . . over the past twelve months”.

The main objective in 2011 was to identify projects for Phase II of the Sunnyside TIF Project. The areas of focus identified by the Board in 2011 were **housing, mobility, and open space** (“visible infrastructure”) rather than underground utilities (**water, sewer, and storm water retention**, i.e. “invisible infrastructure”).

The development plan articulated below adopts the “visible infrastructure” recommendations made in 2011 while modifying and expanding on them. As in Phase I of the TIF Project, “invisible infrastructure” will be engaged where and as necessary. We take this strategic position in light of remarks made by Morgantown Utility Board General Manager Tim Ball in a conversation on “invisible infrastructure” in early May, 2013.

My conversation with Tim Ball was in response to a question posed by Terry Hough, City Engineer, in a meeting in May on Phase II of the Sunnyside TIF: what if CNRC were to commit, up front, approximately \$1 million of its \$2.4 million projected increment to

address “invisible infrastructure” by asking MUB what it could accomplish underground in Sunnyside with that sum of money? The assumption was that deep infrastructure would spur major development in Sunnyside.

In answer to this question, General Manager Ball asserted that MUB’s primary commitment is *servicing its customers* rather than *enabling development* so far as deep infrastructure projects go. With reference to infrastructure needs at University Place, for example, he stated that (1) looping the water service to ensure adequate flow for peak usage times is not at all uncommon for structures & uses the size of University Place. Looping, in this case, is being done primarily to address peak water needs rather than to address the inadequacy of current water service; (2) the sewer line from University Place to the 48” main at the riverfront is, at this time, adequate to handle the usage increase at University Place; (3) Mr. Ball submitted that it is common for the developer to bear the cost of infrastructure upgrades for new development, notwithstanding MUB’s ongoing upgrades of water, sewer and storm services as *customers’* infrastructure needs increase. Storm water retention needs are another matter and will have to be addressed on a case by case basis as we move forward with Phase II of the TIF Project.

In light of this conversation, and in congruence with the CNRC Board’s expressed desire to address “visible infrastructure” in Phase II of the TIF project, the list of projects below constitutes a preliminary package for the Board’s consideration.

||

### **Preliminary Project List for Phase II of the TIF**

**Housing:** In October 2011 the CNRC Board observed that new housing development in Sunnyside “has not attracted the full mix of household types envisioned in the 2004” Neighborhood Master Plan. Housing development in central Sunnyside (putting aside University Place for the moment) remains dedicated to serving the single student. The traditional single family home is still the predominant housing type, but often distorted in shape, size, and appearance, often grotesquely, to fit the needs of the growing numbers of young and single university students who choose to live in the neighborhood. The traditional family no longer fits. So how do we get beyond this distortion so that the single family “household type” feels inclined to return? After all, our Neighborhood Master Plan for Sunnyside envisions low to moderate density as the continuing norm for central Sunnyside. Higher density housing, even for the traditional family, is envisioned primarily for the Beechurst Avenue corridor on the river side. We will come back to this point below.

**Mobility:** Beverly Ave., 6<sup>th</sup> Street, 3<sup>rd</sup> Street and virtually every other street in Sunnyside is inadequate to the demands placed on them by increasing densities of people and automobiles. Cars, heavy trucks, dumpsters, totes, recycle bins, trash, weeds, briar patches, overhanging underbrush, broken sidewalks, broken curbs, broken pavement, no curbs, sheer numbers of people beyond reason, are common on Beverly, Grant, McLane, you name it. How do we get beyond the distortion of over and inappropriate use of neighborhood streets built originally for the family car and the milk truck?

Our “visible infrastructure” TIF project for 2013-14 will take another step, as was taken on Grant Avenue, in the direction of

addressing this distortion of our streets. Beverly Avenue and 6<sup>th</sup> Street in particular are identified for significant upgrades.

**Open/Recreational Space:** what little open/recreational space remains in Sunnyside is primarily on its northern border and is comprised mainly of an overgrown gully and steep hillside just off 6<sup>th</sup> Street. The Master Plan for Sunnyside designates the area as “Seneca Park”. This parcel of (largely) city owned land, left for decades to grow wild, is currently held hostage by night-time activities of youth and by ownership of its upper portion by a development corporation who has been approached to donate this land to the City of Morgantown for a tax benefit. But the plan articulated below proposes that the Board of Parks and Recreation take the city-owned portion of this property in hand and move it in the direction of passive and active recreational activities. Dave Kelly and I will continue to work toward the proposed “Seneca Park” with the help of Mark Wise, Director of BOPARC, and his staff. We will recommend that a good portion of the \$70,000 line item for Seneca Park remain in our 2013-14 budget for creation of passive and active recreation on this site. Our immediate aim should be to gain a foothold for Seneca Park before the students return to town in August.

### **The Project List**

**Sixth Street:** Reconfigure intersection of Sixth Street & Beverly Ave. Open a 30 ft. right of way for Sixth Street from its junction with Beverly to Grant. Add a pocket park to replace a sizable area of weeds and brush at junction of Beverly & 6th St. Add a new sidewalk with bike lane from Beverly to Beechurst. At Beechurst, add crossing light for pedestrian and bicyclist. Also add Street lights, along with planting strip for trees between sidewalk and street, if possible.



**Beverly** **6<sup>th</sup> Street**  
Pocket park in green area beyond telephone pole (above) at intersection.



Looking up 6<sup>th</sup> St. from Grant Ave.

**Beverly Ave.:** Pedestrian/Bike ways from Sixth Street to Third St. Add Street lights. Recover sidewalk right of way from multi-unit apartment complex at North end of Beverly; sidewalk ROW now marked for and used as private off street parking. New sidewalk for pedestrian traffic on west (downhill) side of Beverly. Bicycle lane at curb on west side of Beverly. Create pocket park on green space at intersection of Beverly & 6<sup>th</sup> Streets. Move street parking to Beverly Alley.



Perpendicular parking in City ROW granted by City; can be reversed. Move parking to Beverly alley. Sidewalk (left photo) for pedestrian traffic only. Bike lane along curb. Remove guard rail (photo on right), fill and create pocket park where guard rail, briars and brush now grow.

**Beverly Alley.** This alley, running parallel to and between Beverly and Grant, is being proposed for the Model Alley Project not realized in Phase I of the TIF Project. The Model Alley Project will extend from 3<sup>rd</sup> Street to Sixth St. The unopened portion of the alley at 6<sup>th</sup> St. will be opened just below the reconfigured intersection with Beverly. Move parking and trash storage/pickup to Alley. Add parking, pave, and landscape the alley to provide an alternate pedestrian way to Third St.



Beverly Alley looking north to 6<sup>th</sup> Street  
Some resident parking in place. Bldg on  
Right may need to go.



Beverly Alley looking south to 3<sup>rd</sup> Street  
Very narrow opening at 3<sup>rd</sup>



Alley ends 50 yards short of 6<sup>th</sup> Street.  
To be opened as part of TIF project.

**Third St.:** Pave sidewalk on north side of St. from Beverly to Grant. Sidewalk improvement from Grant to Beechurst to accommodate bicycle and pedestrian traffic. Either add pedestrian crossing light at Third & Beechurst or bike lane on eastern sidewalk of Beechurst from Third to 8<sup>th</sup> Sts.



3<sup>rd</sup> St. looking uphill toward Beverly



University Place, June 1, 2013, from Grant Ave.



**McLane Alley:** Upgrade and pave from Sixth St. to end of alley at Summit Hall on Houston St. At Houston St., create pedestrian/bicycle way from end of McLane Alley up incline to Houston and Honors Dorm. Recycling station to be located at old Seneca Elementary. Also consider possible parking facility via Parking Authority.



Third Street entrance to McLane Alley. Former Seneca Elementary School. Possible site for Recycling Station



Garbage and litter pervasive



3<sup>rd</sup> St. looking South toward Honors Dorm



Expansive site for possible parking facility; dilapidated houses removed



Summit Hall Bike & Ped connection to Houston St.

**WiFi:** Wireless networking technology for the whole of Sunnyside.

**Wayfinding Signage,** including travel times, for walking/biking in Sunnyside and to Rail Trail.



**Seneca Park** development to the extent that ownership, a single family residence, and other issues permit. Consult with Mark Wise



**6<sup>th</sup> St.** entrance to city owned property; car blocks Entrance in disregard of sign.



Site to be cleared for passive/active Rec; Storm drop just above Grant Ave.



Upper park land at end of paved section of Beverly Ave.



**Beverly Ave.** ends at "One Way" sign on Grant Ave. Opening of it would create an ideal pedestrian/bicycle way.



Lower Seneca Park at Grant Ave., upper edge of lawn

**Sidewalk and Alley** upgrades/repair (as resources permit) throughout Sunnyside, but especially on North end of Grant and in area North of Sixth St. Other sidewalks will be included as funding permits.



Extend sidewalk on Grant from 6<sup>th</sup> to 7<sup>th</sup>



Extend sidewalk on McLane from 7<sup>th</sup> to 6<sup>th</sup>

**Adopt Design Standards to cover renovation of older homes and building new:** some examples, positive and negative.

*Positive*



Sixth St. and Grant Ave./McLane





Third Street & McLane Alley



McLane Alley at 3<sup>rd</sup> Street



Houston at 2<sup>nd</sup> Street Alley



*Negative*



Corner of 7<sup>th</sup> and Grant Ave.



Corner of 6<sup>th</sup> St. & Grant Ave.



Front on Grant Ave. across from University Place townhomes



Rear



Also faces on Grant at U. Place



McLane Alley at 3<sup>rd</sup> St.



McLane Alley



University Place April 2013



Beverly Alley & 3<sup>rd</sup> St.



**A Campus Connector** for bike and pedestrian traffic along University Avenue from the Evansdale Campus through the Metro Properties complex down to Beverly Avenue and the downtown campus is under consideration. Also under consideration is a **redesigned vehicular entrance/exit** to University Ave. to/from Metro Properties at North Street where a rental triplex, pictured below, interferes significantly with a driver's line of sight to oncoming traffic up University Ave. At the moment, both projects depend on acquisition of the triplex property by Metro Properties with the triplex owner demanding no less than \$300K.



Bicycle rider (left photo) is on University Ave in front of triplex. Main Exit from Metro Properties (right photo) goes up the steep slope to University Ave. At the U. Ave. exit, a driver cannot see right past the triplex (center top) for oncoming traffic up University Ave. Nor can oncoming traffic see that someone wants to exit Metro Properties. If/when the acquisition/sale is made, TIF money is proposed for design of a gateway to Metro Properties

The city's planning and engineering departments are working up preliminary specifications and \$ figures on these proposed projects. Now is the chance for the CNRC Board to make recommendations of its own on the above list by adding to, deleting, modifying, expanding according to our best judgement of what is possible, necessary and desirable.

## **“Marina Residential District” & “Power Plant Park”**

Areas B & C, Master Plan for Sunnyside, 2004

**The Sunnyside Riverfront:** I propose that, as we move forward with our TIF project, we expand our vision of Housing, Mobility, and Open/Recreational Space to include areas identified as B & C in our Master Plan. Developing these portions of Sunnyside’s riverfront can have an impact on Sunnyside similar to the impact on Morgantown of a revitalized Wharf District. I have attached, for the Board’s convenience, the 2004 Comprehensive Plan map which identifies Areas B & C in context of the Plan as a whole.

To take this development opportunity in hand and to move it to completion would be a bold move on our part, yet a very practical one. In itself the revitalization of Areas B & C will do more than any other thing we could do to move the Sunnyside TIF district beyond the distortions of incapacity, overcrowding, hodge podge and ramshackle “development” and lack of open/recreational space to a new and urbane cultural mix envisioned by our Master Plan. But to move forward with these two riverfront projects means that we will have to address the brown field which was Beaumont Glass as well as ownership of the site. We will have to raise capital, secure land that is not now ours, and do so by calling on the development expertise and financial resources readily available among us locally as well as on a national level.

We would probably be looking at a 1-5 year time frame for realizing riverfront projects B & C. By we need to move decisively now to seize this redevelopment opportunity before someone else acquires this riverfront property, or decides to use what they have, and thereby preempt what is now an option for CNRC.

I am confident that we can accomplish both the TIF Project and development of areas B & C in concert with one another. There may be uncertainty, if not disagreement, on this. But what have we gained from not having taking this step during the past ten years?

Following are snapshots of areas B & C as they exist today.



This is the brown field which must be remediated. The problem is localized, however, to the area of this site where the photographer is standing, a point right next to the current Surplus City building. Four feet of earth must be removed in an isolated area of the former Beaumont production site. Fortunately for us, Jim Hunt was proactive on this brown field. He left us three large file folders of information on its history, current ownership, and preliminary estimates for remediation. My next project will be to cull the information from these folders, order it chronologically, summarize where necessary, and provide the Board with the overview of the task before us. Please note, however, that Area C in our Master Plan designates this site for a recreational area. It could, if we choose, look similar to the Hazel Ruby McQuain Park but on a larger scale.



Reverse view of site with rail trail & Beechview Place on right.



South exit from site to the rail trail.



Surplus City and the power plant, looking north.



Museum artifacts.



Current residential and business structures on sites B & C from the rail trail side of Beechurst Avenue.



Rear view



Fronting on Beechurst



To: David Martinelli, Ph.D.  
Paradigm Development Group, LLC

From: Scott LeRose, P.E.  
E.L. Robinson Engineering Co.  
Transportation Manager

Re: Intersection of University Avenue with Third Street and Beverly Avenue  
Morgantown, Monongalia County, West Virginia

Date: July 8, 2013

At the request of Paradigm Development Group, LLC (PDG) a field visit was conducted on June 26, 2013 of the intersection of University Avenue with Third Street and Beverly Avenue. The purpose of this visit was to assess the issues that currently exist at this location. Upon completion of the site visit, E.L. Robinson Engineering Co. (ELR) was asked to propose several options that would provide for the safe and efficient movement of vehicular and pedestrian traffic at this problematic intersection.

### **Existing Intersection**

University Avenue currently serves as a primary connector between the Sunnyside area and WVU's Downtown Campus. Based on a recent traffic count that was performed through the Sunnyside area, the Average Daily Traffic (ADT) on University Avenue was approximately 10,000 vehicles per day.

The alignment of the existing intersection of University Avenue with Third Street and Beverly Avenue is extremely undesirable. Beverly Avenue's approach to University Avenue is highly skewed (see Photos #1 & #2). Third Avenue is very steep at this location (see Photo #3). A dwelling that is located on the corner of Beverly and University Avenues, as well as the curvature of University Avenue, significantly reduce sight distance. On-street parking along Beverly Avenue reduces the sight distance of motorists on Third Street as they approach the intersection (see Photo #4). There is also a substantial grade change at the intersection of University Avenue and Beverly Avenue (see Photo #5). Although there is a significant amount of pedestrian traffic in the area, the City of Morgantown has indicated that speeding is an issue in the vicinity of the intersection.

Noting the above issues concerning efficiency and safety, as well as citing the City of Morgantown and West Virginia University's commitment to redeveloping the Sunnyside neighborhood, it is our recommendation that the referenced intersection receive significant pedestrian and vehicular traffic improvements. By upgrading the intersection, a pedestrian friendly crossing at Third Street can be accomplished, connecting Beverly Avenue and other streets to the future University Avenue commercial corridor. In addition, by increasing the efficiency of vehicular traffic at this intersection, the efficiency of the Sunnyside's road network will increase significantly.

### **Proposed Improvements**

There is a need to improve the intersection of University Avenue with Third Street and Beverly Avenue. While improving the layout of said intersection, it is prudent that we consider the current construction of University Place and the proposed parking area that is to be located across University Avenue from University Place. The access to these sites will play a key role in the modifications to the intersection. The following options are proposed for this location:

#### **Option #1 – Signalized Intersection with Beverly Avenue One-way**

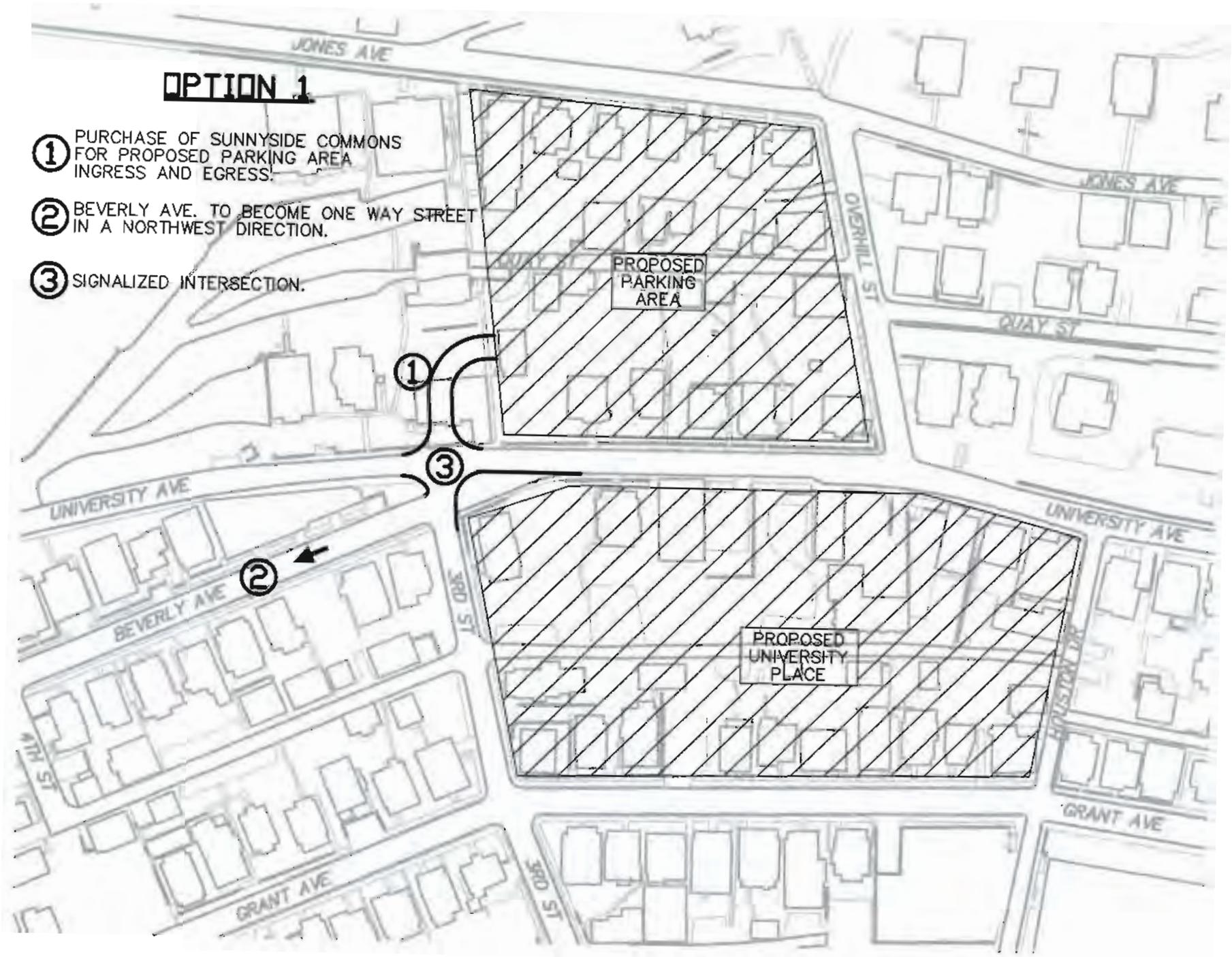
Create a signalized, Plus-type (+) intersection with University Avenue, Third Street and an access point to the proposed parking area. Signal timing would need to be coordinated with the existing signal at the intersection of Campus Drive and University Avenue. The vertical alignment of Third Street, as it approaches University Avenue, will have to be modified to provide a smooth transition to University Avenue. Under this scenario, Beverly Avenue will become a one-way street and therefore need to be modified to match the revised grade of Third Street. The direction of travel along Beverly Avenue would be northwest. Traffic will no longer be able to cross Third Street to access University Avenue. Signage to prevent vehicles traveling southeast on University Avenue from turning onto Beverly Avenue would be recommended. This will eliminate the most difficult and awkward movement at this intersection. It will also be recommended that the left-turn movement from Third Street to Beverly Avenue be prohibited. This will eliminate a conflict point and slow down traffic trying to access Beverly Avenue from University Avenue. Access to Beverly Avenue would still be available via Fourth Street and Sixth Street. A "No Right Turn on Red" sign would be recommended for the Third Street to University Avenue movement, due to the sight distance concerns.

The property currently occupied by Sunnyside Commons would need to be acquired, such that the ingress/egress to the proposed parking area would be located opposite University Avenue from Third Street. In addition, a wall would need to be constructed on the north side of what is now Sunnyside Commons to protect the land and house on the adjacent property, as well as provide grade separation for the ingress/egress to the parking area.

This scenario would accommodate pedestrian crosswalks quite well. There is currently a significant amount of pedestrian traffic at this location. The addition of University Place and the proposed parking area will significantly increase the amount of traffic in the vicinity of this intersection. A signalized intersection with crosswalks is by far the safest, and most efficient, way to move vehicular and pedestrian traffic. Again, the signal may also help reduce the number of vehicles speeding through this ever-growing area.

# **OPTION 1**

- ① PURCHASE OF SUNNYSIDE COMMONS FOR PROPOSED PARKING AREA INGRESS AND EGRESS.
- ② BEVERLY AVE. TO BECOME ONE WAY STREET IN A NORTHWEST DIRECTION.
- ③ SIGNALIZED INTERSECTION.



E.L. ROBINSON ENGINEERING CO.

5088 Washington Street West  
Charleston, WV 25313  
Tel (304) 776-7473  
Fax (304) 776-6426

Paradigm Development Group, LLC  
Third Street Intersection Improvement Project  
Morgantown, WV

7/8/2013

OPTION #1

DESCRIPTION	UNIT	QUANTITY	UNIT COST	TOTAL COST
THIRD STREET ROADWAY IMPROVEMENTS	LS	1	\$150,000.00	\$150,000.00
BEVERLY AVENUE IMPROVEMENTS	LS	1	\$75,000.00	\$75,000.00
TRAFFIC SIGNAL	LS	1	\$200,000.00	\$200,000.00
PURCHASE OF SUNNYSIDE COMMINGS	LS	1	\$450,000.00	\$450,000.00
			Sub-Total=>	\$875,000.00
			15% E&C=>	\$131,250.00
			Total=>	\$1,006,250.00

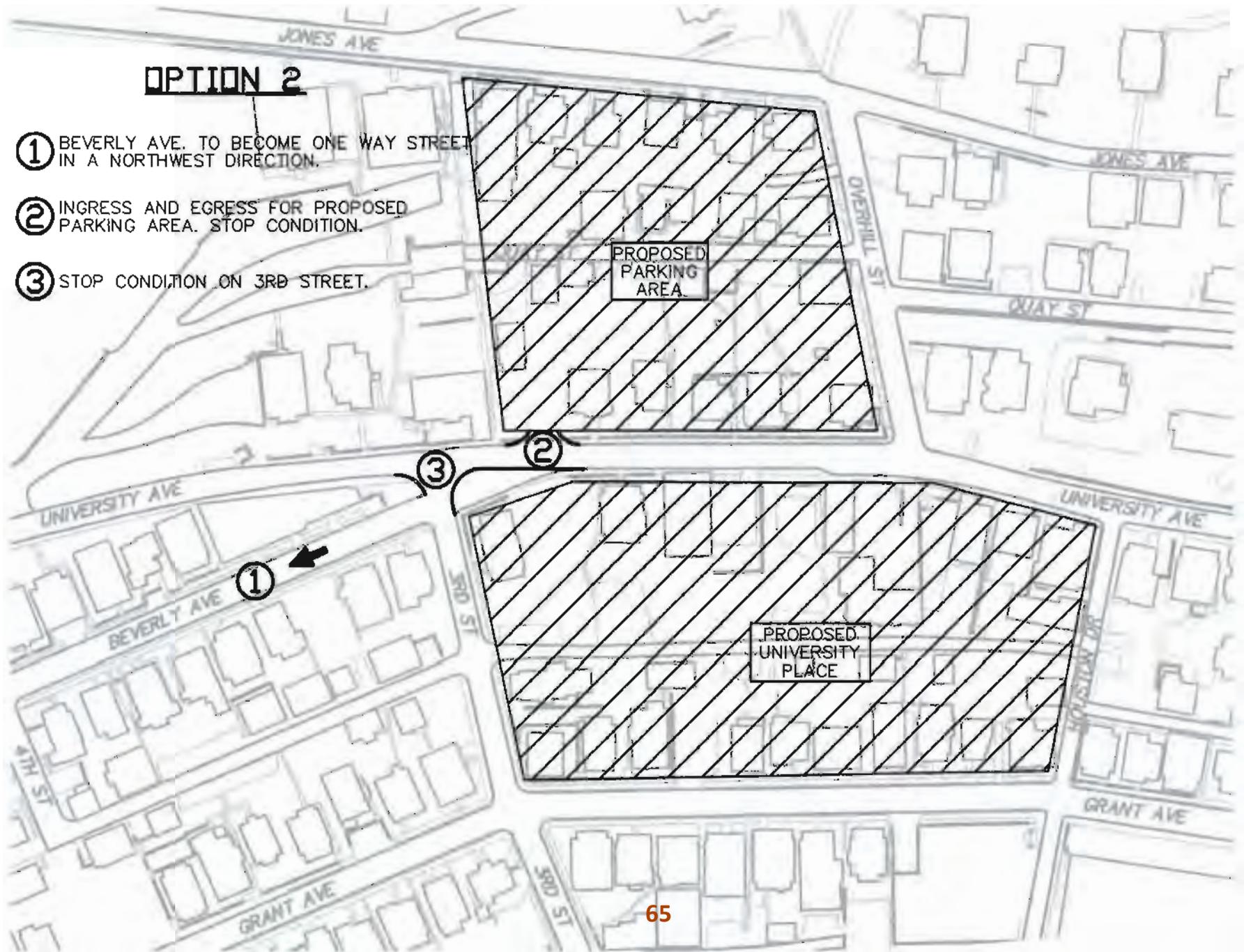
### **Option #2 – Signed, Offset Intersection with Beverly Avenue One-way**

Create offset, T-type intersections with one being University Avenue and Third Street and the other being University Avenue and an access point to the proposed parking area. These intersections would be separated by approximately 100 feet along University Avenue. Both Third Street and the parking area access point would have signed stop conditions. Due to the heavy traffic flows on University Avenue and its potential to tie-up nearby intersections, no stop conditions will exist. Third Street would remain in its current location, with modifications to the vertical alignment as it approaches University Avenue. Vehicles accessing University Avenue from Third Street and the parking area access point would have to enter the traffic stream when possible. Beverly Avenue would become a one-way street, with travel in the northwest direction only. Its vertical alignment would have to be modified slightly to match the new alignment of Third Street. Signage to prevent vehicles traveling southeast on University Avenue from turning onto Beverly Avenue would be recommended. This will eliminate the most awkward and dangerous turning movement that currently exists at the intersection. A wall would need to be constructed on the southeast side of Sunnyside Commons in order to provide grade separation for the ingress/egress to the parking area.

Although this scenario is much less costly, due to the unobstructed flow of traffic along University Avenue and no clearly defined pedestrian crossing areas, this option is much less desirable as it pertains to the safe and efficient movement of vehicular and pedestrian traffic. Vehicles accessing University Avenue from Third Street and the parking area access point will likely struggle to find an opening in the traffic stream, especially during peak hours. Sight distance will still be an issue for those pulling out of Third Street onto University Avenue.

## OPTION 2

- ① BEVERLY AVE. TO BECOME ONE WAY STREET IN A NORTHWEST DIRECTION.
- ② INGRESS AND EGRESS FOR PROPOSED PARKING AREA. STOP CONDITION.
- ③ STOP CONDITION ON 3RD STREET.



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Paradigm Development Group, LLC  
Third Street Intersection Improvement Project  
Morgantown, WV

7/3/2013

OPTION #2

DESCRIPTION	UNIT	QUANTITY	UNIT COST	TOTAL COST
THIRD STREET ROADWAY IMPROVEMENTS	LS	1	\$150,000.00	\$150,000.00
BEVERLY AVENUE IMPROVEMENTS	LS	1	\$75,000.00	\$75,000.00
			Sub-Total=>	\$225,000.00
			15% E&C=>	\$33,750.00
			Total=>	\$258,750.00

Photo #1



Photo #2



Photo #3



Photo #4



Photo #5



**A. Purpose of the Annual Retreat, Bus Tour and Summary Report**

The 2013 Sunnyside Up Board Member retreat was conducted on August 14, 2013 and represents the Board's 5<sup>th</sup> such workshop. The previous retreat was held in October 2011. The purpose of this year's Retreat was to discuss the potential aspects for projects related to the second Tax Increment Financing (TIF), to some degree to evaluate potential projects for ongoing reinvestment in the neighborhood. Over the 4-hour retreat, Board members and Staff discussed several topics:

1. Overview of the Comprehensive Plan, and the "wish list" of potential projects as related to the upcoming TIF;
2. Consideration of the original vision of Sunnyside and evaluation of whether the current direction is appropriate or should be changed;
3. Narrowing down options to a list that meets the existing TIF budget (\$2.4 million); and
4. Prioritizing the most pressing/constructive infrastructure initiatives, looking toward significant revitalization.

At the end of the retreat, a bus tour was organized for the following Saturday to further investigate and understand issues and implications for the projects discussed. Please see Appendix 1 for a summary of the bus tour discussions/considerations.

**B. Organization of the Summary Report**

The following Report memorializes the outcomes of the Annual Retreat's discussions and decisions. The document is presented in the following sections:

- List of attendees and agenda; and
- Key highlights and discussion points including recent project completion, overall issues and opportunities, vision, and upcoming goals/priorities.

**C. Participants**

Environmental Planning and Design, LLC, author of the Sunnyside Up Revitalization Plan, was the Retreat's facilitator. Frank Scafella, Executive Director of Sunnyside Up and Reed Tanner, President of the Sunnyside Up Board, served as secondary facilitators.

**D. Public Comments**

After the Board Retreat meeting was called to order, brief announcements were made before the meeting was opened up to public comments.

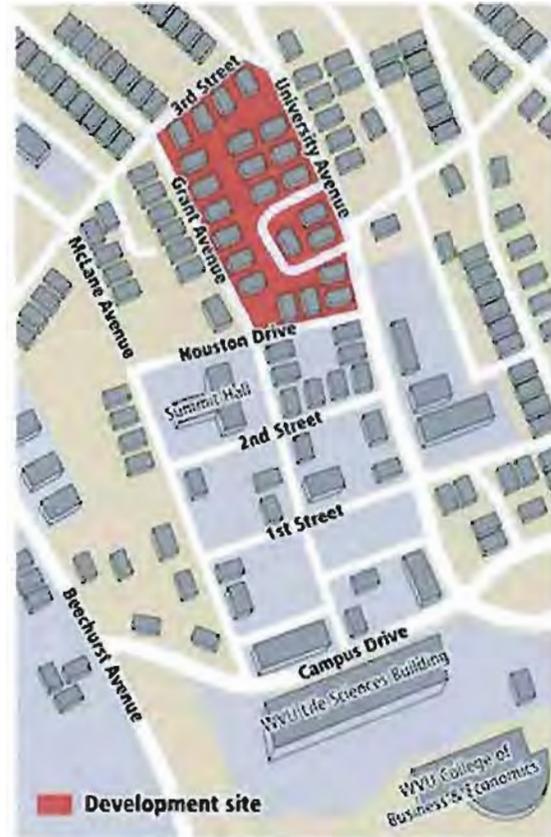
1. University Place

Representatives from the University Place project were present to provide an update to the Board and to request participation in the proposed development.

- a. University Place is a \$70 million residential and retail complex that is expected to be completed in fall of 2014. The University entered into a long-term lease and development agreement with Paradigm Development Group LLC, a land development organization; University Place will feature two multi-story buildings on three acres of land between University Avenue, Grant Avenue, Third Street and Houston Drive. In addition to

approximately 265 residential units, the complex will host 29,650 square feet of retail space that would include a full-service grocery store, a fitness center, community outdoor space and other perks. Although the site is lacking pedestrian connections

to the rest of the neighborhood and campus, it is envisioned to be a "great pedestrian place" with "vibrancy, gravity and eyes on the street." Along University Avenue, 15' wide sidewalks will be developed. Sidewalks will be a maximum of four feet wide around the remainder of the development. This narrow constraint is caused by the right-of-ways along 3<sup>rd</sup> Street, Grant Avenue and Houston Street.



*University Place Construction*

- b. Forty parking spaces will be provided on site. An additional two acres facing University Avenue, across the street from the building, will hold 200 parking spaces for residents and retail customers.



*University Place Rendering*

- c. Based on the City's zoning and land development regulations, the developer is obligated to provide 200 spaces for its residential and retail customers via a surface lot. The developers feel that, with help from a portion



*Third Street/University Avenue/Beverly Avenue intersection. Location of the University Place proposed parking garage ingress/egress is planned to form the 4<sup>th</sup> leg of the intersection (to be constructed at the right side of the image).*

of the TIF financing, a parking structure that accommodates 550 spaces could be developed and the additional spaces could be rented to commuting students and university faculty/staff.

- d. West Virginia University owns the land where the garage will be located; a fifty year land lease with the Morgantown Parking Authority will allow them to manage the structure until the end of the lease. The developer will be responsible for the financing (\$10 – 11 million total) and construction of the parking garage.
- e. The bulk of the parking garage will be financed through a bond. However, the lender has asked the developer to increase the equity portion of the financing. The developers are asking for \$800,000 to \$1 million to help with the overall financing of the structure. This funds would be dedicated to the parking garage and could not be repaid and used for additional projects in the community.
- f. The developer feels that the 350 extra spaces could be leased to commuting students and faculty. There is anecdotal evidence of inadequate and inconvenient faculty parking.

- g. Because the targeted customers for additional parking are students and faculty, there would be no specific “rush hour” but traffic is anticipated to increase in the afternoon from 3:30 to 7:00. University Avenue is currently



*University Avenue looking towards University Place. 22' wide cartway with two-way traffic and no on-street parking.*

There is no room for turning lanes and no plans to widen the road as part of this project. One parking garage point of ingress/egress would be located on University Avenue and another would be located on Quay Street. There appears to be a potential for traffic back-up.

h. The Sunnyside Up Board has two major decisions to make related to the University Place development.

- Will a portion of the second TIF be dedicated to the parking garage's equity contribution?
- Should improvements to the Beverly/3<sup>rd</sup>/University intersection be made with TIF funds?

2. Other public comments are integrated into the following discussions.

## E. Phase 2 TIF Discussion

### 1. Initial TIF Ideas

The Phase 1 TIF has proven to be a transformative tool. It appears that people, even some historic/former naysayers of the Sunnyside Up revitalization effort, have taken notice and acknowledged that the TIF spending was an effective investment leading to further private-sector reinvestment in the neighborhood. The City, University and Sunnyside Up are now considering a second TIF, commonly referred to as Phase 2 TIF. It appears that the timing is right to move forward with this phase because of the upcoming projects and projects currently under construction. Based on a multitude of meetings, conversations, and planning efforts to-date, a comprehensive list of potential TIF improvements or projects have been outlined for further Board consideration. These projects as outlined below are not listed based on priority and merely represent possibilities.

- a. Reconfigure and enhance Beechurst, Beverly Ave. & 6th Street including intersections.
- b. Enhance Beverly Ave., 3rd St. to 6<sup>th</sup> and change to one way traffic.
- c. Open Beverly Alley at 6th St.
- d. Develop Beverly Alley as a Model Alley.
- e. New sidewalk on the west side of Grant Ave.
- f. Sidewalk replacement on the northwest side of 3rd St. from Beverly Ave. to Beechurst with bike lane.
- g. Sidewalk upgrade on the west side of University Ave. from Houston to Campus Drive.
- h. Complete sidewalk on Grant Ave. from 6th St. to 8th St.
- i. Wayfinding signage.
- j. Repave University Ave. from 3rd St. to Campus Drive and make major H type storm drops functional.
- k. Pave the alley parallel to and between Grant & McLane from 8th Street to 6th.
- l. Pave alley parallel to and between Beechurst & McLane between 6th & 5th Streets.
- m. Create a sidewalk through Metro Towers.
- n. Create pedestrian/bicycle way on McLane Alley from the southeast end of the alley to Houston St.
- o. Create a Recycling Center at 3rd St. and McLane Alley.
- p. Paving and drainage for all alleys before doing a Model Alley.
- q. Proposed Seneca Park.

2. TIF Considerations

A primary purpose of the discussions at the Retreat was to filter through all the options for the Phase 2 TIF funds, weighing the merits and importance of each option. Overall the options can be grouped into four categories.

- a. Pedestrian/bicycle connections: These projects would complete tasks that have been started with the Phase 1 TIF and focus primarily on “moving people through” the neighborhood—particularly on pedestrian, bicycle and bus/van movement.

- i. Reconfigure intersection of Beverly Ave. & 6th Street; widen 6th St. to 30 feet from Beverly to Grant, including new sidewalk\* on NW side from Beverly to Beechurst, with a pedestrian crossing signal at Beechurst and a bicycle lane along sidewalk.

- ii. Beverly Ave., 3rd St. to 6th: one way traffic NW; parking on one side; new sidewalk NE side; bike lane; trees in planting strip W side (all as recommended in SS Revitalization Plan).



*Beechurst Place*

- iii. Remove from TIF list new sidewalk W side of Grant at request of Douglas Warden, property owner/developer W side of Grant Ave.  
iv. Sidewalk replacement NW side of 3rd St. from Beverly Ave. to Beechurst; bike lane on sidewalk at Beechurst to 6th Street crossing to rail trail.  
v. Sidewalk upgrade W side University Ave. from Houston to Campus Drive.  
vi. Complete sidewalk on Grant Ave. from 6th St. to 8th St.

\* All sidewalk construction must include underground electrical service for new pedestrian light poles & safety service contact with 911, even though poles are not installed at time of upgrade.

- b. Roads and infrastructure: There are a number of road and infrastructure projects that would enhance the neighborhood. In addition widening Beverly Ave., which was on the original TIF idea list, the Beverly/Third/University intersection could be fixed/upgraded. Also, storm water drainage enhancements could be made in the neighborhood.
- c. Alleys: Improved grading and paving, storm water management, centralized garbage collection, access to properties (safety) and removal of dilapidated old garages. Additional parking spaces may be gained depending upon results of the assessment of alley garage/structure usage.
  - i. Beverly Alley as a "Model Alley": emphasis on pedestrian use and safety while providing for through traffic, parking, centralized garbage collection, storm water issues, residential quality of life.
  - ii. Alley parallel to and between Grant & McLane: pave from 8th Street to 6th.
  - iii. Alley parallel to and between Beechurst & McLane: fill pot holes and pave between 6th & 5th Streets.
  - iv. Paving and drainage for all alleys before doing a Model Alley.
- d. University Place parking garage: Previously discussed.
- e. Several other potential projects that appear to be low priority and, based on the Board discussions at the Retreat, should probably not be a part of the second TIF.
  - i. Open Beverly Alley at 6th St., 21% grade.
  - ii. Wayfinding signage strategically placed, e.g. directing bicyclists via Grant Ave. & Beverly/McLane/Beverly alley to 6th Street for Beechurst crossing to rail trail.
  - iii. University Ave. from 3rd St. to Campus Drive: street to be milled down and repaved to make major H type storm drops functional.
  - iv. Campus Connector through Metro Towers: create sidewalk that separates pedestrians and automobiles for pedestrian safety and undue liability.
  - v. Create pedestrian/bicycle way on McLane Alley from SE end of Alley to Houston St.
  - vi. Recycling Center at 3rd St. and McLane Alley.

- vii. Proposed Seneca Park should be last on list; use resources for new sidewalks.

#### F. Open/Board Discussion

1. With the first TIF, approximately 2,900 feet of sidewalk were constructed. The current wish list includes approximately 3,600 feet of sidewalk. Without allocations for the University Place parking garage, the second TIF could be used to pay for all 3,600 feet of sidewalk on the list.
2. A student bus stop was constructed on Grant Street with the first TIF. Since that project was completed, the need for bus pullovers has become apparent. This would solve the problem of traffic getting backed up behind busses. Other shuttles and buses cause similar problems on narrow neighborhood streets. Bus/van pull-offs would solve some traffic and crowding problems in the streets.
3. Sidewalk lighting is effective and attractive but it is worth considering whether mounting the lights on existing poles is a better value.



*Standard single and double-head pedestrian-scale street lights installed as part of Sunnyside's Phase 1 TIF.*

4. The preference from the majority of Retreat attendees was that the pedestrian/bicycle connections should be a focus; neighborhood enhancements were the original emphasis and these efforts should be completed before moving on to a different focus area. There is an argument that since sidewalks are the responsibility of the adjacent property owner, the TIF should not be used for sidewalks.
5. Some retreat attendees felt that infrastructure projects like traffic and stormwater drainage should be undertaken as a part of the second TIF.
  - a. Upgrades to the 5-way Beverly Street/University Avenue/Third Street intersection
  - b. Storm water drainage enhancements (note that the Morgantown Utility Board levies a tax that is to be used, in part, for storm water drainage enhancements)
  - c. Opening up paper streets to traffic
  - d. Paving the alleys in the neighborhood
6. Fixing the alleys in Sunnyside was an important original goal. Sunnyside is the only area in Morgantown that continues to maintain dirt or gravel alleys. The alleys make garbage collection difficult because garbage trucks can't navigate through the alleys. Also, additional parking spaces could be created if it were easier for cars to utilize the alleys and the rear areas of the houses. Most people are in agreement that something needs to be done about the alleys. There are two options for this undertaking:
  - a. Re-grading and paving all alleys could be completed with the second TIF.
  - b. Alternatively, one model alley could be completed with more extensive upgrades like storm water management, consolidated dumpsters and new parking spaces. This would have to be strategically chosen to be a high visibility alley because the upgrades will be more costly and more extensive.

7. Creating "Green Alleys" is another option, although it is considerably more costly. For example, using the alleys for more extensive storm water management with porous paving (refer to Chicago and Philadelphia alley/storm water references in Appendix 2).

## **G. Next Steps**

Based on discussions at the Retreat, a bus tour was organized for the following Saturday (August 24, 2013) so that Board members can better understand issues and opportunities, make more informed decisions about priorities in the community and look at the location of potential projects in the context of where they are and what has been done to-date. The Board members felt that to understand what is essential to continuing reinvestment in the neighborhood and build consensus regarding what is needed to stimulate developers to make investments. The creation of an itemized list of prioritized projects is the goal of the bus tour and subsequent discussion.

Ultimately, the Board wants to set a direction for projects/improvements for the Phase 2 TIF so that a well-defined Request for Proposals can be completed and released to a selection of qualified consultants.

1. Most or all of the sidewalk projects could be completed with the \$2.4 million TIF.
2. Infrastructure projects could be costly depending on unknown factors related to utilities, underground conditions, etc. There is the possibility that only one project (e.g. the University/Third/Beverly intersection) could be completed with the Phase 2 TIF funds.
3. Addressing the alley situation could take two routes: undertaking one costly "model alley" with a complete overhaul and some green infrastructure added or basic re-grading and paving of all alleys. Either of these could use the entire TIF.
4. The question of funding the parking garage needs to be considered and other priorities need to be set if the \$800,000 to \$1 million requested will be dedicated to the parking garage.

## **H. Appendices**

1. Summary of Bus Tour
2. Chicago Green Alleys Manual
3. Philadelphia Porous Paving information

On August 24, 2013, as a follow up to the August 2013 Sunnyside Up Board Retreat, a bus tour of selected areas was organized to help facilitate understanding and decision-making regarding projects to be completed with the second TIF.

The following people attended the bus tour:

Bill Kawecki  
Reed Tanner  
Dave Kelly  
Jenny Selin  
David Sutterfield  
Narvel Weese  
Andrew Schwartz

The group met at Sixth Street then traveled to Seneca Park to view the potential basketball court. From there the group traveled on Grant Street past University Place, along Houston Street and Quay Street and through several alleys. Afterwards they traveled past University Place a second time, to the intersection of Seneca and Sixth Street, around Beechurst Place and to the Beaumont Glass site.

The following discussion represents the overarching points and discussions during the bus tour. The entire Sunnyside Up board was not present so no final decisions were made. However, observations and discussions could be used at future board meetings.

1. Beverly Alley and Sixth Street.

Potential Project: Open Beverly Alley at Sixth Street.

- The connection of Beverly Alley and Sixth Street is very steep. Currently there is a set of steps with a paper street right-of-way. Tour participants did not feel that this was a realistic project for the Phase 2 TIF.



*Beverly Alley between Fifth and Sixth Streets.*

- The tour participants discussed the creation of a pocket park at the Sixth Street and Beverly Avenue intersection. The intention for this pocket park was to take the existing vacant lot and clean it up with nice landscaping; there was no intention for active space or accommodations for basketball or other sports. If the intersection of Sixth Street and Beverly Avenue is fixed, this pocket park will likely be a natural extension of those improvements.

2. Grant Street.

Potential Projects: construct new sidewalks on the west side of Grant Street; complete sidewalk on Grant Street from Sixth to Eighth.

There are sidewalks that are needed along Grant Street and it makes sense to work towards completing these sidewalks because there is a clear need for connections. Tour participants had several questions related to the construction of these sidewalks. In light of upcoming private development, such as the planned construction of townhomes along Grant Street from the bus stop west to the Fifth Street right-of-way, when should the sidewalks be constructed? If private development is occurring, should the sidewalks be constructed with TIF funds?



*Some portions of Grant Street have sidewalks while others do not, as shown in the picture above.*

3. Third Street.

Potential Project: Sidewalk replacement on the northwest side of Third Street from Beverly Avenue to Beehurst Street with bike lane.

Along Third Street, there is a 4' sidewalk proposed along the University Place development, which is not ADA compliant. Across the street on the west side, there are missing sidewalks. Pedestrians prefer Third over Sixth and there is significantly more pedestrian traffic along Third.



*Third Street with University Place construction in the background*



*Third Street*

In order to accommodate pedestrian traffic and be in compliance with ADA, the sidewalk should likely be 6' wide. The tour participants discussed a series of questions. Will the street width and the location of adjacent homes accommodate this sidewalk width? This will be a significant challenge and could require more funds than just the cost of constructing sidewalks.

4. Beverly/Third/University Intersection.

Potential Projects: Reconfigure and enhance Beechurst, Beverly Avenue and Sixth Street including intersections; enhance Beverly Avenue, Third to Sixth Streets and change to one-way traffic.

According to the City of Morgantown estimates, it could cost \$1.5 to \$1.8 million to fix this intersection. Bus tour participants again debated whether the actual improvements would justify the cost. Could traffic congestion and problems be solved effectively enough to justify the cost? Moreover, can the intersection be practically fixed based on geometry and topography?

5. University Place.

Potential Projects: University Place parking garage contribution.

Narvel Weese, a tour participant, shared schematics of the University Place parking garage. Other tour participants had questions about how ingress and egress could work considering the topography, slope, width and traffic on Quay Street. Additional concerns were expressed about the ramp entry/exit onto University Avenue.

6. Seneca Park.

Potential Projects: Proposed Seneca Park.

An informal basketball court with a hoop is located at the upper portion of Seneca Park. There is a possibility of creating a real half court with a basketball hoop where an existing informal court and hoop exists now. There are problems with the space and



*Existing informal basketball court beyond the parking area*

safety concerns, primarily because of lack of visibility into the space and dense vegetation around it. Court lights should not be added to the area because nighttime activities would be encouraged however adding street lights at the corner of Sixth Street and the parking area might light it enough for more easy police patrol of the space.

An alternative location for a basketball court in the Fourth Street right-of-way between Grant Avenue and McClain serviced by the alley (see map below) was discussed. This location would require more monetary investment in terms of construction costs but the location is on public land. Tour participants felt that there is better visibility and security at this location and it is a better location for investment.



7. Beaumont Glass Site.

This is a 3.6 acre brownfield site accessed from 4 ½ Street near the river. Phase II cleanup has been partially completed. Before any development can be completed, the site must be capped. For public open space, this would require 18" of soil (less if the area would be paved). Based on EP&D's past experiences, any buildings on the site would have to be well ventilated or open to minimize any concentrations of vapors. The site may lend itself better to uses as open space as suggested in the original Master Plan.

It seemed clear to tour participants that this was an ideal project for Sunnyside Up. However, they did not feel that it was an appropriate use of the second TIF funds or

have any bearing on the current TIF discussions. It is something to be considered when moving forward in 2014.

8. Green Alleys.

Potential Projects: Develop Beverly Alley as a model alley; pave the alley parallel to and between Grant and McLane from Eighth to Sixth; Pave the alley parallel to and between Beechurst and McLane between Sixth and Fifth Streets; paving and drainage for all alleys before doing a model alley

Information on Green Alley programs in Philadelphia and Chicago were distributed to the tour participants (materials can be found in the Appendix of the Board Summary). Overall tour participants were skeptical that stormwater could be dealt with in Sunnyside's alleys—especially in light of the steep slopes. Their primary focus was on grading and paving these areas. Beverly Alley is relatively flat. Most participants felt that stormwater management might be more feasible in some portions of that particular alley.

As participants discussed grading and paving Sunnyside's alleys, the use of base asphalt was discussed as a cost-effective material for use in the alleys. Because this is a porous material to begin with, the additional cost to undertake stormwater management in the alleys could be modest. An additional 12-18" of gravel would be needed when constructing the paving base. Below the base, an underdrain would need to be connected to the catch basins on the side streets.

After more discussion, tour participants felt that stormwater management could be undertaken in Sunnyside. The Sunnyside approach would be more modest in terms of complexity and cost than the approach in Chicago.

9. Metro Towers

Potential Project: Create a sidewalk through Metro Towers.

A sidewalk is no longer possible through Metro Towers due to recently initiated construction.

**APPENDIX A**  
**SCOPE OF Services**  
**Task Order 4 – Sunnyside TIF District Planning Study**

The City of Morgantown (Client, City) has selected AECOM to perform engineering, design, and architectural services for the design and planning of an Infrastructure Improvement Project for the Sunnyside TIF District. The terms of AECOM's Agreement with the Client apply to this proposed task order.

The Campus Neighborhoods Revitalization Corporation (CNRC) is seeking to validate previous policy and infrastructure improvement recommendations and determine additional needs and priorities related to defined issues and recent developments that have occurred in the neighborhood since the 2004 and 2007 plans were completed. The study will accomplish the following goals and objectives:

1. Conduct a high-level desktop review of previous plans' accomplishments from a gap analysis perspective (identify additional opportunities);
2. Present best practice case studies showcasing successful examples of university towns, TIF development, and creative funding examples related to the priority projects;
3. Conduct a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis;
4. Conduct a goal setting workshop to define emerging issues and areas of need and determine relevance of former priorities based on gap analysis and SWOT;
5. Prepare a Workshop Summary with supporting high-level Concept Diagrams that identify priority investment areas and/or projects;

The goal is to produce an updated Implementation Agenda – that considers recent investments that have been completed and proposed investments on the horizon, including infrastructure, development initiatives, and policy changes.

The study will have a primary focus on the Sunnyside area bounded by University Avenue, Campus Drive, Beechurst Avenue, and 6<sup>th</sup> Street; however, ideas will not be limited to this sub-area of the CNRC District and the entire District, and the District's context within the City of Morgantown and bordering West Virginia University will be considered.

This proposal is limited to the Services as described in this Scope of Services section. Tasks not described shall be considered Additional Services that will be negotiated at a later date, if required. AECOM proposes to perform the Services that are described as follows.

**Task 4.1 Planning Review and Gap Analysis**

AECOM will collect and review background data, reports, and available GIS and mapping information for purposes of assessing progress made regarding completed and previously proposed projects. This effort will include a high level assessment of potential additional opportunities and threats based on observation and review of data. The 2004 Comprehensive Plan and 2007 Board Workshop Summary will serve as key informants to this task.

*Deliverables:*

- *Interviews with key City and CNRC staff and other local representatives (8-10)*
- *Base Map of Planning Area documenting completed and proposed projects*
- *List of Preliminary Big Ideas (to be vetted with CNRC during future tasks)*

**Task 4.2 Best Practices Study**

The AECOM team will prepare 2-3 high level case studies that demonstrate successful infrastructure improvement projects as part of larger redevelopment strategies in university towns. A broad search will be conducted to determine which university towns recently have undertaken initiatives similar to what is being proposed using tax increment financing (TIF). AECOM will prepare an outline to guide the best practices research effort and memo. AECOM will work with the client to determine which

sites might be most relevant for Morgantown and the Sunnyside CNRC and will conduct an in-depth analysis of previous conditions, improvements, costs, financing, timeline and outcomes as they relate to infrastructure improvements as well as an overview of the larger redevelopment project. Our findings will focus on how to prioritize projects within the TIF district as well as their potential implications for encouraging other development based on findings from our case studies and other relevant work.

*Deliverables:*

- *Best Practices Memo describing 2-3 case studies that highlight infrastructure improvements in university towns, including costs, financing and funding sources , partnerships (if applicable), and overall outcomes and lessons learned (what they would do differently).*

**Task 4.3 SWOT Analysis**

The AECOM team will conduct a Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis and tour of the study area with AECOM staff, and potentially meet with key stakeholders, to review existing conditions and context for the study. This team meeting will be informed by data collected during Task 4.1.

*Deliverables:*

- *SWOT Diagram and summary memo*

**Task 4.4 Ideas Workshop**

AECOM will conduct a one-day workshop with City and CNRC staff and other local representatives (as coordinated with the City and CNRC) to review the gap analysis outcome, present results from the Best Practices Study, and discuss desired additional project opportunities. AECOM will facilitate a discussion regarding the status of original actions and preferred additional actions that should be considered now that several redevelopment projects have take place or are underway. Project opportunities may include design ideas, public space improvements, policy amendments, incentives, etc. We will also discuss and define barriers and opportunities to the continued success of the neighborhood.

*Deliverables:*

- *Workshop Materials*
  1. *Agenda*
  2. *Presentation (Best Practices, SWOT analysis)*
  3. *Maps (base map, priority projects map)*
- *Workshop Summary Memo inclusive of maps and graphics, as applicable*

**Schedule**

AECOM will provide the scope of services in accordance with an overall project schedule coordinated with and approved by the Client, assuming AECOM task durations as proposed in the following table. An overall project schedule and critical path will be developed by combining the AECOM tasks with review and coordination tasks by the Client and other stakeholders.

Schedule

Item	Schedule (Calendar Days)
Sunnyside Planning Study	60

AECOM will start work upon executed agreement and Notice to Proceed from the Client.

**APPENDIX B**  
**COMPENSATION**  
**Task Order 4 – Sunnyside TIF District Planning Study**

Client shall compensate AECOM for Services in accordance with Article 3, Compensation and Terms of Payment, and other terms and conditions, as follows:

The following is a cost estimate for the work as described in the Scope of Services Section of this Agreement. Changed conditions or additional requirements may result in an adjustment to estimated fees and/or schedules. Consultant will provide professional services to Owner for the **Lump Sum Fee and Reimbursable Expenses** as follows. Lump Sum Fee includes Consultant's payroll costs and indirect expenses. Reimbursable Expenses include travel expenses (mileage, lodging, meals, etc.), reproductions, and other approved expenses. The fees listed in this section do not cover any Additional Work (defined below), or any other services that are not specifically described as part of the Work listed in the Scope of Services above.

<b>Lump Sum Fee</b>	<b>\$ 57,800</b>
<b>Reimbursable Expenses</b>	<b>\$ 4,000</b>

**ADDITIONAL SERVICES**

Experience indicates that certain additional items of work may be required or necessary which we cannot presently determine or estimate. For this reason, the fee for these items is not included in the provisions above on Estimated Fees for the performance of the Services. Further, the performance of these items is not included in the Services unless the item is expressly described in the preceding Scope of Services section. These additional items of work (Additional Services) are caused by many factors, usually at the discretion of Owner and/or his contractors. Reviewing agency or Owner variance/deviation from present policies and standards of reviewing governmental agencies may also cause them. Additional Services may sometimes be referred to as extras, change orders, or add-ons, but for purposes of this Agreement all such descriptions are intended to be encompassed within the term Additional Services.

## Neighborhood Master Plan

### A. Future Land Use

Based upon Sunnyside's characteristics, challenges and assets, the Campus Neighborhoods Revitalization Corporation (CNRC) began exploring a variety of alternative plans for shaping future neighborhood characteristics.

After much study and discussion, the Neighborhood Master Plan promotes a strategic balance of development intensities, infrastructure improvements, and civic amenities.

The Plan vision encourages the blending of residential, employment and recreational opportunities for students, young professionals, University staff and families.

- ✕ Using existing street patterns and infrastructure, a series of distinctive sub-neighborhoods, or Planning Areas, have been identified. Each Planning Area is defined by its proposed land use character and development intensity.

These Planning Areas are integrated in an overall Neighborhood Master Plan, that includes infrastructure improvements, improved parking and circulation patterns, and enhanced civic amenities.

To implement the Neighborhood Master Plan, a two-pronged approach is proposed. Firstly, the investment of public dollars and second, the implementation of land use changes. As a consequence of key public investment and land use changes, private sector property owners and developers will begin to take action and make changes that will further the goals of the Plan.

Potential public investment could range between \$50 and \$70 million. These public investments could stimulate private sector investment ranging between \$300 and \$700 million.

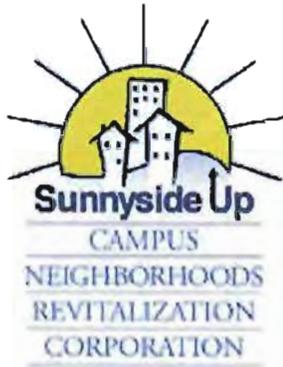
### Land Use Characteristics

Sunnyside's vibrancy is waiting to be tapped; the types and intensity of activities that could exist within the area are seemingly endless. Yet, in order for the neighborhood's future development to succeed physically and fiscally, the Neighborhood Master Plan promotes a strategic balance of development intensities, infrastructure improvements and civic amenities.

Public leaders, concerned citizens, developers as well as representatives of WVU have all contributed to the creation of this comprehensive vision for Sunnyside. The Neighborhood Master Plan vision encourages the careful blending of a wide range of residential, employment and recreational opportunities for students, young professionals, University staff and families.

Today, the intensity of development within Sunnyside is one of the most dense permitted in the City of Morgantown. However, the condition of the neighborhood's housing stock and the lack of diversity in supporting services are generally isolating significant residential and commercial markets from infusing the neighborhood. As the University's enrollment continues to increase and students continue to seek housing further from campus, the neighborhood is in a position to evaluate the extent to which it will embrace the opportunities that the Neighborhood Master Plan encourages. Based on the Plan, students, University staff, young families and young professionals can live in a neighborhood that offers a variety of quality housing products and commercial conveniences within walking distance to three campuses of West Virginia University.

The sub-neighborhoods, or planning areas, illustrated on the Neighborhood Master Plan are delineated according to the intensities of their future land uses. The characteristics and general planning recommendations of each planning area are outlined below on the following pages.



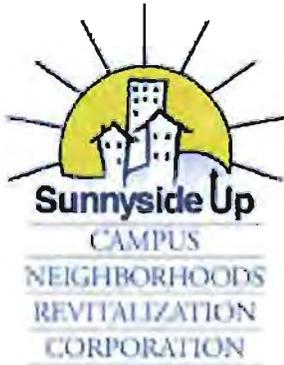
# **Sunnyside Up**

## **Phase II TIF Potential Improvement Concepts**

### **Summary Report**

February 2014

Prepared for: Campus Neighborhoods Revitalization Corporation  
Prepared by: Environmental Planning & Design, LLC



## Overview

Located between the Downtown and Evansdale Campuses of West Virginia University, the Sunnyside neighborhood has historically served as a student enclave accommodating approximately 10-15% of the University's population and 10% of the City's overall population. In 2003, the City of Morgantown designated the Sunnyside neighborhood as a blighted district due to the deterioration of housing stock and decay of related infrastructure.

Subsequently, in 2004, the Campus Neighborhoods Revitalization Corporation (supported by the City of Morgantown, West Virginia University and the West Virginia University Foundation, Inc.) initiated revitalization efforts within the neighborhood. The centerpiece of these efforts is the Comprehensive Revitalization Plan. The Plan identified the neighborhood's assets and challenges, and created a framework for guiding future planning and implementation efforts (including both capital improvements and policy changes). Major plan recommendations included:

### *Parking, Transit and Circulation Improvements*

- Construction Parking of Structures and Lots at:
  - 1st and Jones;
  - Stewart and Grant;
  - McLane Avenue and 3rd Street; and
  - A parking lot area within proximity of the intersection of Grant Avenue and 4th Street.
- Establishment of Bicycle Lanes on Grant Avenue and University Avenue;
- Implementation of a neighborhood-wide Parking Program; and
- Limiting Beverly Avenue to one-way traffic with parallel parking on one side, and widening sidewalks/planting strips.

### *Infrastructure Improvements*

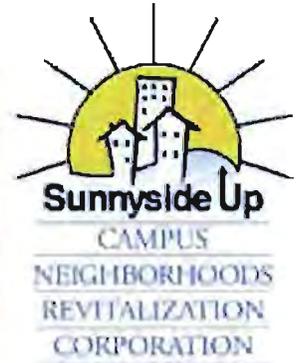
- Locating utilities below grade as improvements within the right-of-way are completed, and install street tree plantings and other pedestrian-scale amenities; and
- Evaluating and improving signage and pedestrian crossings as appropriate as improvements are completed within the right-of-ways.

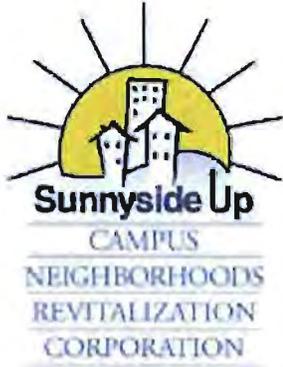
### *Civic Amenities*

- Establishing Seneca Park with passive recreation amenities;
- Developing the University Ramble to serve as the formal gateway to WVU's Downtown Campus and to soften the delineation between Sunnyside and the University Campus; and
- Establishing Celebration Square Plaza (on the rooftop of a parking garage) as Sunnyside's central "meeting place" for everyday use and special events.

A Tax Increment Financing (TIF) District was created in 2008 to leverage economic capital for infrastructure upgrades and improvements within the Sunnyside neighborhood. Revenue generated from the TIF was utilized to complete Phase I projects in 2010. These projects focused on improving pedestrian connectivity and safety, particularly along Grant Avenue. Phase I improvements included:

- Creating a paved plaza and installing site furniture adjoining the entrance of Summit Hall (replaced Celebration Square);
- Installing eight (8) solar trash compactors. Each compactor holds 80% more waste than a standard non-compacting trash can. The City is using the solar compactors as a pilot project and is testing their long-term feasibility;
- Controlling and developing property to assist in the movement of students throughout the neighborhood (e.g. bus stops, gateway entrance near Beechurst/University intersection) through a mutual collaboration of the City and University;
- Installing decorative pedestrian-scale LED streetlights on Grant Avenue; and
- Constructing sidewalks and retaining walls (where necessary) on both sides of Grant Avenue.



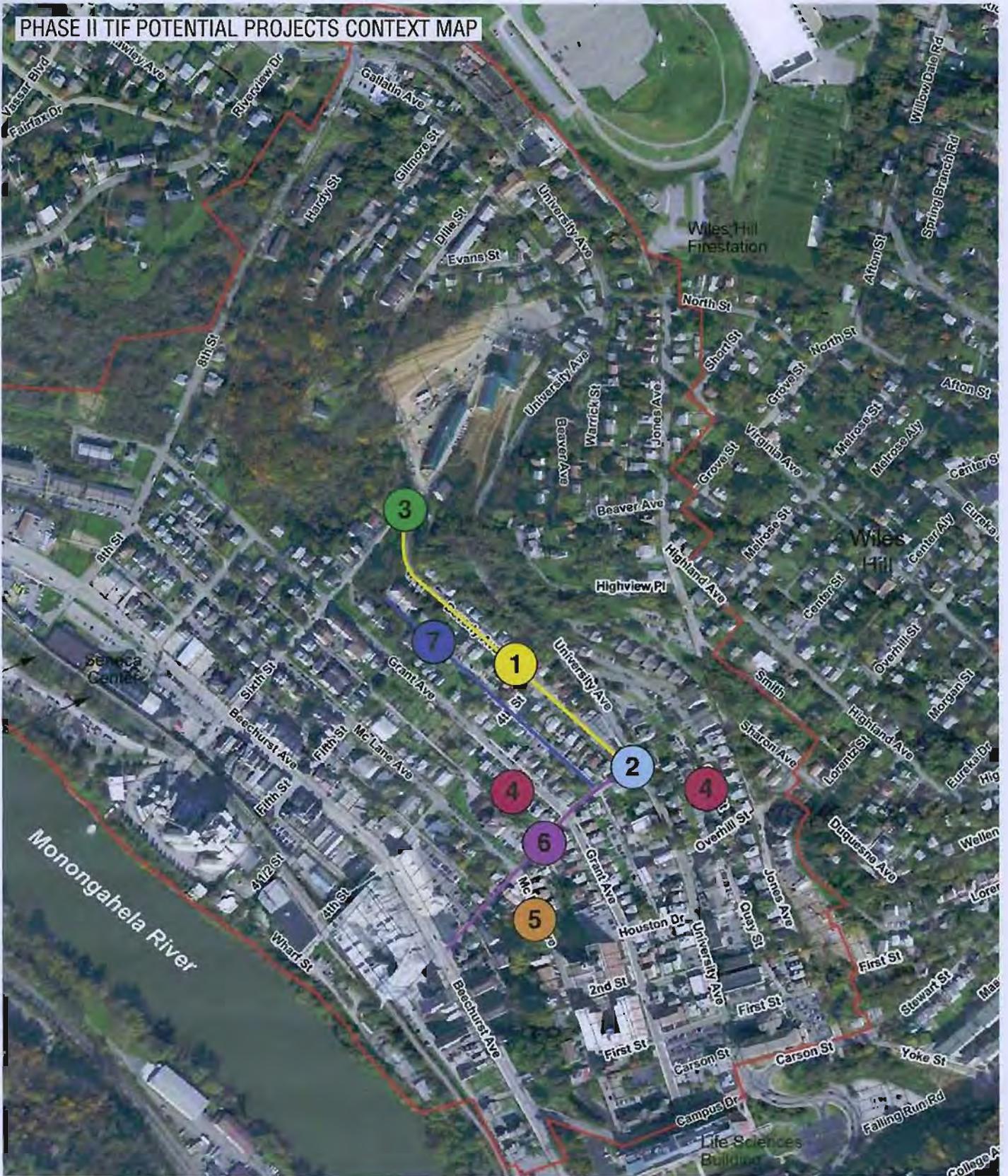


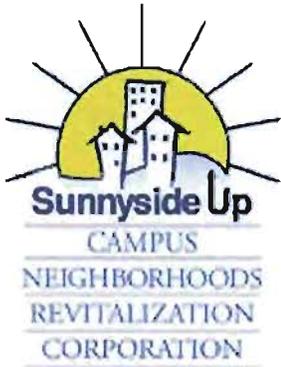
## Purpose

On August 14th, 2013, the 5th Sunnyside Up Board Retreat, was conducted to discuss potential Phase II TIF projects. The purpose of this Phase II TIF Potential Improvement Concepts Summary Report is to evaluate the proposed projects identified during the Board Retreat, and to provide concepts and sketches for project implementation. The potential projects that were conceptualized for Phase II are in keeping with the original intent and objectives of the Comprehensive Revitalization Plan. The potential projects include:

- 1 The conversion of Beverly Avenue to one-way traffic (westbound) and associated streetscape improvements;
- 2 Intersection improvements at the intersection of University Avenue, 3rd Street and Beverly Avenue;
- 3 There-alignment of the Beverly Avenue and 6th Street intersection;
- 4 The proposed University Place parking garage and potential alternative locations;
- 5 The potential expansion of the University's parking deck/garage at the end of Houston Drive; and
- 6 The implementation of 3rd Street streetscape improvements.
- 7 The establishment of a "demonstration" alley, including surfacing improvements and shared dumpster enclosures, along the alley between Beverly Avenue and Grant Avenue.

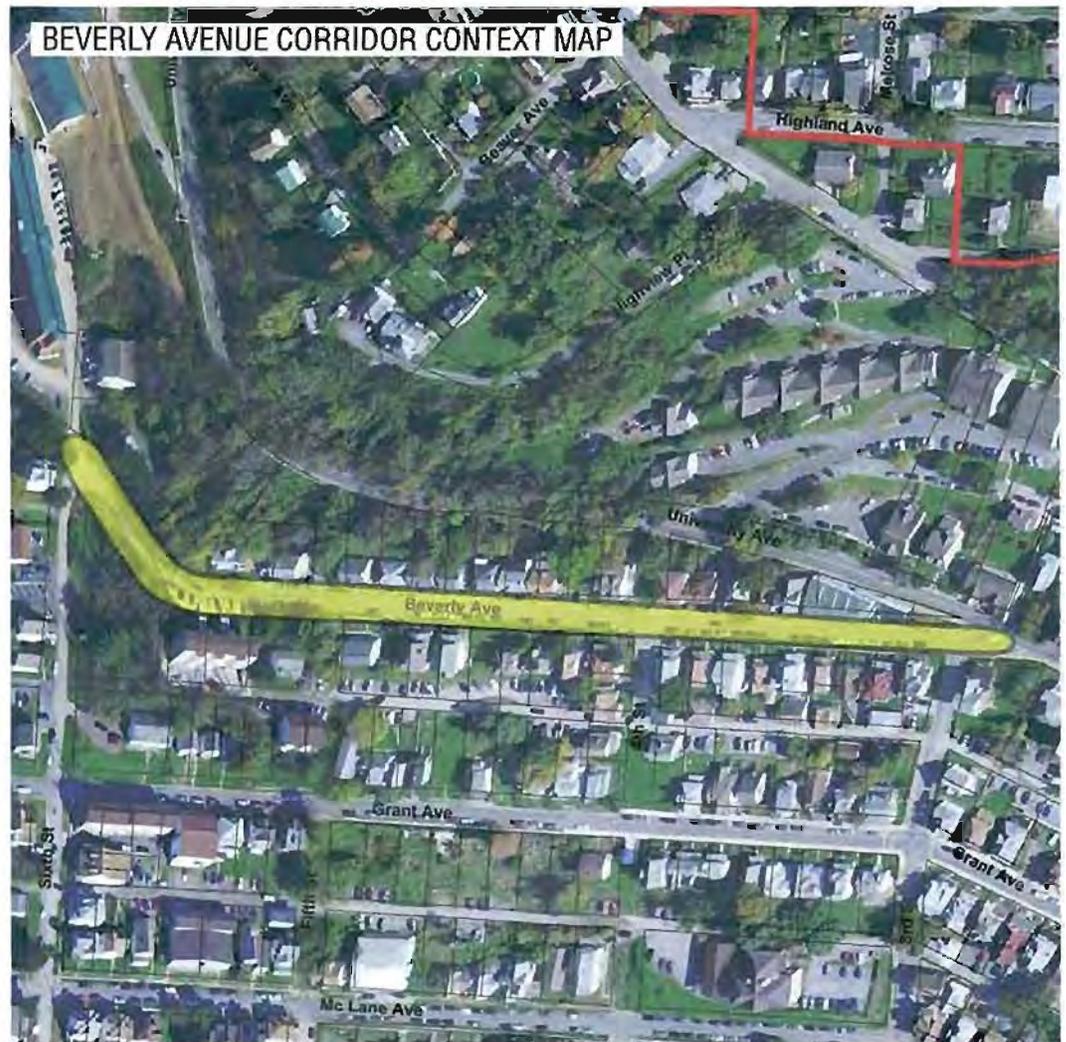
PHASE II TIF POTENTIAL PROJECTS CONTEXT MAP





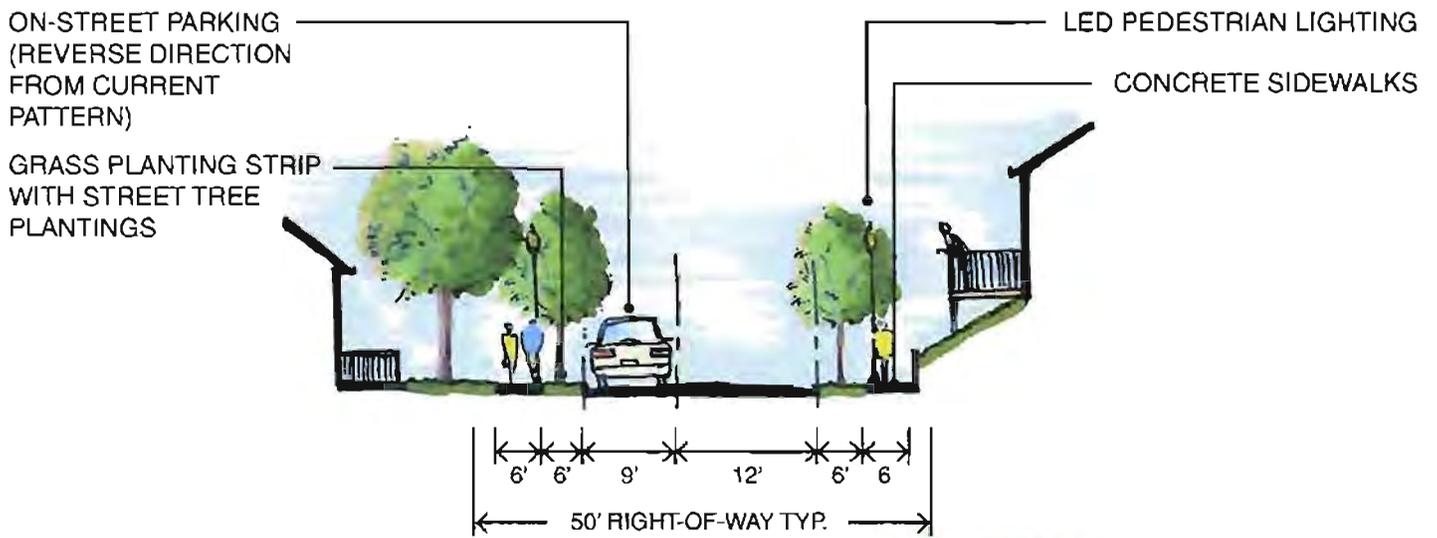
## The Beverly Avenue Corridor

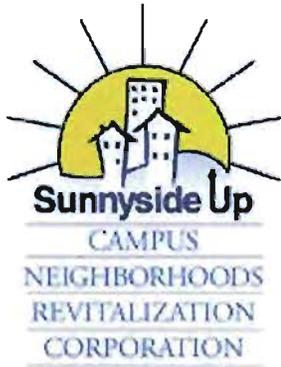
Beverly Avenue is a residential street that currently functions as a two-way street with on-street parking on the southwest side of the street. The cartway width varies from approximately 20' to 24' wide, which is narrower than ideal for a two-way street with on-street parking. The primary intersections at either end of Beverly Avenue are also problematic. The Beverly Avenue intersection with 3rd Street and University Avenue is highly skewed with poor sight distances due to existing steep slopes, building locations and on-street parking on Beverly Avenue. Similarly, the Beverly Avenue intersection with 6th Street is highly skewed, and there are poor sight distances due to existing steep slopes, densely wooded hillsides and the extreme angle of the intersection. There is a desire as part of the Phase II TIF project to upgrade both of these intersections and implement streetscape improvements to enhance the overall efficiency, safety and aesthetic of the Beverly Avenue corridor for both pedestrians and motorists.



The conversion of Beverly Avenue to one-way traffic Could be the first step to improving circulation efficiency and safety. By converting to one-way westbound traffic, dangerous turning movements onto 3rd Street and University Avenue as well as conflicts from the relatively narrow cartway will be eliminated. This would also allow for the option to narrow the cartway in some areas and expand pedestrian amenities within the right-of-way. In conjunction with circulation improvements, the pedestrian streetscapes should also be improved and amenitized, including the repaving of sidewalks, installation of LED lighting and planting of street trees (on the southwest side of the street). However, it is not anticipated the Beverly Avenue streetscape should be as highly amenitized as Grant Avenue. More specifically, only new concrete sidewalks and street lighting is recommended, and where necessary new concrete curbing. The following sketches illustrate proposed streetscape improvements along a typical stretch of Beverly Avenue.

### BEVERLY AVENUE STREETScape IMPROVEMENTS



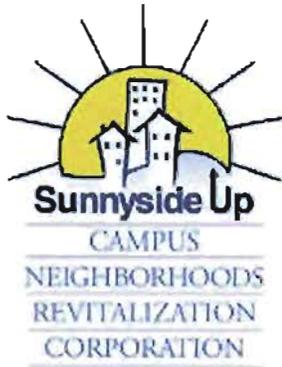


In conjunction with the conversion of Beverly Avenue to one-way traffic, the realignment of the intersection with 3rd Street and University Avenue will improve both pedestrian and motorist safety. A planted median island with mountable curbs along with two (2) stop signs are proposed to organize and regulate turning movement within the intersection. These stop signs can be upgraded to traffic signals in either the short- or long-term. The realigned intersection will provide a designated one-way south-bound turn and a "protected" stop/north-bound turn onto University Avenue from 3rd Street. The establishment of one-way traffic on Beverly also allows for the adjusting of the turn from University onto 3rd Street/Beverly Avenue providing for improved intersection grading and sight distances. A curb "bump-out" on the southern side of Beverly Avenue would reinforce the newly established one-way traffic and provide for a more pedestrian-friendly intersection along with sidewalk expansions and crosswalks. In addition, the proposed realignment is designed to work if the proposed University Place parking garage is constructed between University Avenue and Jones Avenue.



BEVERLY AVENUE/3RD STREET/UNIVERSITY AVENUE IMPROVEMENTS



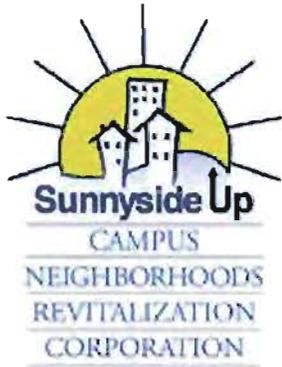


The realignment of the Beverly Avenue intersection with 6th Street will also improve motorist safety. The existing sharp turn with an extreme grade change should be made more gracious, and the area should be regraded to provide shallower slopes and better sight distances. This can be accomplished by extending the existing stone retaining wall on the north side of Beverly Avenue with the use of precast concrete wall units (see page 22) along the realigned curve, as well as cutting back the wooded hillside on the south side of the curve. Any additional fill required to achieve the desired slopes/grades may be available from the construction of a parking garage in the Sunnyside neighborhood. The one-way turn from Beverly Avenue should have the right-of-way; stop signs should be installed on 6th Street in both directions. In addition, "do not enter" and "one-way" signs should be installed at the intersection with 6th Street to reinforce the new one-way circulation on Beverly Avenue. A one-way right turn would provide access from Beverly Avenue to 6th Street.



# BEVERLY AVENUE/6TH STREET INTERSECTION IMPROVEMENTS





## The Proposed University Place Parking Garage

There has been a shortage of off-street parking alternatives within the Sunnyside neighborhood for several years. The development/completion of the 950-bed University Place residences (opposite page), at the corner of 3rd Street and University Avenue, further intensifies the demand for off-street parking. The University Place Developer is currently proposing the construction of a parking garage on the north side of University Avenue. This garage would provide 200 spaces for University Place residents, as well as an additional 350 lease spaces for West Virginia University students, faculty, staff and general public use. The garage is planned to include a single entrance on University Avenue at the intersection with 3rd Street (creating a plus (+) or 4-way intersection).

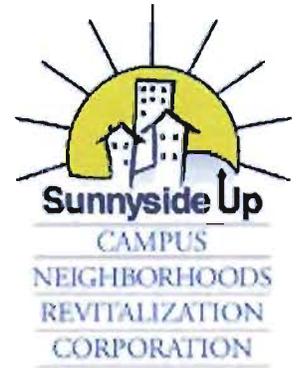
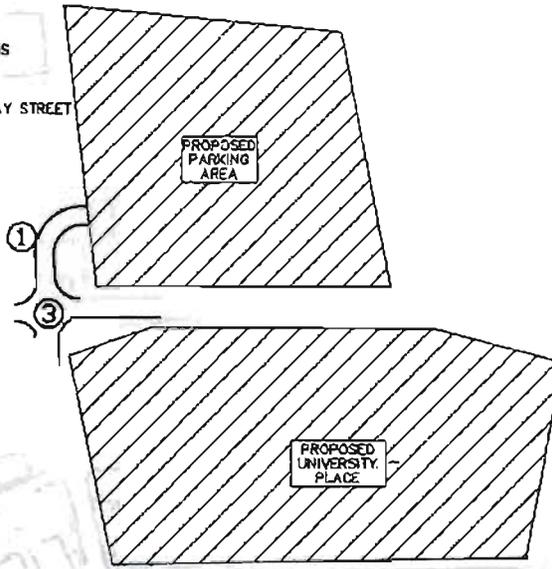
In addition to this proposed location, an alternative location at the corner of 3rd Street and Grant Avenue was analyzed in comparison to the Developer's proposed location. This alternative garage would provide between 489 and 604 spaces depending upon the number of floors desired with entrances on both Grant Avenue and 3rd Street, and would incorporate a "Celebration Square Plaza".



# UNIVERSITY PLACE & DEVELOPER'S PROPOSED PARKING GARAGE

## OPTION 1

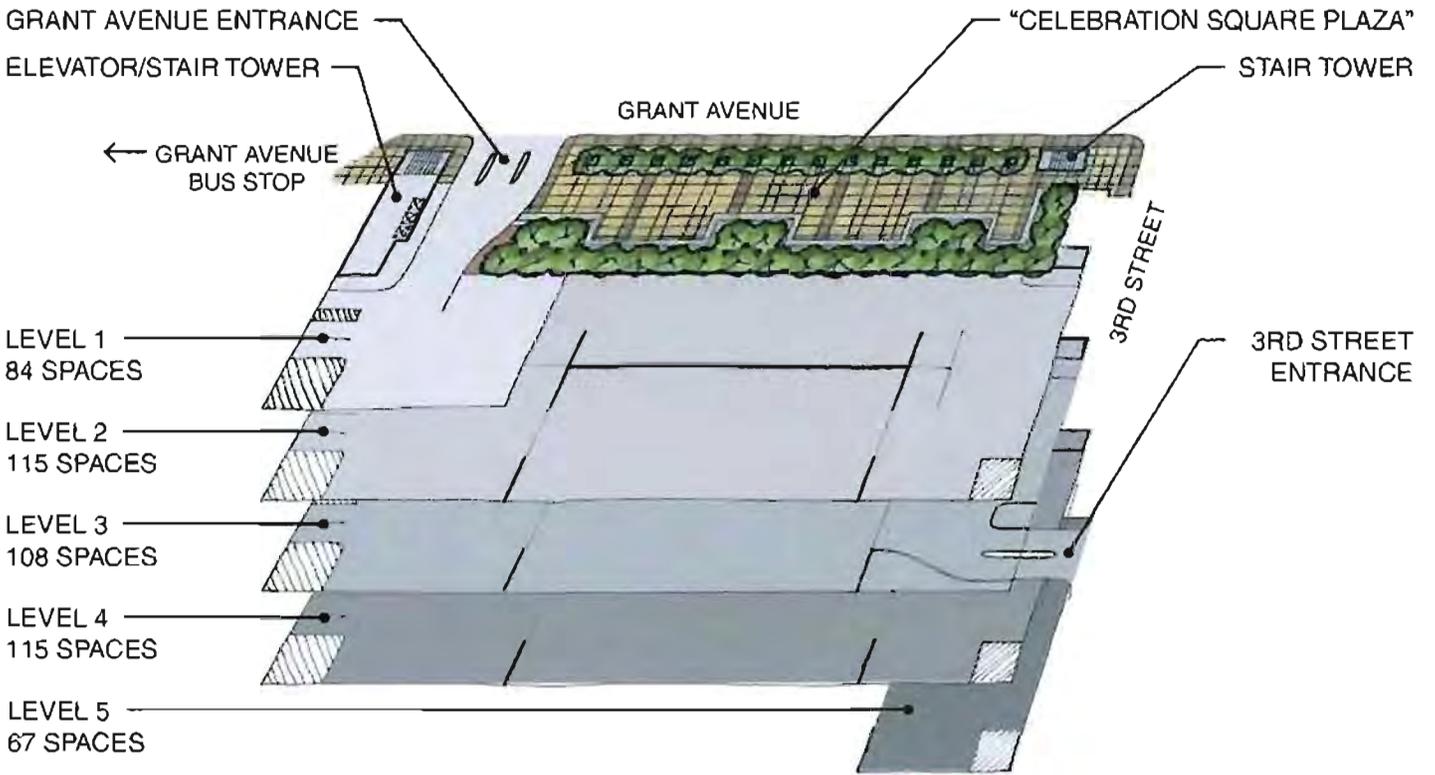
- ① PURCHASE OF SUNNYSIDE COMMONS FOR PROPOSED PARKING AREA INGRESS AND EGRESS.
- ② BEVERLY AVE. TO BECOME ONE WAY STREET IN A NORTHWEST DIRECTION.
- ③ SIGNALIZED INTERSECTION.



UNIVERSITY PLACE - APARTMENT BUILDING ALONG UNIVERSITY AVENUE



ALTERNATIVE PARKING GARAGE



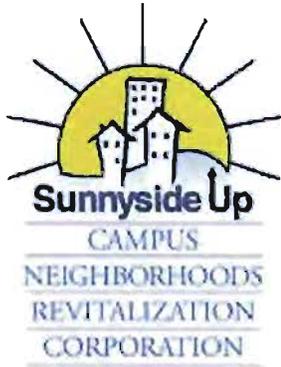
## Garage Location Comparison Summary

Location	# of Entrances/Exits	Footprint (SF)	# of Levels	# of Spaces	Maximum Depth of Excavation	Earthwork (CY)
University Avenue	1	94,500*	3*	550	75'*	126,000*
Grant Avenue	2	37,850	5 6	489 604	48'* 60'*	50,450* 67,250*
McLane Avenue**	2	54,050	3 4	350 450	36'* 48'*	48,750* 65,000*

\* Figures estimated based upon available information

\*\* See pages 15-16

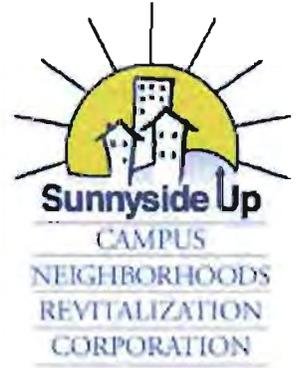
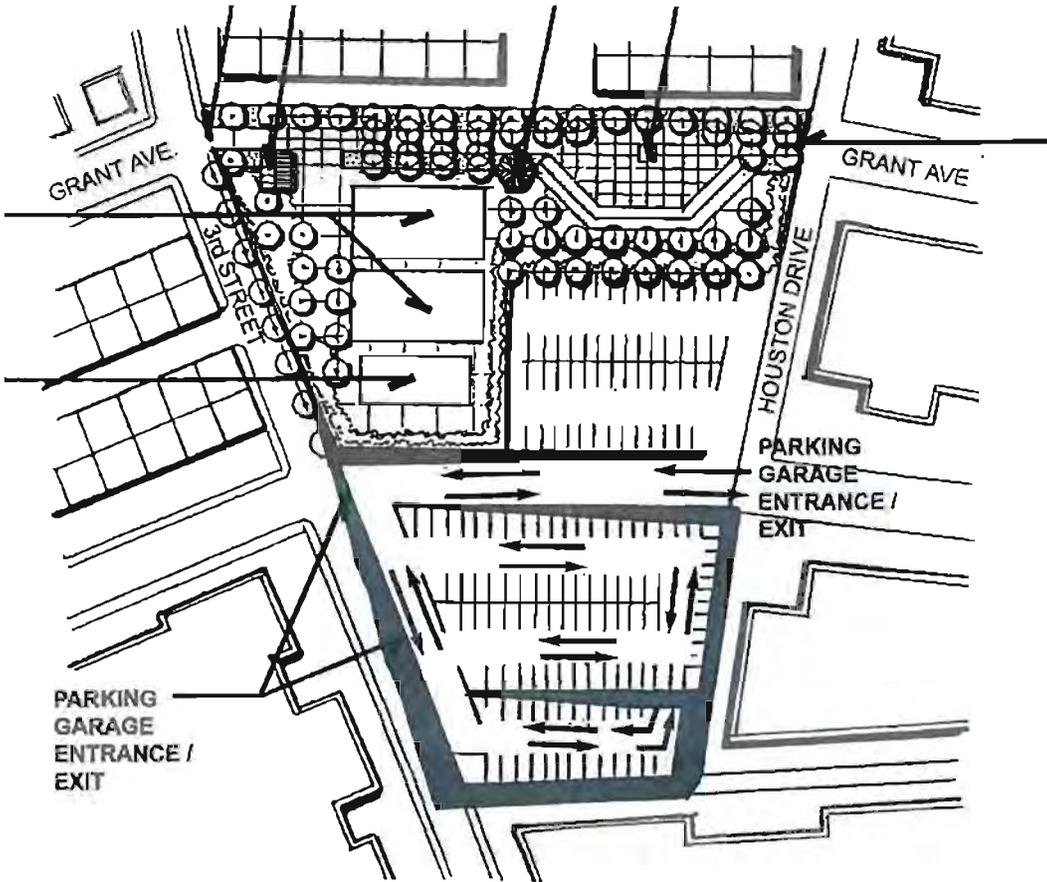




## The Potential Expansion of the WVU Parking Deck/Garage

Independent of the construction of a parking garage associated with the University Place development, West Virginia University has expressed interest in exploring the potential expansion of the existing parking deck/garage adjacent to Summit Hall at the terminus of Houston Drive. This potential garage expansion was explored as part of the Comprehensive Revitalization Plan (right), and could provide between 350 and 450 spaces depending upon the number of floors desired with entrances on both Houston Drive and 3rd Street. This project appears to remain feasible. There been, however, several adjoining property owners who have made significant investments into their properties. While the residences remain rental in nature, the renovations have made a remarkably positive impact on the street and could now be more difficult to acquire because of the increased valuations.

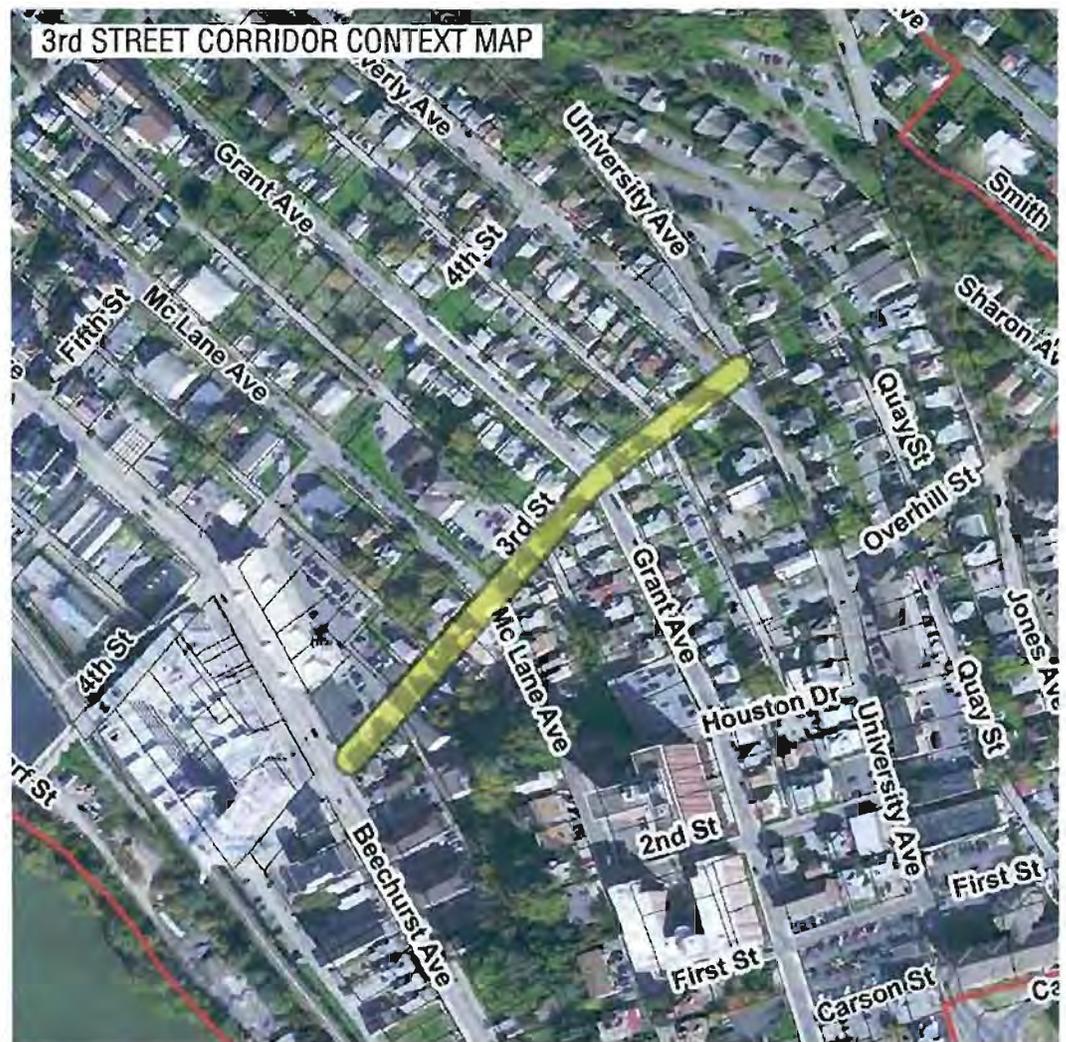




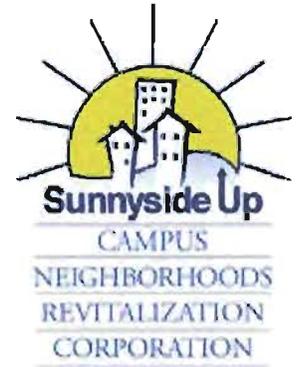


### The 3rd Street Corridor

3rd Street is a two-way residential cross street that connects Beechurst Avenue to University Avenue. The cartway width is approximately 20' wide with intermittent parking on the east side of the street. 3rd Street is also very steep with slopes exceeding 15% (common maximum slopes for roadways range between 8% and 12%). In addition to potential improvements at the intersection of 3rd Street with Beverly Avenue and University Avenue (previously discussed), there is a desire as part of the Phase II TIF project to implement overall streetscape improvements to enhance the efficiency, safety and aesthetic of the 3rd Street corridor. The pedestrian streetscapes should be improved and amenitized, including the repaving and expansion of sidewalks along the entire length of the western side of the street, installation of LED lighting and pedestrian crosswalk improvements.

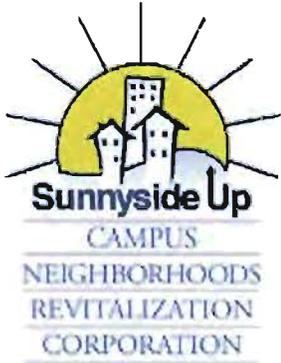


Should a potential parking garage be located adjacent to 3rd Street, at either the Grant Avenue or McLane Avenue intersections, this will become a major pedestrian thoroughfare linking the garage to the WVU Downtown Campus. This increase in pedestrian activity likely elevates the priority of 3rd Street streetscape improvements beyond that of improvements to the Beverly Avenue streetscape, and should be completed in conjunction with the development of a garage. However, improvements specific to the 3rd Street intersection with Beverly Avenue and University Avenue (previously discussed) should remain a high priority.



### 3RD STREET EXISTING CONDITIONS





## Establish a Demonstration Alley

There are several residential alleys within the Sunnyside neighborhood. These narrow alleys are heavily used providing access to many of the residences' off-street parking spaces. Some alleys are lined with dilapidated garages, provide limited pedestrian amenities, have never been paved or if paved at some point in time require extensive paving and stormwater management upgrades. The poor condition of many alleys force more utilitarian functions (commonly reserved for the alley), such as trash storage/collection, to be relocated to the primary streets. This can create an unsightly and unwelcoming appearance within the neighborhood. Basic paving improvements and the establishment of centralized garbage collection (with shared dumpster enclosures located within a right-of-way or on a shared lease between property owners) can serve as a "demonstration alley". The CNRC can initiate these discussions with property owners, develop draft lease language, and use TIF funds to construct the enclosures. The effectiveness of these minimally invasive improvements can be monitored and then translated to other residential alleys within the neighborhood as appropriate.



POTENTIAL CENTRALIZED COLLECTION ZONES  
POTENTIAL CENTRALIZED DUMPSTERS



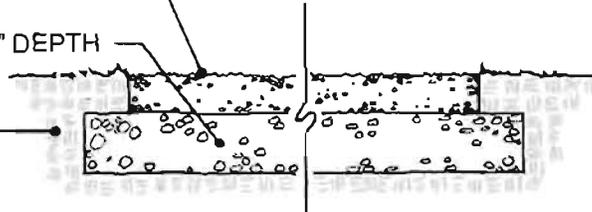
# PROPOSED ALLEY IMPROVEMENTS

## ALLEY PAVING DETAIL

2" DEPTH 2A LIMESTONE WITH 2" DEPTH 2B LIMESTONE

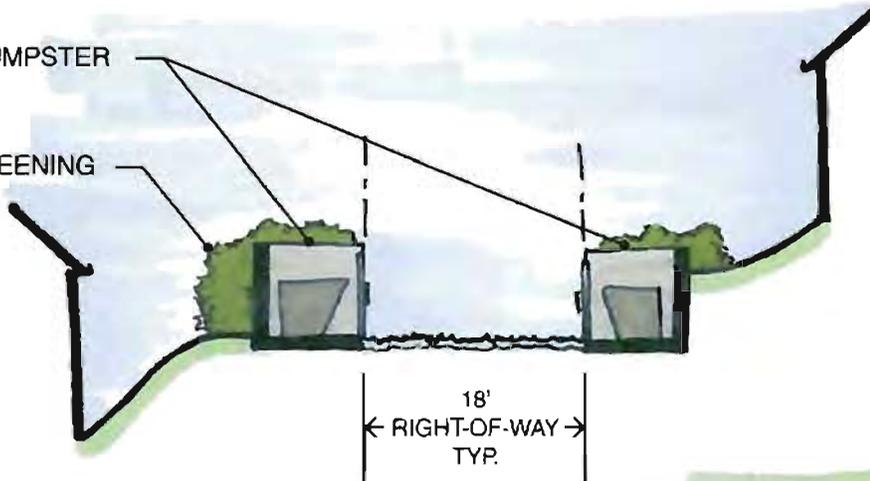
8" No. 1 STONE CHOKED WITH 2" DEPTH 2A LIMESTONE

COMPACTED SUB BASE



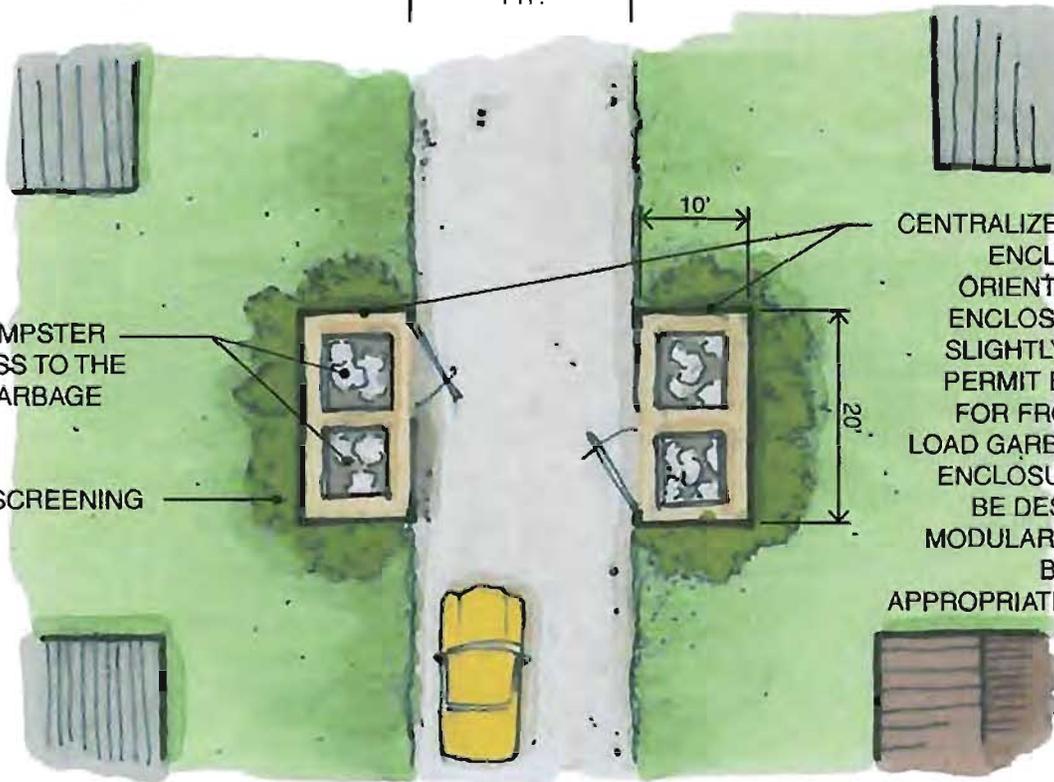
CENTRALIZED DUMPSTER ENCLOSURES

VEGETATIVE SCREENING



WHEELED DUMPSTER ALLOW ACCESS TO THE ALLEY FOR GARBAGE COLLECTION

VEGETATIVE SCREENING



CENTRALIZED DUMPSTER ENCLOSURES; THE ORIENTATION OF THE ENCLOSURES CAN BE SLIGHTLY ROTATED TO PERMIT EASY ACCESS FOR FRONT OR REAR LOAD GARBAGE TRUCKS; ENCLOSURES SHOULD BE DESIGNED TO BE MODULAR/EXPANDABLE BASED ON THE APPROPRIATE NUMBER OF DUMPSTERS



## Phase II TIF Potential Improvement Precedents

The following series of images illustrate "real world" examples/ applications of the proposed potential improvement concepts outlined in this Summary Report.

### Proposed Improvement

New concrete sidewalks and LED street lighting to be installed on Beverly Avenue



LED street lighting recently installed on Grant Avenue (Double globe only at intersections)

Install a raised planted median island to organize/regulate the intersection of Beverly Avenue, 3rd Street and University Avenue and the intersection of Beverly Avenue and 6th Street



Raised Belgian block planting islands

Provide "piano key"-style crosswalks at the intersection of Beverly Avenue, 3rd Street and University Avenue



Proposed Improvement

Expand upon the existing stone retaining wall at the intersection of Beverly Avenue and 6th Street to allow for the re-alignment and re-grading of the intersection



Precast concrete retaining wall with a simulated stone-like finish; stained concrete to match existing stone wall in the neighborhood

Install a new guide rail on the downhill side of the intersection of Beverly Avenue and 6th Street



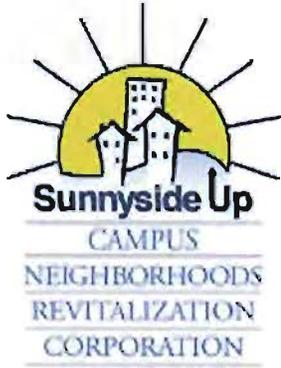
Cor Ten® guide rail with wooden posts

Facilitate the creation of off-street parking alternatives that compliment the existing neighborhood and surrounding architecture



Alternative parking garage cladding systems and materials can compliment surrounding architecture





### Proposed Improvement

Establish public space on a portion of the rooftop of the proposed Grant Avenue parking garage as a central meeting place for every day activities and special events



Mellon Square, a rooftop plaza, constructed on a parking garage

Repave/resurface the alleys between Beverly Avenue, Grant Avenue and McLane Avenue



Choked limestone gravel paving that is conducive to heavy traffic volumes and loads

Establish centralized and shared dumpster enclosures with a one or two block-long demonstration alley



An example of a dumpster enclosure