

## DOCUMENT RESUME

ED 239 782

RC 013 284

**AUTHOR** Preston, James C.; Halton, Katherine B.  
**TITLE** Rural Community Action: A Series of Case Studies of Action Projects in Small New York State Communities. Miscellaneous Bulletin 116.

**INSTITUTION** Cornell Univ., Ithaca, N.Y. Cooperative Extension Service.; State Univ. of New York, Ithaca. Coll. of Agriculture and Life Sciences at Cornell Univ.; State Univ. of New York, Ithaca. Coll. of Human Ecology at Cornell Univ.

**SPONS AGENCY** Extension Service (DOA), Washington, D.C.  
**PUB DATE** Sep 81  
**NOTE** 73p.; For related document, see RC 013 283.  
**AVAILABLE FROM** Cornell Distribution Center, 7 Research Park, Ithaca, NY 14850 (\$4.50; quantity discounts available).  
**PUB TYPE** Reports - Research/Technical (143)

**EDRS PRICE** MF01 Plus Postage. PC Not Available from EDRS.  
**DESCRIPTORS** Arts Centers; Case Studies; Child Development Centers; \*Community Action; Community Centers; Community Cooperation; Community Development; Community Health Services; \*Community Involvement; \*Community Leaders; Community Resources; Financial Support; Health Facilities; Housing; Libraries; \*Methods; Needs Assessment; Networks; Nonprofit Organizations; Older Adults; Publicity; \*Quality of Life; Rural Areas; Rural Development

**IDENTIFIERS** Festivals; \*New York; \*Small Towns

**ABSTRACT**

The report presents case studies of 7 community action projects which were undertaken by New York communities with populations under 10,000 and which show how local leaders can improve the quality of life in their communities. The report describes the background, initiation, expansion, implementation, consequences, and highlights of the projects, which included developing a maple festival; establishing a rural medical clinic; providing senior citizen housing; developing a complex to house senior citizens, a health care center, and a child development center; establishing an arts and crafts center; and providing a new library. The report notes that although the projects ranged from informal local efforts to formalized projects involving extensive outside assistance and funding, they had the following features in common: (1) the principal actors and beneficiaries were local people and the goals represented local interests, (2) the projects were public, (3) the projects were oriented towards solving local problems with extensive volunteer participation, and (4) the process was democratic. The report also analyzes each case study for elements central to success and presents patterns of the action process including establishing non-profit corporations for community action, using communication and publicity, fund-raising and funding, coordinating the community and forming networks, and leading the projects. (SB)

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# Rural Community Action

## A Series of Case Studies of Action Projects in Small New York State Communities

by James C. Preston and Katherine B. Halton

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Miscellaneous Bulletin 116

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RCU13604

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## Acknowledgments

The studies presented in this report were made possible through a grant from the estate of the former Master of the National Grange, Louis J. Taber. In addition to J. Paul Taber, who represented the Taber family, the following people acted as advisory committee members for the study series: Derwood Burns, Community Resource Development Specialist, Cornell Cooperative Extension; Richard Church and Matthias Smith, representing the New York State Grange; and Olaf F. Larson, Professor Emeritus, Department of Rural Sociology at Cornell University. Their assistance throughout the project is appreciated.

In addition, the authors wish to express a special note of appreciation to all the people in these seven communities who provided the information necessary for the completion of these studies. Their patience and cooperation were helpful to us as we pieced together the multifaceted development effort undertaken in their communities. Names of individuals have intentionally been left out of the reports and this acknowledgment since it would be impossible to do justice to and to name all those responsible for the projects. Beyond that, those community leaders involved in the projects would be the first to say that they were not looking for individual recognition through their participation. Their contribution, we believe, was an unselfish effort on their part to help the total community.

We wish also to thank Mary Ellen Jones and Jacqueline K. Bugonian who patiently typed many drafts of the various reports making up this publication.

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## Preface

Change in small rural communities and community development efforts undertaken at the local level are the special focus of this report. Several forces are bringing significant change to many rural communities throughout New York State. Some communities are experiencing an increased net in-migration of people even though the state as a whole lost population during the 1970s. Other communities continue to lose population and are faced with problems of managing economic decline. Even though there exists a complex array of state and federal programs with the potential of providing assistance to communities, the point seems to have been reached where communities will increasingly be expected to work out solutions to their own problems. Together, forces such as these suggest the importance of clearly directed and understood action at the local community level.

In undertaking the studies contained in this report, it was assumed that many successful community development projects have been and are being conducted throughout the state. These individual projects, when combined with other projects over time, constitute a major factor contributing to the well-being of any community and its people. However, as important as such projects are to the life of a community, there have been few serious attempts to identify basic patterns of leadership, community organization, and action processes that can be shared with leaders in other communities. This situation is especially true for the small rural community.

The authors undertook the task of conducting a series of case study analyses of successful community-development projects in selected New York State communities of less than 10,000 population. The results of these studies are reported here. Projects studied range from the establishment of a rural medical clinic to the development of an arts and crafts center. Although no attempt was made to evaluate total community impact of the projects, it was apparent to the authors that each project had in its own way made a positive contribution to the community. Much can be learned from projects such as those studied and reported on in this publication. Interested readers are directed to the *Leaders' Guide to Community Action*, Cornell Miscellaneous Bulletin 115, a companion publication developed from these studies by the authors.

## SECTION 1 Introduction

Local community leaders can and do make things happen to improve the quality of life in their community. Evidence of this may be seen in the community action projects analyzed in this report. Even more importantly, study of the local projects makes it possible to identify patterns of leadership, community organization, and action processes valuable to leaders in other communities. The opportunity to learn from the experiences of others who have conducted successful projects will, we believe, be especially helpful to leaders contemplating the initiation of community action efforts.

Brief mention only will be made here of the seven community action projects so that you may gain an overview of the range and nature of the projects studied. All projects occurred in small New York State communities of less than 10,000 people (see fig. 1).

The first study has to do with the initi-

ation, organization, and development of an annual maple festival held in Marathon. The action system in this community operated relatively informally and involved a large percentage of the local population as well as local groups and organizations. The festival effort was not funded by any outside agency, although it depended upon some volunteer help from outside.

Another example of local interorganizational cooperation occurred in the Greater Malone Community Council, which was started for the purpose of coordinating local activities and groups. One of the council's most challenging projects was the restoration of an old, unused textile mill building on the Salmon River and its transformation into an arts center for the entire community. This effort involved financial aid from outside the community, as well as large-scale use of local resources—financial, material, and human.

In several of the case studies, an unused building was transformed into a useful facility for the community. In Salamanca an informal group of people organized a year-long project by mobilizing a large segment of the community. They constructed a public library out of an old unused grocery store building.

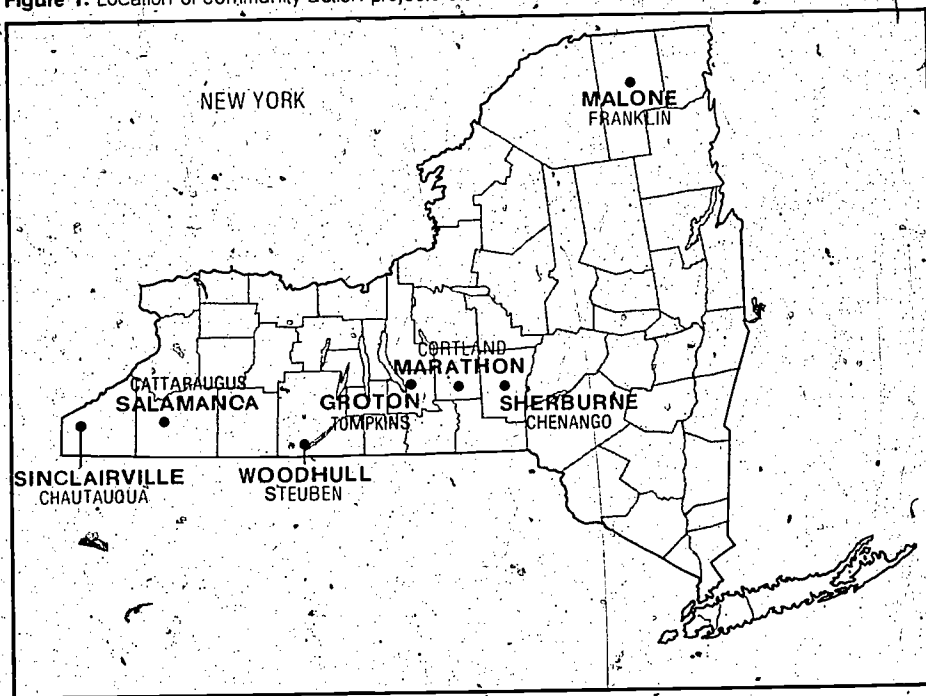
In Sinclairville an empty school building was transformed into apartments for low-income senior citizens. The organization in this case was a not-for-profit corporation, and it was aided to a great extent by county agencies. This project involved a mix of public (the County Office for the Aging) and private (a local developer who now owns the apartment building) help working closely with the local sponsoring group.

Housing for the elderly is a recurring theme in community action projects. In Sherburne the initiation of the action came from a county-level agency. The process itself, aimed at the construction of an apartment building, involved extensive cooperation among various community groups, especially those focusing on the needs of the elderly.

In Groton, housing for the elderly was only one of three parts to a complex community action effort. The project also contained a child care center and a medical center. Each of the three projects began separately and later merged under the sponsorship of one umbrella group. The project involved large outside funding and assistance, and necessitated strong commitments from the community in time, work, and financial support.

Rural community health care is also a recurring goal in community action, and the Woodhull example features many important aspects. The people formed a local organization after losing the doctor who had served the area. Aid in the form of advice, direction, funds, and support came from outside the community. Nearby hospitals aided

Figure 1. Location of community action projects studied







## SECTION 2 Central New York Maple Festival

### INTRODUCTION

Beginning in the late 1960s, several community leaders in Marathon, New York, discussed ways to improve their community through concerted action. One of the projects proposed has become the Central New York Maple Festival at Marathon, widely known in the state. For the past 10 years this small rural community has held a successful 2-day festival, involving a great deal of voluntary leadership and participation from people and groups in the local area. This report describes the cooperative community action involved in the organization and conduct of the maple festival.

The Marathon Maple Festival is a relatively large undertaking, with all activities located in a relatively small downtown area of the village. The festival begins on a Friday evening with a pageant involving 30-40 local high school girls. At this event the Maple Festival Queen is chosen. During Saturday and Sunday the town is filled with thousands of people, from New York State and beyond, who come to this small community to look at and participate in the many aspects of the maple festival.

Various events forming part of the festival include the Sugar Shack where people can watch and sample maple syrup when it is being made, a pancake meal featuring Marathon maple syrup, a chicken barbecue at one of the churches, continuous music and live entertainment in the auditorium of the school building, rides for children, exhibits and demonstrations by skilled craftsmen, and many booths that vary from year to year.

Groups active in the festival are civic organizations like the Marathon Fire Company, fraternal groups like the Masons and Eastern Stars, a number of local churches in the area, and the committee work-groups, which operate

under the umbrella of the Central New York Maple Festival, Inc. Most of these community organizations have booths set up either in their own buildings or somewhere in the downtown area, from which they sell homemade goods of some kind. Located in several places around the main area of Marathon, including the Central School building, are the crafts exhibits, which range from musical instrument manufacturing to weaving and spinning. Commercial enterprises are not permitted at the festival.

The festival has wide appeal to many people as the first outing of spring. A family with children can come to the festival, enjoy many of its different events and exhibits, and spend little, if any, money. Parking, for example, is free or by donation. Visitors can look around for hours at the many demonstrations and shows, the Maple Museum, and the Sugar Shack and have a pleasant day.

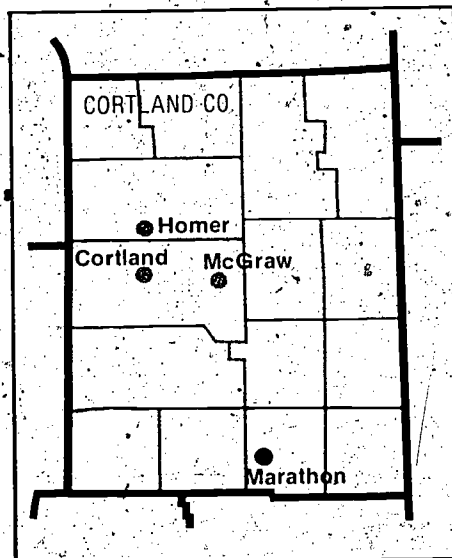


Figure 2. Towns and places in Cortland County, 1970

### COMMUNITY OF MARATHON

To appreciate the Marathon Maple Festival's uniqueness and success, it is important to understand the background of the festival: Marathon is located in the southeastern part of Cortland County, in the southern tier of New York State (see fig. 2). The village is approximately 15 miles south of the city of Cortland and 27 miles north of Binghamton, and therefore, its fortunes are closely tied to those cities as well as to Cortland County. Marathon is an incorporated village with an estimated 1977 population of 1,029 as compared with a 1970 population of 1,053.<sup>1</sup> The town of Marathon, including the village, had an estimated total population of 1,793 in 1977 as compared with 1,777 in 1970.<sup>2</sup> The larger area has been primarily agricultural, although it is becoming what is known as a "bedroom community" for people working in Cortland, Binghamton, and Elmira; and sometimes as far away as Syracuse and Owego. The largest employers in Marathon are the Central School system and Grumman Industries, a canoe-manufacturing plant. One of the natural resources in the area of Marathon is a fair abundance of maple trees, which helped to stimulate the idea for a maple festival.

As compared with Marathon's slight loss of population, Cortland County has, on the other hand, been experiencing some growth. The estimated 1977 population for the county is 47,860, an increase of about 2,000 people over the 1970 population of 45,894.<sup>3</sup> Between 1960 and 1970 the population of Cortland County increased from 41,113 to 45,894.<sup>4</sup> According to a study of migration patterns during this 1960-70 decade, Cortland County has undergone an



"age-specific" in-migration of population, which can be accounted for almost completely by the growth in college populations in that same period.<sup>5</sup> The county has a somewhat larger urban than rural population—51.8 percent of the total in 1970.<sup>6</sup>

With regard to the economic characteristics of Cortland County, it ranked 29th out of New York State's 57 counties in median family income for 1969 (\$9,142).<sup>7</sup> In 1970, out of all its employed persons, 12.3 percent worked outside their home county, as compared with 31.8 percent of all employed persons in the state as a whole.<sup>8</sup> In the breakdown of employment for 1970, the following categories emerge as significant: manufacturing, 24.9 percent; retail, 4.8 percent; wholesale, 6.1 percent; and selected services, 11.9 percent.<sup>9</sup> Cortland County contains the city of Cortland, which, in one analysis, has been described as one of the secondary urban areas and small centers of economic strength in this region.<sup>10</sup>

#### Organizational Background

From the 1950s through the 1960s several organizations and groups in Marathon were concerned with community development. These included a "round table" group, the chamber of commerce, a community council, and a "bootstrap" group, made up of a few local businesspeople. All these organizations and groups were focused primarily on how to promote Marathon. The informal bootstrap group was involved, among other things, with the Cortland County Health Department in the development of a rural health center in Marathon, as a response to the retirement of the town's two doctors. Later, this group formulated the idea of a maple festival to be held in the village for 2 days in the spring.

Other groups in Marathon and the surrounding farming area include familiar organizations such as the Masons, the Eastern Stars, the American Legion, the Lions, and the Marathon Fire Company. A unique service begun

by the village police chief in 1958 is the Marathon Civil Defense group, which offers security and traffic control, and figures as a crucial element in the smooth functioning of the maple festival.

One feature, making Marathon a place where planned change and development could occur is the inter-relatedness of the many organizations, many people belonging to two or three of these groups. Also, various organizations in the past have concerned themselves, successfully or not, with community action.

### INITIATION OF COMMUNITY ACTION

#### Need for Action

When the idea of a maple festival was first put forth by members of the local bootstrap group in 1959, residents of Marathon were fearful of the impact of this kind of event on their lives and property. Some downtown residents were concerned about making maple syrup within the village, with the accompanying smoke and smell. A proposal for holding a maple festival was taken to the village board, but was voted down.

Throughout the 1960s the situation giving rise to the initial idea of a festival still persisted. Local business leaders recognized Marathon as a small community, not wealthy and slightly isolated from the large urban centers in central New York State. It was feared that the community would experience severe decline in population and wealth. There was concern about what the younger generation of employable people would do in response to the changing patterns of work and life, which leave little in Marathon to hold the young people there. This concern is heightened today because of the higher price of gasoline and its subsequent effect on commuting patterns. Over the years stores and businesses have closed because they were unable to compete with large shopping centers and malls. A sense of decline has prevailed in Marathon.

It is against this backdrop that

people in Marathon began asking themselves, "What can we do to help Marathon?" or "How can we promote Marathon?" Local leaders wanted to respond positively to the range of changes and problems facing them. They were looking for something that they could do "that would be appropriate" and "that people could feel comfortable with." Besides bringing morley into the town, Marathon's central aim was to involve people in working for a goal and, thus, to bring them together into a real community.

#### Maple Festival Begins to Take Shape

The maple festival was in the "thinking stages" for over 10 years from 1959-70.<sup>11</sup> In the late 1950s, five or six Marathon residents visited Burton, Ohio, which had successfully put on a maple festival for many years. They gathered information on how this was organized and maintained and reported to the village board when they returned. Years later, in 1969 and 1970, the idea was reevaluated. This time local leaders responded favorably and created an informal Maple Festival Committee from those people who were willing to participate and accept responsibility for making the festival happen.

Those early members of the committee were people who, through their positions in Marathon, were able to see what was needed and wanted in the town. For example, one member of the early committee was, and still is, the publisher of the town's independent newspaper. One other member is associated with the local branch bank. A crucial element in the beginnings of the festival in 1969-71 was the support of the Marathon Central School, located in the main section of the village and used extensively during the entire 10 years of the event. Therefore, since the first festival in the spring of 1971, the Marathon Maple Festival has had the support and cooperation of the school and village administrations.

## EXPANSION OF THE ACTION SYSTEM

### Association Board

The initial organization consisted of a self-appointed festival committee and committee work-groups or individuals who would have responsibility for certain aspects of the 2-day event. Another important element in the committee organization was the additional volunteer help that came from individuals in the community. In March 1971 the first maple festival was held in Marathon. The expected crowd was 3,000-5,000 people; but much to the surprise of the residents, approximately 15,000 people showed up for the festival, a number they were not prepared for.

Since the first overwhelming event, the Maple Festival Committee has become more structured, and operations have become smoother. Many of the members of the original committee are still active in the festival, along with large numbers of new volunteers. In 1976, for reasons of liability, the festival committee decided to legally incorporate into a not-for-profit corporation. The organization then became the Central New York Maple Festival Association, Inc.

At the time of incorporation, bylaws adopted for the organization called for a duly constituted board of directors, an executive committee, and the election of officers. The treasurer presents a financial statement at each meeting of the festival association, and the secretary keeps detailed minutes.

The Maple Festival Association comprises the following offices and positions:

Officers - chairperson, first cochairperson, second cochairperson, secretary, treasurer

Directors - chairperson, cochairperson, past chairpersons, five committee work group chairpersons

Members - other committee work group chairpersons, four student representatives from the high school, other individuals interested or involved in the festival

The festival association consists of a board of directors with an executive committee made up of the chairperson, cochairpersons, and five committee work group chairpersons elected by the membership of the association from all of the committee chairpersons involved in the festival. The chairperson of the festival association serves for 3 years, and is supported by two cochairpersons, each of whom serves in his or her respective position for 3 years. After leaving their positions, the past chairpersons and cochairpersons serve for 1 year on the executive committee. The festival association meets once a month from September to April or May, with extra meetings when necessary just before the festival weekend. If decisions have to be made during the summer months, the executive committee can make them, or a special association meeting can be held.

The operation of the maple festival in Marathon remains informal, to a great extent, in spite of the increased formalization on paper. The committee work groups function for the most part without scheduled meetings, and the chairpersons continue from year to year in their positions. This looseness may be partially due to the fact that by the time the festival association legally incorporated, an informal structure and successful mode of operation had already been established.

### Committee Work Groups

The committee work groups are central to the functioning of the festival. These committees follow:

**Entertainment Committee.** This committee consists of the chairperson aided by only a few volunteers. Its responsibility is to provide live entertainment in the auditorium of the school during the entire 2 days of the festival.

**Pageant Committee.** The chairperson of this committee has two assistants, four technical helpers, six or seven ushers, a pageant host, and three judges from outside the Marathon area. The pageant occurs on the

Friday evening as the first event of the festival. This committee has had the same chairperson since the festival began and has had at least two other committee volunteers with several years' experience.

**Pancake Meal Committee.** This meal is the one food-associated event put on by the festival association and the only pancake meal at the festival. It is the largest single undertaking of the entire festival, with 6,000 people served during last year's 2 days. Chair responsibilities in this case have been passed on twice since the beginning of the festival. Because this part of the festival involves serving food, it is necessary to have meetings with the health department to insure that the department's guidelines are met. This committee's responsibility involves ordering, preparing, and cooking the pancake meal, and necessitates between 100-115 different volunteer shift positions, with 28-30 people filling each of the four time slots (Saturday morning and evening; Sunday morning and evening). Each shift consists of 5 hours and is organized with a supervisor who has experience doing the cooking and preparing. The work has been made easier recently by the loan of a rotary grill from a nearby fire company. The project has also enjoyed the cooperation and support of the local supermarket in purchasing the necessary supplies. There is also a dining room staff of volunteers responsible for cleaning up, serving, and waiting on tables. The junior and senior high school students volunteer as waiters and waitresses for the pancake meal and are supervised by three or four adults during the meal.

**Booths and Exhibits Committee.** The chairperson of this committee is responsible for sending out applications to local craftspersons and crafts groups, arranging booth space and exhibits at the festival grounds, and recruiting attendants for the festival days to aid in setting up booths. Each local community organization, by payment of a fee and agreement to pay a

percentage of its gross profit to the festival association, is permitted to set up a booth at the festival, from which they can sell food and handmade goods. (Arrangements for these booths are handled by the chairperson of the Pancake Meal Committee. Since many of the persons operating booths serve and prepare food, their actions are also governed by health department regulations.) The participating community organizations must be nonprofit units from within the geographical boundaries of the Marathon Central School district. The churches and civic organizations have booths under these arrangements and thereby contribute a certain amount of money to the general festival association funds, as well as attempt to make a profit for themselves. Securing and overseeing the crafts exhibits, displays, and demonstrations, over 110 in all, are a responsibility of this committee. The work of this committee has become increasingly complicated. For example, this year the festival is featuring a juried crafts show, housed separately from the other exhibits. Most of the preliminary work of this committee is done by one or two people. The holder of the chair of the committee has changed only once during the 10 years of the festival.

**Sugar Shack.** A small building housing a maple-syrup-producing operation is located in the field near the newly built civic center. Maple syrup is produced during the festival to demonstrate this process to visitors. Several people, particularly high school students, have been involved in helping make syrup since the festival's beginning. Collecting the sap, cutting wood for the fires, boiling the sap, and answering the visitors' questions are favorite tasks during the festival days. One person has most of the responsibility for this work. The preparatory syrup-making process begins during the afternoons several weeks before the festival.

**Maple Producers' Committee.** On this committee are about 16 maple producers who sell syrup and other maple products at the festival. They

meet before the festival and decide on the prices, the quality, and the amount of syrup and other products to supply. The goods to be sold at the festival are inventoried, and a receipt is given to the producer, with another inventory taking place at the end of the 2 festival days as a check on the amount of products supplied and sold. Several different people have chaired this committee since the beginning of the maple festival. Not all maple producers within the immediate festival area are involved either through participation on the committee or through selling their products at the festival.

**Traffic Control and Parking.** Originally this important aspect of the festival was handled by the chief of police of Marathon, who was responsible for organizing members of the local civil defense group. At his death in 1979, the Cortland County Sheriff's Department took charge of the group and has been providing leadership for the local volunteers since that time. They also work in cooperation with the New York State Police. The civil defense group has been used for other functions in the community during the year, such as sporting events and outdoor picnics. This group meets regularly all year round and has specific people in charge of scheduling and arranging for volunteers. The traffic flow and crowd movement are a critical part of the success of the festival because of the large number of people who attend. Parking is handled by the Athletic Booster Club and involves over 100 people. Donations are accepted for parking in lieu of a fee. The sheriff's department sends five or six persons, usually Marathon residents, who volunteer to work during the festival.

**Advertising.** This committee has been chaired by the local newspaper publisher since the start of the festival, assistance being given by the staff members of the paper. The advertising is geographically widespread and includes television, radio, and newspaper. Good publicity has been cred-

ited with helping to draw large crowds to the festival.

These committees and individuals assume full responsibility for the work assigned to them. Each of the committee heads takes the job seriously and devises his or her own plan for accomplishing the tasks ahead. Progress of committee work is reported to the festival association general committee as a means of coordinating activities, introducing new ideas, and resolving problems if and when they develop.

#### Implementation of Project Plan

The groups involved in the festival (civic, fraternal, or churches with booths or the festival association work committees) represent a wide variety of people in the area, from elderly to young (see fig. 3 for participation in community work groups). Some of the elderly participants who are not able to withstand the harder tasks are involved at other times during the year and at their own pace in baking or making things or taking visitors' names for the festival register during the festival. Each work group seems to be particularly sensitive to this difference in strength and stamina, and delegates work accordingly. Children also participate in meaningful ways in the festival activity.

All the participants have cited the leaders of the maple festival, whether officers or work committee chairpersons, as being particularly effective and able to handle their positions. The general festival officers delegate the responsibilities to the work committees and leave the chairpersons alone to do their work and arrange for their volunteers. Leadership advice and festival association decisions are sought at the monthly association meetings held at the civic center from September to April. Committee chairpersons appreciate the fact that their work is not interfered with either by the officers or by the executive committee of the festival association, and they bring problems to these meetings only if they



involve the festival in general. Participants are satisfied that the decisions are justly arrived at and the difficulties well considered. There is an expressed faith in the ability of the leaders to do their jobs well. The individuals who have held positions of leadership are well known and accessible to most people in the community. Again, this indicates the informal way that festival workers have chosen to organize themselves and how well this mode has worked for this particular community.

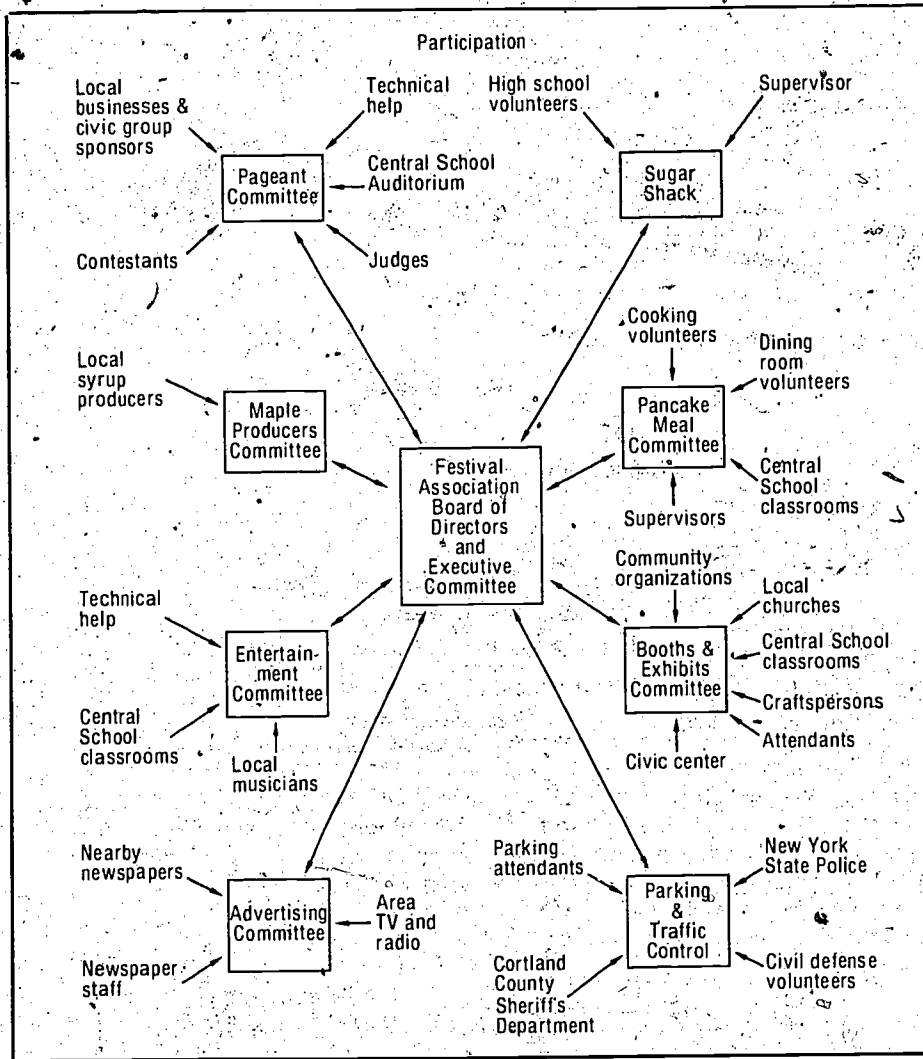
The process of evaluation that goes on after each festival is one element in the responsiveness of the association leadership to the needs of the volunteer workers. Since the festival usually occurs in late March or early April, the first post-festival meeting is in April; and evaluations, suggestions, and problems are brought up then for discussion. Sometimes even a May general meeting is necessary. An "appreciation dinner" for all festival participants contributes to a feeling of cooperation and mutual aid among those who worked.

## VOLUNTEERISM AND SHOW COOPERATION IN FESTIVAL

One of the most striking things about the maple festival, besides the committee work, is the amount of volunteer work done. Without this the festival could not exist and continue. People in the Marathon feel that close to 100 per cent of the area residents are affected in one way or another by the festival either as direct participants in one of the booths or meals or as parents of young people involved in working for members of participating organizations. No one is left unaware or unaffected by the maple festival.

The participation of various local civic and fraternal groups as well as of the churches indicates that the festival has grown and developed within the framework of community organization existing before the festival. The festival depends upon the Marathon Central School for space and rooms for the many aspects of the event and formerly used the school buses for transporting the visitors between parking lots and town. It depends upon the local civil defense group, the Cortland County Sheriff's Department and the New York State Police to handle its crowd and security. It depends upon several members of the school's canteen and cafeteria staff who, by law, must be in attendance during the festival days. It also works closely with the Cortland County Health Department to supervise and advise its operations so that they conform to health standards. During the pageant each contestant is sponsored by one business or group within the community who must pay for her entrance fee. Festival entertainment depends upon a major contribution of time and talent by the Musician's Union. For several weeks before the festival the local newspaper focuses on the different events and people who are involved. In this way all different kinds of groups within the Marathon community are drawn into a cooperative relationship for the festival.

Figure 3. Festival association committee work groups





## CONSEQUENCES OF THE FESTIVAL.

### Financial Returns

The Maple Festival Association has never sought to make a substantial amount of income from the festival. Financial returns can be classified into two groups: those that go to the festival association, whether directly or indirectly, and those that go to the various community groups. In 1971 the gross income to the association was \$7,513, and the expenses for that year were \$6,780, leaving a balance or profit of \$732. In 1972 the profit from the festival was \$2,794, and in 1973 it was approximately the same. In 1979 the income to the festival association from the various committee work groups was broken down as follows: maple products—\$18,225; pancake meals—\$9,164; rides—\$364; booths—\$3,835; pageant—\$422; and 10 percent of the gross sales—\$739. The profit for the 1979 festival was \$3,200. Proceeds from the festival are used to cover expenses related to the overall conduct of the event, such as the purchase of a public address system, publicity, and the rental of charter buses. The cost of publicity is the largest single annual expense with nearly \$4,000 being provided in 1980 for that purpose. Good publicity coverage is seen as an essential ingredient to the success of the festival.

Local festival organizers are quick to point out that the festival is not recycling community financial resources in the same manner as other rural community events; rather, what money is spent at the event is pulled in from outside the community. The proceeds from the festival basically come from the visitors from other parts of New York State and beyond.

### Community Effects

Clearly there is no formal plan for how profit from the festival is to be spent. Money earned during the festival by other organizations or groups in the community is used in a variety of ways.

The annual senior class trip to Washington, D.C., is financed primarily with funds earned by the students through festival-related activities undertaken by each class throughout their 4 years of high school. Several of the six local churches raise funds from bake sales, barbecues, and other booth sales conducted during the festival.

After festival expenses have been covered, any funds remaining have been used to maintain a reserve account for unanticipated expenses, the remainder being put back into the community as donations to civic groups and improvements in the village and town. Donations to the community have included the purchase of a sound system for the Marathon Central School, a contribution toward the purchase of school band uniforms, purchase of the land and financial support for the new village civic center, support for the community fund, support for the establishment of a girls' softball league, as well as support for the Finger Lakes Association marathon race from Ithaca to Marathon. For example, in 1973 the profits were spent in the following way: \$2,000 pledge for a building on the downtown field (civic center), \$549 spent for a sound system for the village, \$879 for remodeling the Maple Museum, which is used during the festival, \$886 spent for sugar equipment for the Sugar Shack, \$500 donation to the Band Booster Club for uniforms, \$300 to sponsor a play. There was discussion in the mid-1970s about providing financial support from the festival proceeds for the construction of a community swimming pool, but no further action has been taken on this matter by the association.

One participant interviewed for this report described her sense of pride in seeing the improvements in the community brought about by the festival and knowing that her work had contributed to them.

What stands out most clearly when talking to people in Marathon about the impact of the festival is the less-visible changes that have occurred. Marathon residents have a new sense of confidence that they can do things. Vast numbers of people have been drawn into participation in the event, and they have come together in ways not otherwise possible. People have assumed positions of leadership that they might not have had a chance to hold without the festival. Newcomers to the community are able to "plug into" the festival and the community by volunteering to work on one of the committee work groups; it is relatively easy to find out about these committees in the newspaper coverage of the festival. Inevitably, with the kind of team work necessitated in the festival, old and young people work together in ways they may find new. Also, the festival has given life to the organizations and groups that have booths and serve food during the 2 days.

Equally important to the life of the community is the creation of an informal network or structure that now operates to make the festival work, but that can also be activated at other times for other reasons. It consists of a communication line, set up among the people in the community, among their organizations and churches, that may facilitate other types of action.

Perhaps the real meaning of the festival can best be expressed by a quote from an editorial of the *Marathon Independent*, April 1, 1971: "We are stronger now as a community than we have ever been before; we have witnessed with our own eyes that our size in population is a great benefit and not a detriment and we have seen what can be done when civic pride takes the place of apathy and lethargy. . . . Now we can say that we have, indeed, learned a lesson in united community spirit, accomplished through a common cause, a common goal."

A further expression of this meaning is shown in the choice of A Decade of Cooperation as the theme for the 10th annual maple festival.

## HIGHLIGHTS OF THE MARATHON CASE STUDY

Someone involved in initiating a local project might consider many aspects of this community project in Marathon, New York. For example, the length of time from the initial idea of a festival in 1959 to the successful completion of the 10th Annual Central New York Maple Festival in 1980 is 21 years. The first several years involved intermittent evolution of the idea and planning for a festival, and 10 years have been spent conducting a successful annual event. For other community leaders, this example raises the question of the anticipated time period a project might require from initiation to implementation and completion.

In contrast to many local efforts, the Marathon project has been a self-sustaining and even a profit-making effort, with general benefits going back into the local community. If your community is considering this type of action, what do you anticipate to be the costs and benefits of your community projects and to whom will these costs and benefits accrue? A real concern for improving the quality of life was evident from the start of the Marathon project by the often asked question, "What can we do to help Marathon?" Or rather, "What can we do to help ourselves?" However, there are two aspects of the festival that might well receive special attention, namely, the use of local networks and community involvement.

### Local Networks

The people of Marathon have become masters at developing and using interconnected community systems and local networks to conduct the annual festival. Connections exist between the festival association committee and almost every group in the area, including the school, local churches, the sheriff's department and state police, the local businesses, the civil defense group and volunteer firefighters, and many other groups. They have all become involved in a coordinated way.

The establishment of such relationships and cooperation among local community groups is contrary to much of what has been happening in many communities today. The trend has been more toward dependence upon the vertical or extracommunity relationships. The Central New York Maple Festival Association is a local organization that depends on a blend of involvement and action by other local organizations to hold a successful festival each year. This use of local networks pays off for the community beyond the festival itself.

### Involvement

Few projects may be able to compete with the festival for either the proportion of people involved or the age range of those who participate. The extent of local involvement in the many aspects of the project is perhaps, directly related to the desire to make the festival a total community effort for the general improvement of Marathon as a place in which to live.

Of course there are varying levels of involvement. Members of the Maple Festival Association Board, meeting several times a year, are perhaps the most involved. On the other hand, people who assist with specific activities such as the pancake meal or parking are also an integral part of the festival.

Even though the festival is formally organized, much of the involvement of local people occurs on a one-to-one informal basis. Even committee business is often conducted in an informal basis without meetings. A great deal of flexibility for interaction among those involved exists. At the same time, enough structure exists to handle key decisions about future efforts and to deal with conflict should that arise.

One outstanding feature of the Marathon Maple Festival is the working relationships among various agencies, institutions, and organizations in the larger Marathon community. This kind of cooperation is also visible in the experience of the Greater Malone Community Council, one part of the subject of the next case study.



Maple sugaring in Marathon

# Economic Development through the Greater Malone Community Council and the Ballard Mill Center for the Arts

## SECTION 3

### INTRODUCTION

This report is concerned with one effort toward economic development in a relatively depressed region of the northern part of the state, namely the acquisition and utilization of a former textile mill in Malone, New York. The purpose of this study is to describe the work done by the people of the village and town through their local community council toward the restoration of the mill building and its transformation into an arts and crafts center and a community theater. Because Malone and Franklin County, in general, have been described as an economically depressed area, it is all the more significant that the individuals and organizations of Malone have been able to create a center for the arts in this building along the Salmon River.

Part of the focus of this report will be the Greater Malone Community Council and its development, and another segment will deal specifically with the Ballard Mill restoration project as one aspect of the community council's activity. The acquisition of the mill, its physical restoration, and its occupation by a community college crafts school, various craftspersons, and a community theater, as well as the repair of the hydroelectric facility, represent enormous work and commitment on the part of large segments of the Malone population. A variety of business and civic organizations, educational institutions, and individuals have come together during the past 5 years to work on the mill project; it serves as a positive example of the possibilities inherent in many local community efforts.

At the time of writing this paper the Ballard Mill restoration project is still evolving. The reader should appreciate that some aspects remain to date unfinished.

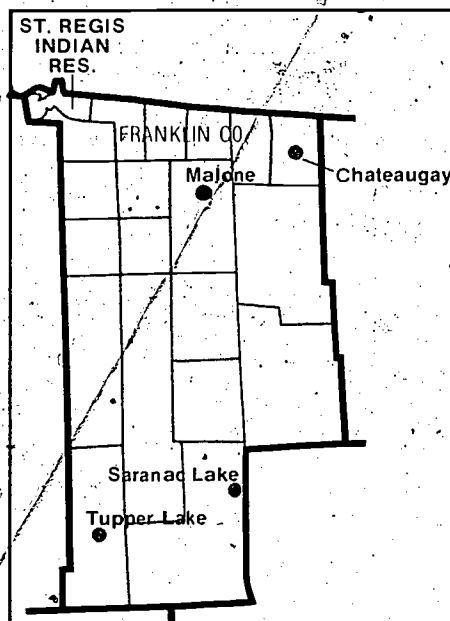


Figure 4. Towns and places of Franklin County, 1970

### MALONE BACKGROUND

Malone is located in Franklin County on the upper edge of the Adirondack region, 12 miles south of the Canadian border. It is the county seat and also the regional headquarters for some state agencies. The village of Malone's 1970 population was approximately 8,048, with an estimated 1977 figure of 7,655. The township and village of Malone had a 1970 population of 11,400, with a 1977 estimate of 11,201, and the county population went from 43,931 in 1970 to an estimated 44,880 in 1977. These statistics indicate a loss of village and town people and a small increase in county population; thus they indicate a relative increase in the rural population, especially since Tupper Lake and Saranac Lake also show a decline in population for the same period.<sup>1</sup>

Franklin County is predominantly a rural county, economically dependent on agriculture (mostly dairy farming), light manufacturing, and service industries.<sup>2</sup> At one time earlier in the century the area was developed by lumber and pulp companies, but those industries steadily declined in this section of the state. The whole region is experiencing the loss of farming population due to a consolidation of agricultural holdings, which has been characteristic of northern New York for some time; it is also described as undergoing an outmigration of people in the productive age groups, probably due to lack of employment opportunities. This results in a high percentage of the population being financially dependent, because of old age or youth.<sup>3</sup>

Malone and Franklin County have been described as economically stagnant, with no significant population or income growth. In the 1969 study of the entire region, the town of Malone is listed as having 15.5 percent of families below the poverty line. This same study discusses the region's inability to finance public expenditures entirely from local revenues, resulting in an increasing need for state and federal aid.<sup>4</sup>

The main resource of the area, in some studies, is seen as the abundant water supply. For instance, the hydroelectric power in Massena (a nearby town) was one important factor in bringing the Alcoa Company there, in that it could supply an inexpensive source of energy for the plant operation. Another growth potential for the region is tourism, and this aspect remains to be completely developed. This is the background within which the people of Malone operated through the community council in various activities and programs.

## GREATER MALONE COMMUNITY COUNCIL

### Introduction

In community development studies and current research the notion of a community council is associated with the coordination aspect of community development, and many councils are referred to as advisory or educational groups, made up of representatives from various community groups and professions. In a study of community development in Talladega, Alabama, Allen Edwards describes a community council that was involved in a survey of the health needs of the area and that concerned itself primarily with the definition of health problems.<sup>5</sup> Another study of community action outlines the stages of development, calling the third stage "organizational," wherein, after a period of discussion and clarification of problems and solutions, the community forms a "social instrument" with which to work.

Such an instrument is frequently an informal discussion group in the beginning, but it usually evolves into a committee, a council, or some other organized association with officers, regular meetings, and some structure of subcommittees. Certain responsibilities within the organization are delegated to specific persons.<sup>6</sup>

Malone's council began in a similar fashion.

### Malone

In the fall of 1972 an Adult and Continuing Education Council was formed in Malone to coordinate the continuing education programs in that area. The relevant institutions in the Malone area include the Franklin County Cooperative Extension, the North County Community College Malone Extension, the Wead Library, St. Mary's Adult Educa-

tion Center, and the North Franklin Educational Center—Board of Cooperative Education Services (BOCES). In addition to coordinating the various programs, the council also attempted to make Malone residents more aware of what was being offered.

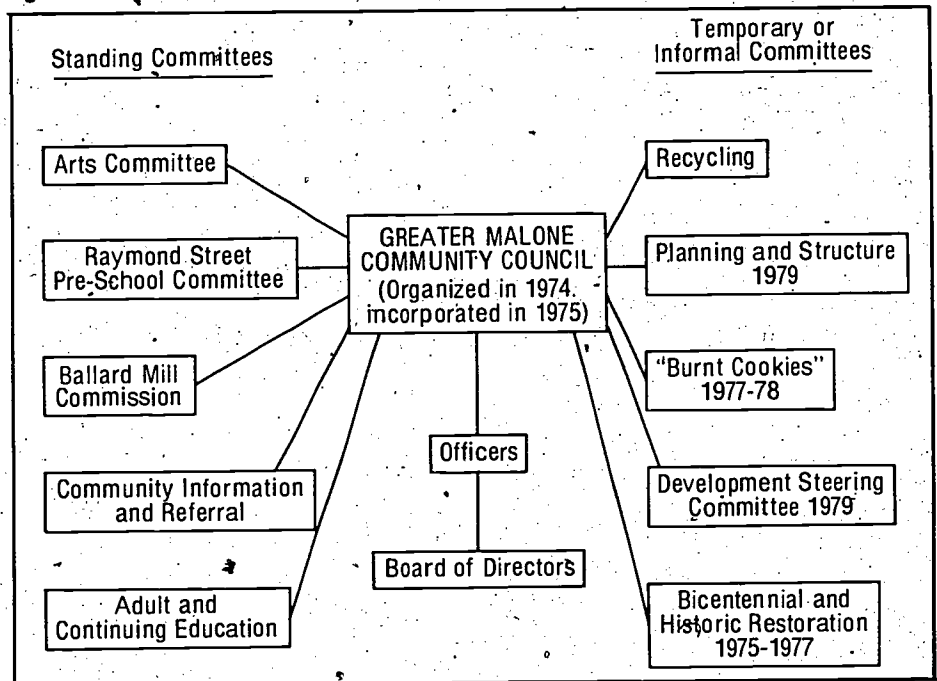
The idea of a community council was first brought up in meetings of the Adult and Continuing Education Council in October and November 1973 by the director of the North County Community College Malone Extension. Discussion continued into early 1974, and by March of that year, the Greater Malone Community Council was formed by various representatives of civic and business organizations, of its standing committees being the previous Adult and Continuing Education Council.

In the spring of 1975, because of increasing interest in historic restoration in Malone, the council formed a Bicen-

ennial and Historic Restoration Committee. To facilitate restoration work in Malone, this committee recommended that the council legally incorporate itself and acquire not-for-profit status. The argument was made that the council could then receive grants and loans and own property, and would not be limited by local laws requiring referendum of the municipality before buying or selling property. This suggestion was again discussed in September's monthly meeting, and legal incorporation was acquired in November as a Not-for-Profit Type B organization. Tax exempt status under Internal Revenue Law [Section 501(c)(3) of the IRS Code] was received in June of the following year and enabled the council to receive donations as well as allowed donors to deduct gifts from their income.

At present the Greater Malone Community Council includes approxi-

Figure 5. Greater Malone Community Council.





mately, 40 Malone-area member organizations and a few individual members (see fig. 5). Annual membership dues are \$10.00 for each organization and \$5.00 for individuals.

### Purpose and Function

Over the years the council has expanded to include a variety of functions from coordination and education, problem-solving and innovation, to "enabling" and economic development. Many people who are active in the council see it as a forum for new ideas and as an organization that can respond to Malone's crises and difficulties. The original purpose of the council as stated in Article II of the Constitution follows:

#### Section 1

- a. To encourage exchange of information among representatives of community organizations and local, state, and federal government agencies interested in economic, health, housing, educational, cultural and recreational improvement programs.
- b. To provide a forum for discussion of community improvement, with referral of promising ideas to relevant organizations or agencies.
- c. To encourage joint sponsorship of projects in which several organizations or agencies are interested. Also, when desired by member organizations and agencies, to help them seek funding for improvement projects.

### Organization and Leadership

The president of the council is elected every 2 years in March, and there are also three vice-presidents, a treasurer, and a secretary, in addition to a nominating committee and a board of directors. The council operates in accordance with a written constitution and bylaws.

Regular meetings are held on the third Wednesday of each month from 8:00 to 9:30 A.M. at the local community college extension center, with a different group supplying a light breakfast at each meeting. The council provides

advance notice to the local newspapers and radio station and may submit an article about the meeting progress afterwards, although the newspaper itself often reports on meeting events. Minutes of the council meetings have been kept by the secretary along with relevant announcements, advertisements, and other things. Each meeting also has a monthly treasurer's report.

The operating policy of the council lies in the creation of committees for each project responded to in the meetings. After a new issue or plan is brought up in the meeting, it is discussed by the members; and in some cases, a committee comprising members concerned with the issue and ready to act on it in some fashion is formed. The council has included committees involved in arts and entertainment (the Arts Committee), human services (the Day-Care Center and the Information and Referral Committee), historical work (the Bicentennial Committee in 1975-77), education (the Adult and Continuing Education Committee), and economic development (the Mills Restoration Committee). Meetings involve regular reports from several ongoing or standing committees. At times, a topic that cannot be resolved in the council meeting will be handed over to the board of directors for decisions. The council does not attempt to assume the titles and responsibilities of various existing agencies and thus avoids duplication of effort and jurisdictional disputes.

### Program of the Council

As previously noted, the original purpose of the educational council was to coordinate the various Malone-area continuing-education course offerings. Still acting in that way, for example, the council's Adult and Continuing Education Committee recently printed a two-page newspaper with all course listings for the north Franklin County area. The council has also functioned generally as a clearinghouse for community events and activities, such as dances, concerts, plays, and art exhibits.

As the program of the council evolved, it increasingly provided a

means whereby concerned people could become involved in local community development and change; and as a result, the council meetings have made it easier for people who would not ordinarily work together to do so. Periodically the council members re-evaluate its accomplishments and goals to make it relevant to more people and to present an opportunity for discussion and exchange. At one such meeting, for example, it was decided to invite a guest speaker to discuss Franklin County social services.

During a recent downtown fire in Malone in which an entire village block of businesses was destroyed, the council functioned in a problem-solving way; and along with other organizations such as the chamber of commerce and various economic development agencies, it responded to the need to acquire funds to repair the damage and rebuild the block. The fire acted as a catalyst, and this discussion grew to encompass the general economic and social problems faced by the Malone community.

In this particular instance the council participants organized task forces to deal with specific aspects of the community's needs and proposed a marketing survey for research into Malone's problems and potential as a community. These task forces were to work with the appropriate agencies in the village, town, and county, with business and civic leaders; as well as with various funding agencies. The council acted as one parent organization in this innovative aspect of community development, forming a Development Steering Committee and making a list of 36 ideas and problems regarding Malone that people felt needed to be discussed and dealt with. Later that spring, the council focused on potential funding agencies for the downtown fire repairs.

Many of the Malone residents who are active on the council see one of its main functions as being an enabler in the community—an organization that acts as a base from which specific project groups can work. This has a

great deal to do with the council's not-for-profit tax-exempt status, which allows it to be an umbrella for committees that may be working toward financial and legal independence, such as the Raymond Street Day-Care Center and the Community Information and Referral Service. The not-for-profit status lets the council's various committees use the CETA work force (especially Title VI) and also allows the council to apply for grants and loans and to receive donations from private individuals and businesses in the area.

The reaction of some people in the community has not been completely positive. The council has been criticized for being too unwieldy with its 40 member organizations, for having meetings that consist of too much discussion and result in too little action, and, in general, for being irrelevant to the needs of a large segment of Malone's population. Some people are suspicious of the cultural orientation of much of the council's activities; yet through continued interaction with the community, this suspicion should disappear.

The most complex part of the council's activity to date concerns economic development, namely, its involvement in buying and operating the Ballard Mill.

## BALLARD MILL

### Origins and Impetus to Action

The J. O. Ballard Company owned and operated a textile mill along the Salmon River in Malone, which produced high-quality woolen outdoor clothing from 1901 to 1965, when the mill closed. The mill building, along with 48 acres of land, was owned by a local family and remained empty, unused, and vandalized for several years.

Local interest in restoring the Ballard Mill began when a former local resident interested in returning to Malone, following an apprenticeship in Cooperstown, sought a place in which to set up a 19th century-style blacksmith shop. After investigating Ballard Mill and the small island next to it, he involved other people in Malone in the idea of creating a crafts community on the mill site.

At about the same time, March 1975, the community council's Bicentennial and Historic Restoration Committee recommended that the council try to acquire the Horton Mill, a 19th century grist mill in downtown Malone, from the local housing authority for historic preservation and also recommended that the council apply for outside funding for the restoration. (At this time it was suggested the council incorporate as a not-for-profit corporation, as mentioned earlier.) However, the council became so involved in considering the possibilities for Ballard Mill that Horton Mill was temporarily dropped from further consideration.

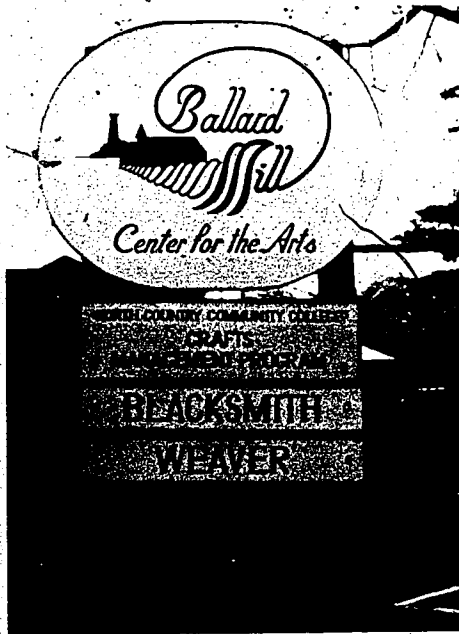
In May 1975 the council members voted to have a Cooperstown engineer look over and report on the hydroelectric potential of the Ballard Mill dam, funds being provided by a technical assistance grant of \$300 awarded by the New York State Council for the Arts to the Malone Community Council's Arts Committee for use toward housing a community theater. The Arts Committee is a separate committee in the community council, but it has functioned as a resource for the mill project in several ways. The consulting engineer, in September 1975, did inspect

and report favorably on the hydroelectric potential of the dam, turbines, and generator.

In October a group of three representatives named by the council to investigate the mill recommended its purchase by the council and formed themselves into a negotiating committee to contact the owner. One of the representatives was the director of the North Country Community College Malone Extension, who had previous experience with crafts cooperatives in both this country and overseas as a Peace Corps volunteer. His influence and impact are obvious in the history and evolution of the mill restoration project as well as in the activity of the community council. Because of his involvement there was a strong link between the college and the mill, affecting the development of the college's unique Crafts Management Program (a 2-year degree program for students interested in becoming financially self-sufficient craftspeople), which presently occupies the third floor of the mill building and which enables the college to commit a certain amount of money yearly for utility fees (money paid for heat and power instead of rent).

### Malone Mills Restoration Commission

The other two representatives were an educational administrator from the Malone Central School System and a Malone businessman. These three representatives reported to the community council in November, and as a result, the council appointed a seven-member Malone Mills Restoration Commission, which functioned throughout the Ballard Mill restoration work. This commission changed its name to Ballard Mill Commission in November 1978.



### Ballard Mill Restoration Plans

The original plan for the mill project presented by the committee throughout 1975 included its use as a permanent home for the community theater, as housing for the Crafts Management Program of the community college, as a riverside park area, as a source of inexpensive electricity, and as a location for a 19th century crafts island (see diagram — of Ballard Mill, fig. 6, and photos). These plans also saw one floor of the building being used as a sheltered workshop for the elderly and handicapped, although this aspect was suspended when the local Bartlett Rehabilitation Center's Board concluded they were not ready to undertake such a venture.

In a letter to the community council in November 1975 the Malone Mills Restoration Commission outlined their current plans and goals regarding the acquisition of the Ballard Mill. When they suggested that the council buy the Ballard Mill and thereby remove it from the tax rolls, they argued that this purchase would open the way for receipt of state and federal aid, private and public contributions, a federally funded work force, and the financial benefits of the restored hydroelectric facility. As it happened, the mill project began with Title I CETA work, with a fund-raising drive in which individuals or families became sponsors through a pledge of \$100 each, with the North County Community College commitment to the project, with the New York State Council for the Arts grants allowing technical assessments to be made, with extensive BOCES-student work on various aspects of the restoration, as well as federally funded Conservation and Recreation Manpower work on the grounds.

The benefits of the mill restoration to Malone as presented in an early committee statement involved a conception of the mill as a tourist attraction for the town and village and as a place to house the theater group and the crafts community. The restored mill would offer recreation and training opportuni-

ties for the young and the elderly. Because it would house the crafts program of the college, it would attract students from other parts of New York State. It would create another source of energy in that area.

There has never been a long-range master plan for the mill project. However, the hydroelectric facility has always been crucial to the economic feasibility of the mill project since according to estimates, after repair and restoration, it could produce between 250-300 kw of electricity, which would provide heat and light for the mill building and possibly enough extra electric-

ity for some to be sold during the warmer months of the year.

In December 1975 the committee submitted to the council an estimate of the budget and expenses for the mill project for the first year, which was then approved by the council. This budget included projected income items as follows: \$1,000 from the Bartlett Rehabilitation Fund (for renovation of the space they intended to use); \$5,000 from donations; \$1,000 from the North County Community College (for 6 months' utilities fees for the third floor); \$2,000 from the sale of electricity; an undetermined amount from the

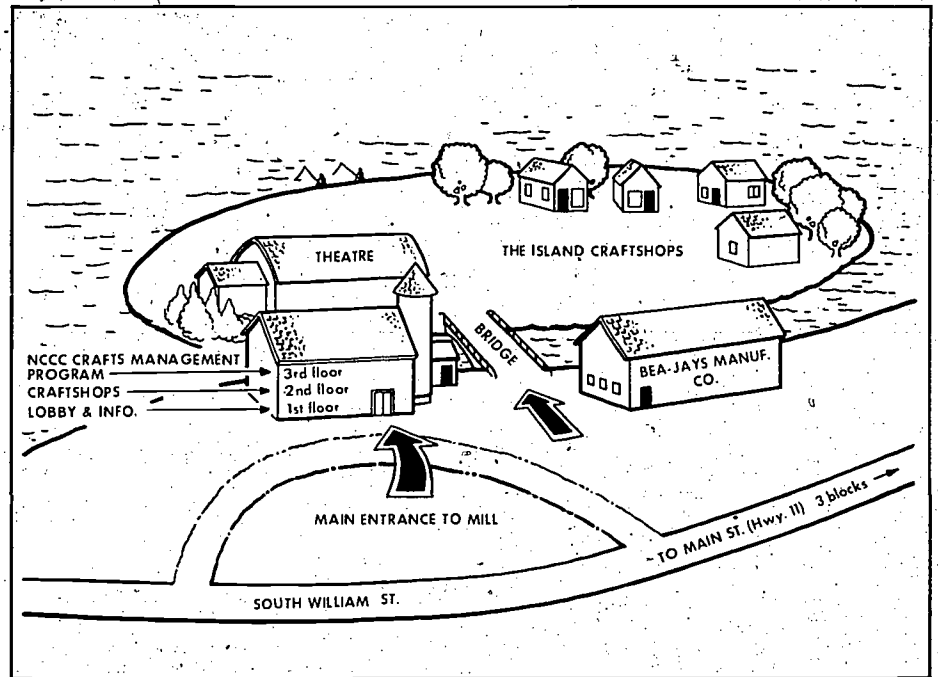


Figure 6. Diagram of mill. Provided by Alice Wand, Moonstone Press, Ballard Mill Center for the Arts.



sale of textile mill equipment and crafts produced; and an expected \$3,000 general contribution from the Bartlett Rehabilitation Fund—totalling \$12,000. This statement included an estimate of resources available to the project: electricity from the dam; federally funded labor; pledges from the community; BOCES involvement; Army Reserve unit help; Bartlett Rehabilitation and North County Community College financial support (solely in the form of utility fees in lieu of rent); surplus equipment; and New York State Council for the Arts grants.

The community council agreed to purchase the mill building and 8 acres of land for \$30,000 in December 1975, with the other 40 acres of land to be acquired at a later date. The final papers were signed in April 1976.

#### Leadership

As the mill project developed and the work of restoration became more complex, the leadership training and experience of the mill commission members proved helpful. The treasurer of the commission is employed at the business office of the Malone Central School System, the technical committee chairman is a trained engineer, and various skilled craftspersons were involved in several technical aspects of restoration. A certified public accountant on the commission worked with the internal auditing of the project, and the college's Crafts Management Program is directed by a professional textile artist and designer. This highlights the extent to which the restoration project was and is able to enlist the support and energy of people with various important skills and backgrounds within the Malone community.

The mill commission began almost immediately to reach out into the community for volunteers and support of all kinds. Some of the local agencies and programs important to the restoration of the mill were the Federal Manpower Office (CETA), North Franklin

Education Center (BOCES), the Army Reserve unit, nearby Paul Smith's College, and several local offices of federal and state agencies.

#### Funding

Funding for the mill restoration has necessitated an enormous amount of work and several years of canvassing and research into funding possibilities at state, federal, and private levels. The first funding used to assess the mill's potential came from three technical assistance grants (\$300 each) from the New York State Council for the Arts in May 1975. In 1976 the cash and in-kind local donations to the mill project were estimated to be \$10,000, and in the same year the CETA Title VI and X work began, as well as the BOCES involvement and training. The next source of funding was the Kresge Foundation, which gave the commission a grant of \$25,000 in December 1976, provided the commission could complete the restoration with other available sources of funding.

Previous to 1976 the Title VI CETA work force was only authorized for public projects, but with a change in federal policy it also became applicable to private not-for-profit corporations. The work on the mill actually began under the new guidelines in the spring of 1977. The other crucial labor donation was done through BOCES (the North Franklin Education Center), and has gone on for several years. In addition, the National Guard and Army Reserve were active in hauling away the refuse created during the clearing out and restoring of the mill building.

In January 1978 a new source of support materialized in Malone with a Bowers Foundation grant to establish the Mohawk Crafts Fund, which markets the work of skilled basket weavers from the nearby St. Regis Reservation at Akwesasne. This group originated in a class on business management conducted on the reservation in 1973 by the Malone Extension of the North County Community College. The Mohawk Crafts Fund has set up quar-

ters on the second floor of the mill building and sells wholesale and retail to the local crafts co-ops, stores, and museums all over the country. Along with the Crafts Management Program on the third floor of the mill and the community theater, this group is one of the main sources of stable rental income for the mill.

In the spring of 1978 two grants were received from Malone-area businesses. One from the Alcoa Company (with a plant in Massena) for \$8,000 and one from the Wolverine Company (with a factory in Malone) for \$5,000. These grants were immediately applied to the mill restoration at its peak of activity from 1976 through 1978. In October 1978 the mill commission applied for a loan from the Farmers National Bank of Malone and received an \$11,000 loan, which was cosigned by several local people.

The local hydroelectric facility, which is not yet completed, has been financed by a variety of grants and loans, including a loan for \$45,000 from the New York State Energy Research and Development Administration (ERDA) and a U.S. Department of Energy (DOE) grant for \$38,000. Both of these funds are for "small low-head electric demonstration projects." Several funding applications were unsuccessful or have been delayed, and no money has been received from the Community Development Administration (who said that in the past they had not had positive experience with these kinds of projects). The Farmers Home Administration \$95,000 refinancing loan application has been resubmitted for \$72,000, funding for the hydroelectric work being eliminated because of other funding sources for that aspect of restoration.

The grants and loans used for Ballard Mill restoration represent only part of what was requested or applied for. It is also difficult to compute the exact monetary value of CETA and BOCES work done on the mill. Under the con-



trol of the Federal Manpower Office in Malone are a variety of programs used at the mill—Summer Youth Employment, Conservation and Recreation Manpower (Title X), Youth Conservation Corps, and Young Adult Conservation Corps. CETA workers were used both in general restoration and in theater construction for several years, their work ending in June 1979 because of nationwide CETA cutbacks. The BOCES students' and teachers' involvement in restoration work went on for almost 3 years and still continues on certain levels today, and it represents another significant and crucial contribution from the community. BOCES policy aims at projects that are of public benefit but on which the work can be used as a training experience for students in skilled areas of industry and agriculture. Four main areas of training (electrical, heating, agricultural and heavy machinery, conservation) were used at the mill, and each area represents approximately 1 teacher and 15-20 students per semester, with 2 1/2 hours of actual on-site work during school days. Combining CETA and BOCES contributions to the restoration work, the estimated value of the labor on the mill project is approximately \$200,000.

### Community Support

Community support of Ballard Mill was evident in the vast amount of donations of materials, equipment, labor, and money that came from Malone during the several years of intensive restoration work (1976-78). The in-kind donations came from local individuals or businesses; they were tax deductible and consisted of window panes, bathroom fixtures, barn and garage wood, among other things. The labor donated to the mill came from the Boy Scouts and Girl Scouts and others in Malone and occurred mostly on "Volunteer Saturdays," coordinated by the mill commission in the spring of 1976. Equipment and tools were loaned and operated by BOCES (glass cutters, trucks, scaffolding) and the

village and town of Malone (trucks, bulldozers, chain saws) and from local citizens and businesses.

Community participation and involvement in the mill restoration went beyond the restoration work done and has extended to attendance at dances, art classes and displays, concerts, plays, crafts festivals, and ballet classes taking place the last few years at Ballard Mill.

### Future of the Mill Project

At the time of writing this report, the restoration work on the Ballard Mill has not been completed. Sixty percent of the Department of Energy grant is now on hand and favorable signs for the Farmers Home Administration loan have been received, although it has not been formally approved. Work continues on the repair and restoration of the hydroelectric facility, but electricity is not yet being produced.

There is, in addition, an empty room on the second floor and unused space on the first floor of the mill building, none of which is being restored at this time. The financial delays and the unoccupied space prevent the Ballard Mill Center for the Arts from achieving a self-sufficient status; additional rental income and the money spent for heat and light could be used for completing the restoration.

In addition to these usual delays in the restoration work, several different perspectives on the long-range feasibility of the Ballard Mill affect the way in which funding and support are solicited. One viewpoint would have the Ballard Mill act as a landlord, providing space and a sense of community for various artisans and craftsmen, as well as for community events. This approach would have the mill commission complete the hydroelectric work so as to make the project financially self-sufficient before it attempts any further involvement of any kind. Another attitude sees the mill as continuing to apply for support for additional projects in which it would be directly involved.

The first perspective is more favorable to a small-scale project: the

Ballard Mill would rent space out to various craftsmen and groups; it would hire a full-time maintenance person who could oversee the dam and the mill building and deal with daily problems that arise in the mill's functioning. The second perspective leans more toward further grants and loans, implying the necessity for a full-time grant writer or supervisor. There is still another factor potentially affecting the long-range feasibility of the Ballard Mill project, namely the future plans of the present tenants—the craftsmen or the college crafts program. For example, little, if any, consideration has apparently been given to the possibility of the loss of such a major tenant as the college. Yet, in the long run, there is evidently the possibility that the Ballard Mill facility will not meet the future needs of the college or the other tenants.

At this time there is discussion of possible new organizational and administrative arrangements for the project. One plan under discussion for the future involves shifting much of the administrative and operational responsibilities for the mill project from the Ballard Mill Commission (all volunteers) to paid staff. Provision for such an arrangement and much of the future success of the mill project appear to depend to a large extent upon the financial impact of the hydroelectric renovation effort.

Assuming financial stability is achieved, it is anticipated that plans will be developed for the remaining 40 acres of land and additional buildings on Ballard Mill Island as well as renting out the unused space on the first floor of the mill building.

Those people interviewed for the study and most directly involved with the mill project feel that although delayed, it will be brought to a successful completion and become a permanent part of the Malone community.



Ballard Mill in Malone. Photo by Rick Auger.

## HIGHLIGHTS OF THE MALONE CASE STUDY

### Community Leadership

For any community project to get started, a group of local people must recognize a need and decide that some form of action should be taken and is worth working for.<sup>7</sup> These people, however small the group initially, become community leaders with regard to the project under consideration. Such leadership refers to the "influence that community members exercise upon one another in making decisions that initiate, mobilize, and coordinate their collective efforts to deal with community change."<sup>8</sup>

The emergence of such leadership is evidenced in this case study in the establishment of both the Greater Malone Community Council and the Ballard Mill Commission. A small group of educational institution representa-

tives formed what was to become the council. The council organization provided the framework within which three people could present the idea for a specific project. Eventually that action was followed by the identification of seven volunteer community leaders to organize and direct the Ballard Mill project. Except for one change, these leaders have stayed with the project from the beginning. Community action is often taken by a relatively small group of citizens, although many other people may work on the project as it evolves, as has been the case with Ballard Mill.

In a situation such as the one described in this report, people most likely to become involved in leadership roles are those people, knowledgeable about their community, who meet the criteria of commitment, persuasive leadership, and staying power.<sup>9</sup> Each of these qualities is evident in the leadership provided for the Ballard Mill project.

Perhaps at least one question can

be raised from the perspective of change or renewal of leadership in ongoing projects. When and how might leadership change? In this case, membership on the Ballard Mill Commission is for an indefinite period. At some time a term of office or other formal means of transferring leadership may become a matter to be resolved.

### Local Organization

All but the smallest communities have a fairly large number of active agencies and programs attempting to positively affect the quality of life of local residents. Malone is no exception. What produces difficulties, given some degree of organizational and program complexity in a community, is the matter of how to build ties among the local units involved in an attempt to maximize cooperative approaches to local problems and minimize overlapping or duplicative efforts. The problems and needs of people do not always fit neatly into one agency's area of specialty alone; and from the perspective of the user or recipient of programs, there often needs to be some coordination and cooperation among organizations. The Greater Malone Community Council represents one important approach toward strengthening and building what may be referred to as the "horizontal relationships" within the community.

The Greater Malone Community Council, as a permanent structural organization, represents another avenue not available to all rural communities for initiating and sponsoring community action projects. In this case the organization provided the legal basis (not-for-profit corporation) for sponsoring the Ballard Mill project as well as a means to bring together leadership for the project.

## Financial Support

Similar to the other case studies referred to in this report, especially the Woodhull and Groton studies, the Ballard Mill portion of this study exhibits a necessary and interesting mix of both public and private funding. Project leaders searched and have reached out for a wide range of possible sources of funds to support the project. This mix includes a commitment and risk on the part of some local leaders by personally signing for a loan to the project. Other sources to date have included local government and citizens through cash and in-kind contributions, private companies and foundations as well as state and federal loans or grants or both. Such an effort has required local people to travel to New York City and other places in their search for funds. This search has not been easy; local project leaders have had to persevere during undue delays, making reapplications for funds upon receiving refusals or even no response at all.

Funding of this project, in some respects, is complicated by the nature of the project area, namely, arts and crafts, and by the separate consideration of hydroelectric power. In the first instance, packages of federal aid may not be as clearly marked and as available overall for this area of concern as in other areas of program support such as housing, health, and transportation. From another perspective, the effort in arts and crafts is not perceived as a contributor to local economic development by some community leaders outside the project.

Much of the financial success of the project appears to be dependent upon

the success of the hydroelectric aspect of the mill renovation. The planned financial savings in utility expense and potential profit from the sale of electricity act in many respects as a means of subsidizing this project, which would not necessarily be available to projects in other localities. The question of what happens if the hydroelectric component does not provide sufficient savings or income or both has not as yet been addressed. Local people, however, realize that projects of this nature are not undertaken in a risk-free environment.

The Ballard Mill project involved the reuse of the old, unused textile mill building. Four of the seven case studies in this report concern building reuse and restoration of some kind. The next case study, in Salamanca, New York, involves the reconstruction of an empty grocery store building.

# One Part of a Community's Attempt at Economic and Social Turnabout: The Library Project in Salamanca, New York.

## SECTION 4

### INTRODUCTION

Small rural communities often have difficulty maintaining or expanding some of the services important to community life. Yet, many small communities throughout New York State have taken or are planning to take steps to meet these needs. One is Salamanca, New York, in the southern part of Cattaraugus County. The following is a case study of Salamanca's effort to remodel an empty and unused grocery store building into an attractive and efficient public library. Community leaders interested in learning from the experience of others may find leadership, organization, and other features of this study relevant to their own local community actions.

### BACKGROUND

#### Cattaraugus County

Cattaraugus County is a geographically large county in western New York State. It is predominantly rural, with farming and agriculture playing a major role in its economy. It has been estimated that half this county's inhabitants live in the Salamanca-Olean area in the south central part of the county (see fig. 7). The preliminary census figures for 1980 show an approximate population for the county of 85,000, representing a growth from the 1970 figure of 81,666.<sup>1</sup>

Two unusual characteristics about Cattaraugus County are worth mentioning: there is a growing number of Amish farm families moving into the Conewango-Randolph area; and in the south of the county is the Seneca National Allegany Reservation, which consists of 30,469 acres of land on both sides of the Allegany River.<sup>2</sup>

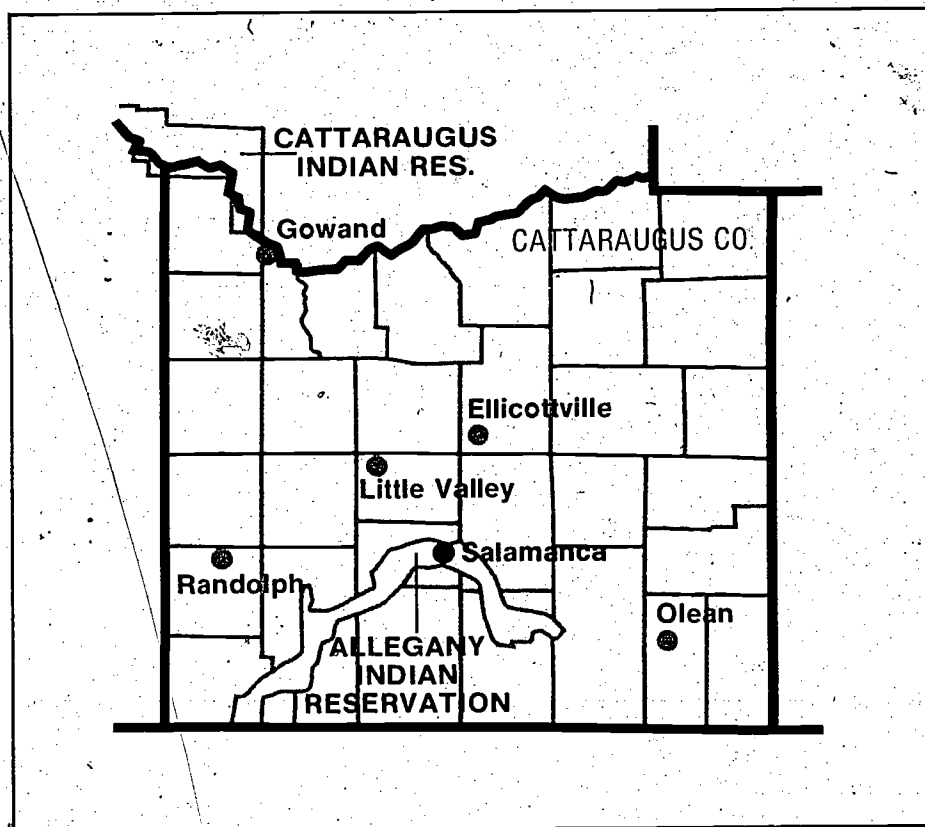


Figure 7. Towns and places in Cattaraugus County, 1970.

#### Salamanca

The city of Salamanca is located on the Allegheny River in the southern part of Cattaraugus County. Approximately 85 percent of the city's land is owned by the Seneca Nation of Indians and leased to the city and its inhabitants. The Seneca Nation master lease is to be renegotiated by 1991.<sup>3</sup> To the south of the reservation and next to the city of Salamanca is the Allegany State Park. Two major highways intersect in Salamanca: Route 17 (the Southern Tier Expressway), running east and west, and Route 219, running north and south.

In contrast to the county, Salamanca has been experiencing a population decline for some time. Its population in

1960 was 8,480; in 1970 it was 7,877;<sup>4</sup> and the preliminary figures for 1980 indicate 6,849.<sup>5</sup> It was at one time a divisional headquarters and operating point for several railroad lines: the old Erie Railroad, the New York Railroad, and the B & O Railroad. In the 1860s the Erie, Atlantic and Great Western railroads ran through the city from New York westward. A great many of the railroad personnel lived in the city of Salamanca, and it was their influence that operated most heavily in the early development of the city. Historically, the next most significant economic influence came from the development of the wood-products and furniture industry in Salamanca,





Former Salamanca Railroad Station may become railroad museum.

involving such large employers as Fancher Furniture and the Ethan Allen Company.

The railroad industry's decline began after the Second World War, and the wood and furniture industry began to experience difficulty in the 1930s during the Great Depression. The unemployment figures for the period of time in which this case study is concerned (1976-77) show a higher than national average percentage of unemployment for the city of Salamanca:<sup>6</sup>

#### Unemployment in Salamanca

Date	Percent
June 1976	10.2
December 1976	10.6
January 1977	12.5
June 1977	9.3

The Seneca Nation lease agreement with Salamanca is relatively complicated. It is a key element in the background of Salamanca, and many inhabitants feel it has served as an obstacle to development by discouraging new industries from locating in the city.<sup>7</sup>

An article in 1974 sums up the lease situation:

Though the current leases do not run out until February 19, 1991, many financing agencies, most notably the Federal Housing Administration, refuse to guarantee mortgages concerning the leased land owing to the fact the leases expire in less than twenty years, the standard length of time it would take most mortgage loans to be paid off. In fact, the only way to effectively circumvent this obstacle is for the white inhabitants to sign new leases with the Seneca Nation of Indians, leases which would outlive any mortgage loans. . . . But this form of circumventing the leasing problem is not practical for the ordinary home owner and the average businessman of Salamanca because the new fifty-year leases are both expensive and non-renewable.<sup>8</sup>

Although the lease may contribute to industrial development difficulties in

Salamanca, people view the Seneca Nation's location in the city as a valuable economic and cultural asset, particularly with regard to tourism development in that area. Salamanca is surrounded by a beautiful series of wooded hills and valleys, which have allowed it to attract all-year-round tourists and outdoor recreation seekers. The Salamanca Office of Promotion and Development, in a recent booklet on tourism, argues this point:

While a concentration on tourism development alone will not prove to be a panacea for the city's economic woes, it can be a major factor in providing the city and its residents with a relatively stable economic base.<sup>9</sup>

This report continues:

Perhaps Salamanca's greatest base for further tourism development lies with its location on the reservation of the Seneca Nation of Indians. The Seneca-Iroquois National Museum located in the city has drawn visitors from over 30 foreign countries and all 50 states.<sup>10</sup>

#### Low Point

The low point in Salamanca's recent history occurred in 1976, when in January the Ethan Allen furniture plant was completely destroyed by fire. This affected 180 employees of the plant and was an estimated loss of \$2 million to the company.<sup>11</sup> Earlier in 1969 a major employer in Salamanca, Fancher Furniture, was forced to stop its production and close temporarily because of financial difficulties. This company had employed as many as 750 at one point, although, at the time of closing, the number was considerably less. In early 1977, a large woolen mill, Salamanca Yarns, shut down its plant and moved downstate in the process of consolidating its operation.

Some of the employment statistics indicate the impact of these early developments, although figures are not available for Salamanca itself, they are for the county.<sup>12</sup>

### Employment in Cattaraugus County

	1960	1970
Railroad and railway express	935	525
Manufacturing	9,389	6,889

### The Manufacturing Industry— Employment Figure

Furniture and wood products	2,045	1,651
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It is against this pattern of serious economic decline that the people in and around the city of Salamanca decided to actively respond and struggle to change the situation.

### Turnabout in Salamanca

The Ethan Allen fire occurred on Friday, January 23, 1976. On the following Sunday, 3,000 people marched in downtown Salamanca in support of rebuilding the plant and keeping the company in the city. A financial package, prepared with the cooperation of the mayor and officials of the Economic Development Administration, Farmers Home Administration, and other agencies, was presented to the company. Although these efforts failed to persuade the company to rebuild and reopen, they succeeded in other ways. They represented a mobilization and consensus on the need for communitywide action to either attempt to halt the decline in the community or at least manage it in a positive way.

An organization called the Salamanca Positive Action Committee (SPAC) was formed as a result of this fire and the subsequent community response. It is a not-for-profit organization that aims at generating efforts toward general community improvement. It has been involved with a number of successful efforts in the city: a park in the area that had been devastated by flood in 1972; the Falling Leaves Festival held in September of every year; a bandstand in the Jefferson Street Park.

Over a year after the fire it was announced that former Governor Scott of North Carolina, the federal cochairman of the Appalachian Regional

Commission, was going to visit several New York State Appalachian communities in November 1977. He was interested in looking into the problems and potential that these localities presented to the commission. The people in Salamanca began preparations for his visit in September by organizing a temporary task force with separate committees to present various aspects of the city's problems and efforts at solution in industry, housing, tourism, and so forth. The community response was good, and Governor Scott's visit was a fruitful one. He met with a committee of 15 people who presented papers to him about Salamanca. (See Appendix C for copies of reports and publicity.) One direct spin-off of this effort was that the people who served on the task force decided to form a permanent citizen's council. This decision led to the organization of the Salamanca Area Economic Development Committee (SAEDC).

SAEDC has been active in Salamanca since that time and has taken the initiative in encouraging many community efforts: the establishment of an Office of Promotion and Development; a survey study of local tourism; a Farmers' Market held on Saturdays in July, August, and September, and plans for a mini-convention center. They have helped develop an organization to create a railroad museum, which could become a significant tourist attraction in the area. Although these two local organizations have different aims, they do have an overlap in membership.

Any one of these projects might have been the subject of a study such as this one. However, it was decided for the purposes of this study to focus on yet another local program, the remodeling of an empty grocery store into a community library. The library project began in the spring of 1976 and was completed in May 1977 with the opening of the new library.

## BEGINNING OF ACTION

### Old Library

The Library Board in Salamanca, chartered by the New York State Education Commission, owns the building and all other library property, but is supported by the city and provided with enough money to maintain itself and to offer its service to the community. For over 10 years people concerned with the library in Salamanca had been looking for ways to deal with its problems. The old library was not satisfactory for a variety of reasons. Firstly, it was inaccessible to the handicapped and many elderly because of the steps leading into the building and inside it. It was further inaccessible because of parking difficulties. More important, it was too small a building to serve a community the size of Salamanca, both in terms of the number of volumes and the meeting rooms and general space. Books that were not used frequently were stored in the basement and had to be retrieved when needed. Many of the shelves in the main part of the building were so high that they could not be seen or reached by the library's patrons.

In the 1960s the library board began attempting to find ways to solve the problem. Its first step was to hire a consultant to determine what size and kind of library was suitable for Salamanca. It later purchased the house next to the old library; the plan was to restore and use both the newly acquired building and the old library.

Financial problems were central to the rebuilding and renovation plans. The board tried to get the library included in the urban renewal plans for Salamanca in the early 1970s, but those funds were not sufficient to include it. The federal Library Services and Construction Fund ran out in 1974, and this ended the board's attempts to apply for financial aid from that source.

During this period of time, in the spring of 1974, the board discussed possible sites for a new library, as well as sources of funds for reconstruction.

It looked to the Appalachian Regional Commission and the New York State Urban Development Corporation as possible sources of aid; in addition to the Bicentennial Commission. It had temporarily given up plans to redo the house next door, and in September 1974 the house was rented to a family. In the winter of 1975 the board began to focus its attention on a Loblaws grocery store that had been empty for several years. The grocery store building was particularly suitable because of its simple rectangular shape, which could be remodeled into an efficient library arrangement, the adequate parking space, and its central location. The purchase agreement to buy the building was signed in April 1975. In the fall of 1975, the board bought the Loblaws building for \$50,000 with money available to them from a local private endowment (the Philip Smith Building and Endowment Fund) and from regular library funds.

Meanwhile, the board and city council met with a representative of the Economic Development Administration (EDA), who promised them that they could receive funding for library construction from that agency. They needed to submit an application by a certain time and to have an architect draw up plans for the proposed new library. All these requirements were fulfilled, but in November 1975 the board was notified that it would not get the promised funds. This left the board, the library staff, and the city council at the end of their energies in regard to a search for outside financing for restoring the building and creating a new community library.

#### Ad Hoc Group Forms

In May 1976, at the height of all the troubles in this community, four people met in the evening to figure out a way to move the library project to completion. This group included the mayor of Salamanca, the librarian, and two other local residents. They decided that further search for outside funding for the library restoration was not worth follow-



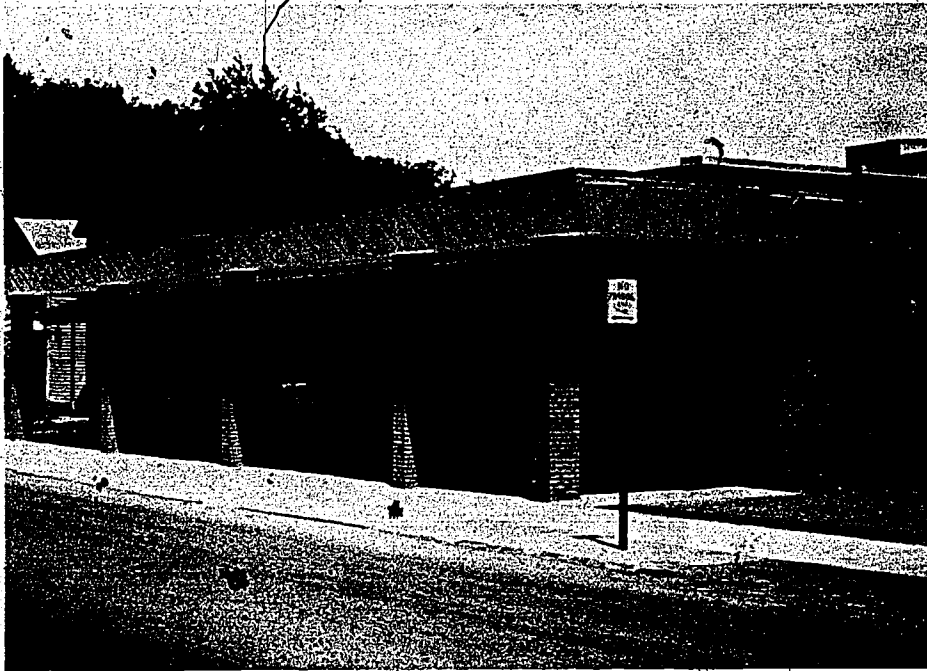
Former Salamanca Library

ing and began to seriously discuss trying to do this as a community project. The first thing they did was estimate the total cost of restoration to be \$65,000. They knew that they could involve organizations in which they were members (the Jaycees) and others in the community. They knew that there was technical expertise to be tapped in the community, and they planned a series of promotions to mobilize the people in the city.

Later that same month these individuals attended the library board monthly meeting and presented their ideas to renovate the grocery store. The board was at first dubious of the community's ability to take on this kind of project, but the meeting ended with enthusiasm and agreement to go ahead with the project. Since the group had estimated that the cost of the entire construction would be \$65,000 (true value cost was estimated to be \$175,000), they saw that they needed to raise \$40,000 from the community. There was money in the library's treasury, and the board also agreed to sell the house next door to the old library.

This ad hoc group presented to the board that night a schedule of promotions to give them some idea of how they wanted to proceed. Part of these promotions were innovative and clever fund-raising gimmicks, including the public sale of bricks and 2 x 4s to be used in the library construction. For example, the initial schedule of promotions for June and July of 1976 involved six specific deadlines. On June 7 the Jaycees in Salamanca were to announce the beginning of the library fund-raising campaign with a newspaper story and a picture. On June 9 a local company, Forbush Lumber, was to announce a "two-by-four" promotional sale, consisting of the sale of pieces of lumber to people in the community to be engraved with their names and used in the construction of the library. On June 14, the Girl Scout Troop, among others, began a sale of bricks, in six-packs, to people in Salamanca to be used in the library construction. The other dates, through early August, were closing dates for





The new Salamanca library

various types of donations from retail stores, manufacturing plants, organizations, clubs, and individuals in Salamanca.

These unique and innovative plans for fund raising are one outstanding element of the Salamanca project, and they continued throughout the year of the project's activity. The ad hoc group's schemes helped to involve the local community in the library construction. At a June 14 meeting of the library board, someone stated that "such a project would need the support of the entire community." That is what occurred.

## EXPANSION OF COMMUNITY ACTION SYSTEM

### Inclusion of Others in the Library Project

It is clear from the ad hoc group's plans for promotions that they had contacted several people in the community before they presented their plans to the board. They then proceeded to enlist the support of the many local clubs

and organizations in the community, estimated by one resident to be as many as 254. The librarian and other members of the group attended meetings over the summer of 1976; they described the project, its purpose and goals, and what they would need in terms of support from the group. For example, the local Lions Club was contacted for their support. Eventually the library project received a \$1,500 donation from the Lions, raised at a booth at the Cattaraugus County Fair. Letters were written to other community groups enlisting their support. The large donation of one organization encouraged others to follow suit. The schools and businesses were also drawn into participation in a number of ways. The locally owned supermarket, for instance, made its parking lot available for the two-by-four sale.

### Leadership

Leadership for the project was provided by the initial group of four people, with other leaders responsible for specific tasks in the remodeling job.

Responsibilities were divided according to the individual's skills and background. One person, with access to xeroxing and typewriters, was able to take charge of mailings. Another person, employed in the construction industry and a carpenter by trade, was able to supervise the construction of the building. The library project had a direct tie to the city government, which was an important aspect of maintaining support for the work from that base. Another person who had experience with public relations took charge of the promotions and publicity and was responsible for the interesting variety of promotions used. Beyond this, as each phase of the reconstruction occurred, people in the local community were called upon to supervise the work, including electrical wiring, roofing, carpeting, shelving, insulation, and other areas of specialization. The library board members continued to be active; particularly in fund raising, throughout the restoration phase. There was never any formal organization or structure for the library project.

### Project Plan

The plan for constructing the library out of the old grocery store building was never a rigid one. Participants had a general floor plan that they used (see fig. 8), but had to make many changes as they went along. One of those changes included a costly new roof, which had not been anticipated in the remodeling plan.

Construction help was organized by putting an advertisement in the *Salamanca Republican Press*, announcing work crews to be formed for Tuesday and Thursday evenings and Saturdays. In June of 1976 the Manpower Office assigned four CETA workers for 3 months to strip the building and prepare it for reconstruction.

The funding plan involved having the \$40,000 by the end of that year, 1976. By the fall of 1976, after 3 months, the project group had reached its goal and continued to raise money. Newspaper publicity was an important element in the promotional plan, aimed at keeping the project in the public's mind until it

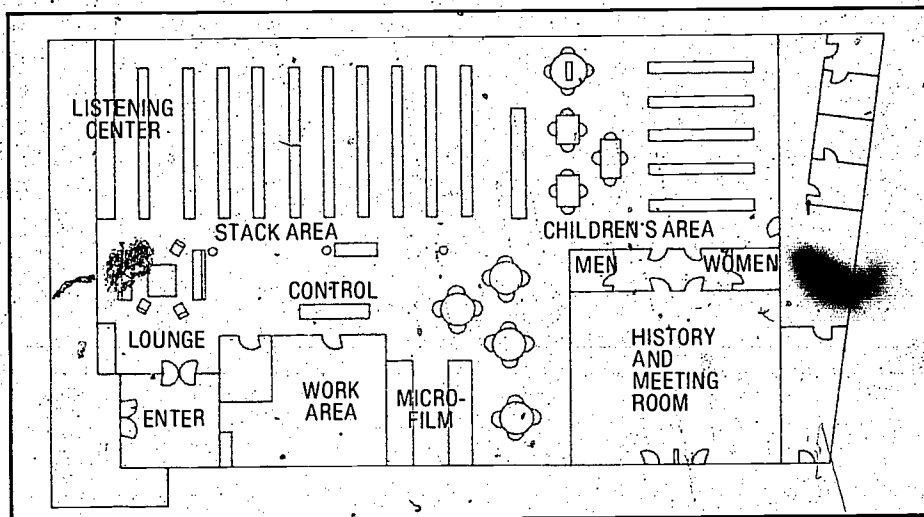


Figure 8. Library floor plan

was completed. The library project group had total cooperation from the *Salamanca Republican Press* on all their releases. Each story was accompanied by a picture when possible.

#### Construction of the New Library

The work crews came on the 3 days each week. For many people this became a ritual, a way of life temporarily. There were about 15 regular workers and various individuals in Salamanca with specific expertise, contacted at the appropriate time to act as supervisors of a particular phase of construction.

Along with this construction work was a continuous series of fund-raising events: Super-Chief Night on which people paid to dance with the president of the Seneca Nation; Nightclub Night, with a band and dancing, held at the new library while it was being renovated; a Mayor-Bail-Out at which people paid money to bail out the mayor from jail; an auction in which the mayor, the Seneca Nation president, and donated items were sold to the highest bidder, then resold several times. All the events involved as much of the community as cared to participate.

In addition, plaques were engraved with the names of all donors of more than \$1,000, including clubs, busi-

nesses, individuals, and institutions. Local industries donated supplies, and in some cases they sold the materials at cost to the library and installed them at no charge. For example, a local furniture factory, Fancher Furniture, provided at cost all the library shelving with free installation and company people supervising. This represented enormous savings. These local businesses also took out advertisements in the newspaper supporting the project.

#### Outside Agencies

Agencies outside the City of Salamanca played almost no part in the library project. One private foundation from a nearby city had previously been asked for a grant. It was contacted again during the year and responded by giving a sizable donation to be used for furnishing the library. Other than that one donation and federal funds by means of the CETA employees, no funds or other support came in from outside of the Salamanca community. To this degree also, it was a community effort.

The few most-active individuals throughout the duration of the project, such as the initial group of four leaders, most importantly, did not want to assume total control or credit for the

project and remove the activity from the community. They wanted people in Salamanca to feel that the library was theirs.

### IMPACT OF THE LIBRARY PROJECT

#### Direct Consequences for the Community

The most obvious consequence of the year-long reconstruction activity is a new community library. The library is attractive; it holds approximately 33,000 volumes for use by the community. The people of Salamanca have shown their appreciation for the work done by increasing their usage of the library, and several local groups use the meeting room each day.

The residents of this community have experienced another consequence of the library project, in that they have now completed another successful community action. They are more sure of their ability as a community to complete projects and more aware of themselves as a community, as a group of people who function well together.

#### Indirect Consequences of the Project

In Salamanca, a network of involved people has arisen out of the library project. They know each other as people, as co-workers, and as neighbors. After the library was built, the same group of people who continually worked on the construction of the facility came together and worked cooperatively on other projects.

For example, in June 1979 many of the same people completed the construction of a home for a local family with three sons disabled with muscular dystrophy. The home was built so that these boys could move around freely and easily and so that their parents could care for them. Local clubs, organizations, industries, and skills were all involved in this project, as they were in the previous one. As before, an ad hoc group put an ad in the

paper, opened a savings account in the local bank, and began the actual construction work in June 1978.

The Jaycees, in cooperation with a group of parents working in a boosters club, were able to form a marching band of about 165 young people in Salamanca. The "can do" attitude was another spin-off or consequence of the library project.

### Long-Range Changes in Salamanca

Although Salamanca will still have to deal with larger economic and population problems, as will many similar communities, the people have now created a counterforce to this decline. Many of the problems from which they suffer are to some extent beyond their solution as a community. Yet the concrete things that a community can do to improve and mobilize itself have begun in Salamanca. The less-visible changes, like the sense of working together and cooperation, resulting from a project like the library construction may eventually make the difference in terms of how the people of that community respond to other crises that occur and to outside efforts to assist them with the management of economic decline or the possible future upswing in their economic status. If they continue in their pattern of community volunteerism and participation, they will be in a strong position to take advantage of any benefits that may be available to them. They have formed themselves into a community with strong ties among organizations and clubs and with a spirit of cooperation between individuals and local government and institutions.

### Leadership

The core leadership group of four people responsible for the library project in Salamanca would be, and have been, the first to say that this was a community effort. Yet, some individual or small group, as in this project, has to take the lead in making things happen.



New bandstand in Salamanca, a part of local community improvement initiated in the 1970s.

It is important to keep in mind that the leadership for this project operated as an informal group, using existing formal organizations and agencies to assist in a variety of ways over a relatively concentrated period of time.

Individuals in this core group brought a variety of helpful skills and personalities to the project. These included being accessible to people in the community and willing to do extra for it in unusual ways, such as Super-Chief Night, the Community Auction, and the Mayor Bail-Out fund-raising schemes, and having knowledge and skills in construction, organization, and publicity. Community projects tend to bring out what might otherwise be unrealized and, perhaps, unappreciated leadership capacities in local residents.

### Community Networks

Salamanca is a community with strong links between the various clubs, organizations, and institutions. Various relatively new groups and organizations that serve to coordinate activities and programs in the community exist. As mentioned before, the Salamanca Area Economic Development Committee, which has existed since 1977, is con-

cerned with coordinating economic development for the city and surrounding area. The Salamanca Positive Action Committee is also coordinative in its purpose, but aims more generally at community improvement and is able to count on the cooperation of many of Salamanca's groups, clubs, institutions, and organizations.

In addition to these formally constituted groups, informal groups function in the community, as evidenced in the library project itself. With no formal incorporation or structure, the project group managed to mobilize the entire community to complete the 9-month library construction.

### Involvement

The library project turned out to be largely a local self-help effort. Total community awareness was essential to the project. Furthermore, direct involvement through a variety of means on the part of many individuals, organizations, and businesses was essential to the project. Involvement in this instance included individual contributions of money, volunteer labor, the contribution



of materials, and the input of an undetermined number of hours in meetings to plan, sell, and carry out the project. Each segment or form of involvement contributed to the successful outcome of the project.

The Salamanca library project helps to point out the variety of approaches to local action that are possible. For example, this project involved an informal organizational approach, in contrast to the formal not-for-profit organizational approach used in the other projects studied. It was evident to the authors that the people of Salamanca, as in the other projects we have studied, were very proud of what they had accomplished. We expect that this feeling of pride and accomplishment will be carried forward into the initiation of future action efforts within Salamanca.

In an article on community structure, one sociologist discusses what he calls "community field." By that term, he means the people and associations in any community that work together to solve problems and take positive

action. He makes the following comment on the importance of a strong "community field":

While some communities may gradually lose their community ties and cease to exist, those with a strong community field comprising many actors and associations form such distinctive and unique patterns of behavior that external changes affect them much less.<sup>13</sup>

Apparently Salamanca is a community where the "community field" has increased in strength since the low point of 1976. Consequently, one would expect that the community will operate from a position of increased strength and cohesion in anticipating or responding to external forces affecting it.

Another case study that had to do partially with building reuse was the Sinclairville project to create an apartment building for low-income senior citizens.

## SECTION 5

# Transformation of a School Building into Rental Housing for Senior Citizens

## INTRODUCTION

This project may be especially pertinent to many New York State communities since it speaks to two different but common problems: what to do with empty school buildings and how to serve the housing needs of the elderly.

Many school districts in New York State are facing difficulties resulting from lower elementary and secondary school enrollments. One of these is the disposal or reuse of unused school buildings. Most of the school districts are not financially in a position to maintain an extra building for any length of time, and they must decide what to do with the property, including the possibility of recycling it for the community's use and welfare. The people of Sinclairville and the townships of Gerry and Charlotte faced this problem and chose to rehabilitate their empty school building into apartments for low-income senior citizens.

This report documents the process in Sinclairville, New York, that resulted in a 23-unit senior citizens' rental housing complex known as Charlotte Villa. The building, originally built as an elementary school in 1923, was later used as the central administration building and as a storage basement for the school district. The effort to transform it began in 1976, and now, 4 years later, the apartments are being rented and occupied.

That effort involves an active community group that worked throughout the entire 4 years and still is working in the day-to-day activities of the building and its tenants; a local developer who began his experience with federally funded low-income housing for the elderly with this particular project; several federal, state, and county agencies acting in a variety of roles to aid the local residents in the project.

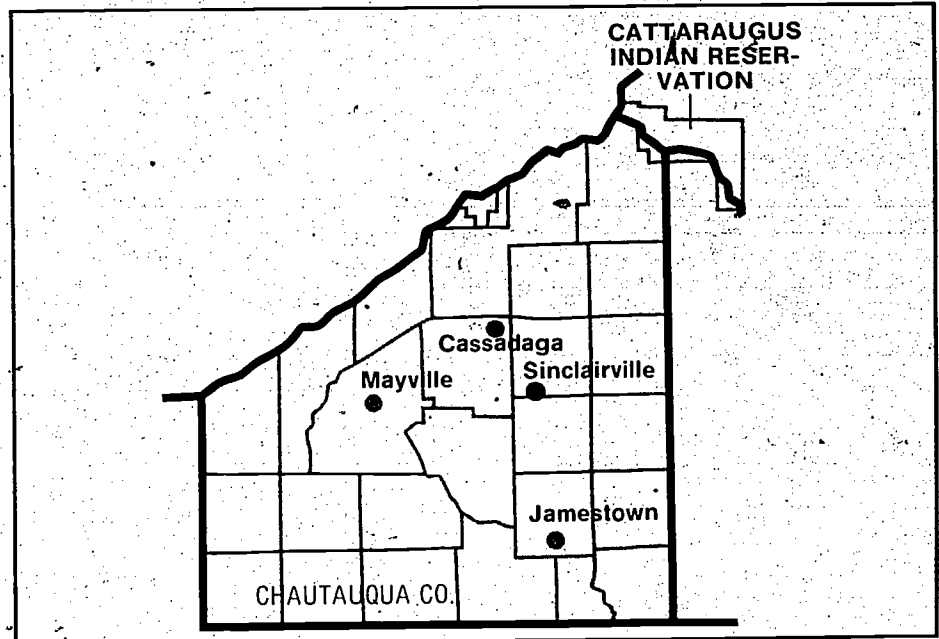


Figure 9. Towns and places in Chautauqua County, 1970

## ENVIRONMENT

### Chautauqua County

Chautauqua County is the westernmost county in New York State (see fig. 9). The county's total population in 1970 was 147,305 with a distribution of 54.8 percent urban and 45.2 percent rural. This is one of nearly 30 counties in New York State that lost population in 1970 because of out-migration of people. It is not a wealthy county, ranking in 1969 as 39th among the state's 57 counties in median family income.<sup>1</sup> In a Chautauqua County Office for the Aging publication of the mid-1970s the county's situation and problems are summed up:

Chautauqua County shares a number of characteristics with the Industrial North East: A slower and smaller overall economic growth rate than the nation as a whole, the relatively static population and number of jobs (frequently cited as

the most critical problem for the County in the 1970s) and lagging rate of capital investment and economic expansion. The County's location, terrain and depressed economic state coupled with its population out-migration pattern contributed to the official designation as part of Appalachia.<sup>2</sup>

This same publication concludes that these factors also affect the number of and situation confronting the elderly in the county. As of 1977, 17.9 percent of the total population consisted of people 65 years of age and over. In 1970 that figure was 12.4 percent with a dependency ratio of 28.4 percent (the number of persons under 15 and over 64 years of age to the number of persons in the age group of 15 to 64).<sup>3</sup> As documented by the Office for the Aging, Chautauqua County has a need for housing, as well as other services, for the elderly.

## Sinclairville

Sinclairville, located on the line between Gerry and Charlotte townships, is in the center of Chautauqua County surrounded by dairy farms. The 1970 population of Gerry Township was 1,636 with Sinclairville representing 629 of that figure.<sup>4</sup> In 1977 the estimated population of the village was 740, a drop of 4.1 percent from 1970.<sup>5</sup> The largest employer in this rural community is the school district. There is no local bank or shopping center in Sinclairville, and residents go to James-town and Dunkirk (about 15 miles either way) for necessary services.

In the village and townships that are part of the area covered in this project, a variety of things were going on during 1976, many of them arising from the bicentennial celebrations of that year. The local historical society bought and restored an old building on the main street in the village and turned it into a museum. The town, village, and school boards were also involved in bicentennial events in their respective areas.

In addition, the County Office for the Aging in Mayville began to focus its energy on elderly housing and conducted a survey of the county's needs throughout Chautauqua County at that time. On a local level this helped to generate activity, interest, and concern for the elderly and their particular problems. These concerns and problems were topics of discussion at local meetings as well as at the County Office for the Aging Advisory Board meetings.

The focus on elderly housing was appropriate to Sinclairville since a high proportion of older people live in and around the village, many of whom are alone and isolated from necessary services. An analysis of the Office for the Aging statistics for the county showed that many of these people were very interested in affordable rental housing. Other important facts came out of the county-level survey done by this agency in 1976. It showed the largest bloc of poverty problems in the county to be among widows. It indicated that in Chautauqua County, out of the 60-

plus age group, 49 percent were not living in a husband-wife situation. Further, this survey showed that the older a person became, the more likely it was that he or she would be living alone.<sup>6</sup>

The agency's interest in 1976 in housing for the elderly helped to spark interest in the Sinclairville community, and two local residents decided to organize an information group to analyze and to act upon the needs of the elderly in the community.

## INITIATION OF ACTION

### Development of Organization for Action

During 1975 and 1976 a Sinclairville resident was serving on the Chautauqua County Office for the Aging Advisory Board and was also a member of the local senior citizens' group in his own community. He was familiar with the county agency's concern for housing and with the successful housing development for the elderly in a nearby community. He invited the director of the County Office for the Aging to come to a meeting of senior citizens in Sinclairville and discuss housing needs and projects for the elderly with the group. As a result of this meeting, it was decided to approach the Charlotte Town Board with the need of housing for the elderly. Two local residents along with the director of the County Office for the Aging met with the town board to discuss the need and to seek the board's assistance. The response of the town board was positive. However, it was suggested that the group pursue the need independently rather than through the formation of a housing authority by the town board. Following the town board meeting, a core group of local people called a series of meetings in the spring of 1976 in Sinclairville to pursue the idea of providing housing for the elderly. As one of the initial steps in this process, they conducted a survey of housing needs for the elderly in their area. They found, for example, that there were 87 people in Sinclairville over 60 years of age.

The township of Charlotte, in which

most of the project activity took place, is a small, rural community with a stable population; everyone knows everyone else. This familiarity with each other helped the survey work, but in going door to door, the local people gained an even greater knowledge of their community and of the particular situation of the elderly in it. The survey work drew other local people into the activity, and around 20 people attended the local meetings that continued into the fall of that year.

### Role of the External Agent

The director of the County Office for the Aging, involved in the early part of this project, invited the Chautauqua County housing coordinator to become involved in this community action, since the coordinator would be more familiar with housing procedures. These two individuals acted in advisory roles, helping the group to make key decisions and to become more aware of resources and alternatives that were currently available to them. They brought with them to these discussions their technical expertise with regard to funding, development, and community organization. They advised the group to legally incorporate to facilitate federal funding and make any financial arrangements more secure. They had several suggestions about developers in the area and whether or not the group should undertake to do the development project themselves. Yet, they primarily responded to the community's assessment of its own needs and to its decision to take action to fulfill this need.

The county agency representatives brought a countywide perspective and background of experience to the project. They also acted to encourage the local leaders when things slowed down, as they invariably do. Yet, they were still participants in the meetings, learning more of how this particular community functioned. Local members of the community brought with them



into the early discussions their familiarity with people, property, and local resources in general, which was crucial to the decisions that had to be made.

## **EXPANSION OF ACTION SYSTEM**

### **The Sinclairville 76'ers for Better Living**

In the fall of 1976, this informal group decided to legally incorporate into a not-for-profit corporation, electing officers and drawing up a constitution and bylaws. The members had considered the idea of working under a previously incorporated group in the community, one that would have a broad enough charter to include their purpose. Since they found no group of this kind, they decided to form their own corporation. They completed the survey of local needs and were satisfied that a project for rental housing for senior citizens was a viable and important one. About two-dozen members made up the newly formed corporation. They came into it in a variety of ways: through the local survey, through the town and village meetings where this project was discussed, and through advertisements and publicity about the meetings and the group's intentions. During the bicentennial year, the group held various fund-raising events, which also widened their familiarity in the community.

### **Leadership.**

People who could bring in their own experience and expertise made up the leadership of this organization. The president of the 76'ers is a grants administrator for the school district, and it was she who first heard about the impending sale of the school's central administration building. The vice-president of the group is the town supervisor, who also worked in the highway department, bringing intimate knowledge of the area to the leadership of the group.

New leadership emerged as the organization developed, and these people

also brought in vital skills and experience. The treasurer of the organization had an electrical business of his own for many years and was familiar with accounts keeping and finances. One other active member had a background of community involvement, including a volunteer fire department. Legal expertise came from the community when a local attorney agreed to help the group and became a member of it.

As the community mobilized its own resources, things were proceeding at the county level that would affect it. The County Department of Planning and Development created a not-for-profit corporation called Chautauqua Home Rehabilitation and Improvement Corporation (CHRIC) to provide technical assistance to municipalities and groups in the area of housing. The director of CHRIC was to provide help in seeking funds, in dealing with federal agencies like the Appalachian Regional Commission and the Farmers Home Administration, in negotiating with developers, and in covering other aspects of housing rehabilitation and construction. This role was performed in the Sinclairville project from the inception of CHRIC to the time when the project could move on its own.

### **Development of Project Plan**

Once they set their goal as housing for the elderly, the first thing to be decided on was a site for such housing. During the fall of 1976, the 76'ers appointed a committee to look into possible site locations. Shortly afterwards, the Cassadaga Valley School district decided to sell the central administration building, since it was no longer feasible to maintain it for school use. Among other alternatives, the Sinclairville group considered the school building, which is located in the central part of the village, and eventually decided to approach the school board with an offer to buy it. The group made the offer in early 1977.

Before further plans could emerge, the group made certain key decisions. The members considered the idea of doing the rehabilitation themselves: fil-

ing the application for federal funding, hiring contractors and architects, and so forth. But they had also discussed hiring a developer to take over for them and work with them on the project. Two different developers from Jamestown had been invited to the early meetings of the Sinclairville 76'ers. They presented proposals for rehabilitation of the building. In the end, it was decided to hire one of the two developers who had previous experience with housing for the elderly and nursing home construction. The 76'ers worked with this particular developer from the fall of 1976 to the spring of 1977.

In the spring of 1977 a committee from the 76'ers attended the school board meetings and made its intentions known to the board. Several things operated in its favor at that time. The school board was aware that a private developer had restored two buildings in the village in anticipation of a need for housing for the ski area to be developed nearby. When that ski area was unsuccessful, the buildings were again sold and not kept in good condition. They became eyesores in the village, as had some similar developments in other communities. Therefore, the board was hesitant to sell the property to anyone outside the community who would feel no particular responsibility for it. In addition, the project to create rental housing units would add tax income to the school and town budgets; such would not occur with an empty or unused building. The board was also anxious to do anything positive that it could for the Sinclairville community and saw this sale as a step in that direction. In January 1978 the board decided to sell the building to the Sinclairville 76'ers for \$15,000, but had to advertise publicly before the sale could be finalized. After someone in the local community objected to the low price of the sale, the building was offered for sale publicly through sealed bids. In the spring of 1978 it was finally sold to the 76'ers (only bid submitted) for \$25,000.

During the time between the decision to hire a developer in the fall of 1976

and the actual sale of the option on the school property in the spring of 1978, many other things were going on with the project. (See next page for chronology of the project.) The initial developer chosen by the group was unable to fulfill the commitment to them, and in the spring of 1977 it chose another less-experienced developer to take over. While working with the first one, it had given him the only copy of the building plans; and when the relations were broken, the group found itself without the plans and without any means of contacting the representative. After several phone calls to various places, the plans were located in Syracuse where they had been left after a meeting. The new developer flew to Syracuse, obtained the plans, and immediately duplicated them. Yet this experience represented a significant delay in the progress of the project.

The financial package of the Sinclairville project included an initial loan from a nearby area bank for purchase of the property from the school district, federal funding to the developer for the repayment of this purchase loan and for the rehabilitation of the building, as well as rent subsidies to the occupants of these apartments where need was shown to exist. In March 1978 the Sinclairville 76'ers obtained a loan from a nearby bank for \$1,000 to buy the option on the school property. Bank officers were satisfied that the developer would eventually pick up the option. In the meantime, the developer began the process of applying to the Appalachian Regional Commission for a planning loan and to FmHA for the major part of the funding for rehabilitation of the building.

FmHA has certain complex requirements that must be met in the process of applying for funding. In this instance, the building had to be inspected by an architect to determine the feasibility of rehabilitation. The developer was required to raise approximately 7 percent of the total rehabilitation cost in

equity before the funding could be approved. In addition, a need for the housing units must be clearly proven, involving, in this case, a separate needs assessment survey by the developer. FmHA also required that the developer sign an agreement to act as a limited profit-limited dividend corporation for the purposes of this particular project. In effect this meant that the developer's profits from the rental of the housing units would not exceed a certain amount.

Between the time of the sale of the option on the school property in April 1978 and the actual sale of the property in September 1979, the school board agreed to maintain the building by providing electricity and heat and boarding up windows to preserve it from vandalism. The board extended the option to buy the property several times during this year and a quarter. Both these decisions represent a significant commitment on the part of the school board to the community project and some loss of income to the school district, due to the cost of maintenance and the delay of the income from the sale.

Finally, in September 1979 the Sinclairville 76'ers were able to buy the property from the school district for \$25,000. Before that they had come to a written agreement with the developer stating that he was committed to buying the property from them, contingent on FmHA approval of the rehabilitation project. In the spring of that year, before the actual sale, word arrived informally that this would be the case. The Sinclairville 76'ers then borrowed the additional \$24,000 for the corporation from the same nearby bank. It is clear that the active participation of community leaders was a crucial element in the approval by FmHA of the project.

During the period when a sense of frustration and discouragement was high because of delays, the 76'ers, with advice from the developer, devised means of enlisting outside support. They asked for help from their member of

Congress in Washington. They called on the county people, who were still directly involved, to monitor the funding application process and make sure it was correctly and promptly done.

## **IMPLEMENTATION OF PROJECT PLAN**

After their purchase of the school property in September 1979, the 76'ers came to a verbal agreement with the developer with regard to their future role in the operation of the rental units. Some members would have preferred spelling out the relationship in greater detail, but the final agreement of April 1980 is more informal, noting that housing managers suggested from the group and employed by the developer would screen applicants for the rental units, and the 76'ers would assume an advisory role participating in the social life of the building after it was occupied.

In December 1979, three months after the sale, the developer received official FmHA approval for the project and bought the property from the Sinclairville group. With the money from personal funds, the developer repaid the bank directly for the group's loan of \$25,000, including interest. The 76'ers paid only a few municipal water bills and some other small maintenance costs, which have been their only expenses to date with regard to the project. The developer also paid their attorney fees.

The developer organized a limited partnership to raise the necessary capital. Limited partnerships were sold after the government mortgage funds were in place in March 1980. The developer paid 7 percent interest and carried construction costs from December 1979 to March 1980 with personal resources. A limited partnership involves a group of individuals who invest a certain amount of money and who do not wish to exert influence over the management of the company. They are in turn limiting their own liability to

the amount they invest and usually have previously agreed with the general partner, the managing one, what their rates of profit will be. There are also significant tax depreciation benefits attached to investment in federally subsidized housing, which made this project particularly attractive. It is generally a way for the individuals to invest money in a relatively secure way. It is also a way for a developer to raise capital without giving up control of the project.

The developer in this project began creating a limited partnership in late 1979 and had acquired legal status by March 1980. Construction work began on the building in January 1980 and was completed in August, when the apartments were occupied. The total cost of the school renovation project

was \$846,600. The loan secured from Farmers Home Administration was for \$790,000. The difference of \$56,600 had to be provided by the developer to cover the initial operating and maintenance costs.

The Sinclairville project has received publicity in the local paper and in newspapers in nearby cities. The Department of State of New York State recognized it as a model of development during a conference in Buffalo, New York.

### CONSEQUENCES FOR THE COMMUNITY

In addition to a feeling of real accomplishment on the part of those people responsible for the successful completion of this project, concrete

benefits will accrue to the senior citizens and to the community. The apartment complex is part of other efforts in the area to meet the needs of the senior citizens who reside there. It represents one important step to ameliorate their lives in this community. The tax roles will increase with the addition of a rehabilitated 23-unit apartment building. The rehabilitated building itself stands as physical proof of the success of this organization's and the developer's efforts and commitment.

As an example of the kind of local support crucial to this project, the Baptist Church in Sinclairville cooperated with the group in trading some land so that the building would have a proper leach field. With regard to the larger community, the nearby bank was extremely cooperative in loaning money to this newly formed corporation. The county agencies were very helpful and fulfilled their responsibilities to the local people with more than what was expected of them.

Many of the 76'ers say that they have learned a great deal themselves through the development process. Words expressed frequently are patience, endurance, and working together, or a sense of community in work. Although the 76'ers as a group do not represent the entire community of Sinclairville or Charlotte, they required the support of various town and village entities. The town and village governments showed their support for the project in zoning, sewage, and property line arrangements.

### HIGHLIGHTS

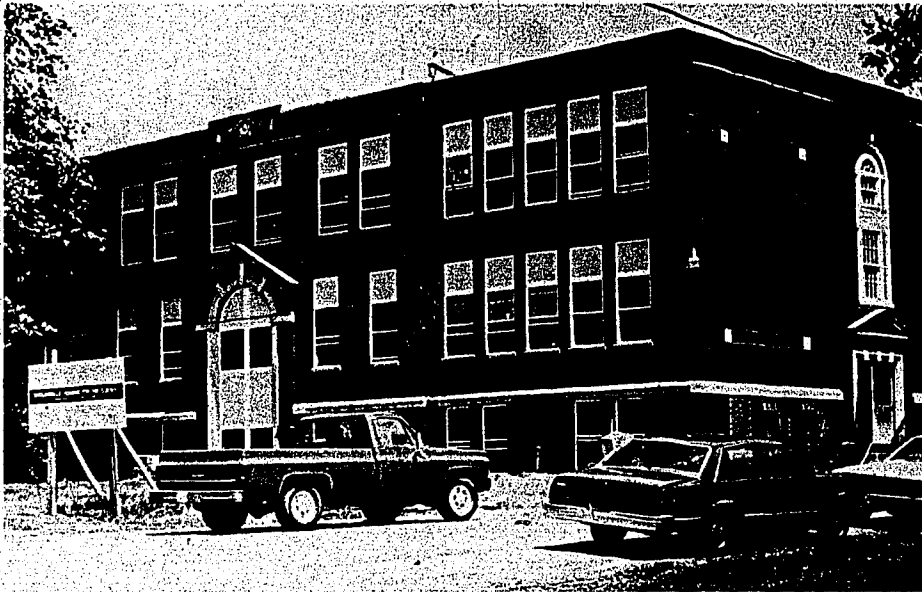
#### Organization

Most of the seven local development projects studied used a not-for-profit organization as the basis for their operation. Obviously, such an organizational framework is not necessary to every local development project. However, the prevalence of the not-for-profit organization approach was not something that was anticipated, at least by the

Figure 10. Chronology of Sinclairville Project

May 1976	<ul style="list-style-type: none"> <li>• Early, informal meetings of local residents concerned about elderly housing needs.</li> <li>• Local survey done to assess need.</li> </ul>
Fall 1976	<ul style="list-style-type: none"> <li>• Informal meetings in Sinclairville attended by county agency personnel.</li> <li>• Developer chosen with past experience in senior citizen housing.</li> </ul>
December 1976	<ul style="list-style-type: none"> <li>• Legal incorporation of Sinclairville Seventy-Sixers for Better Living as not-for-profit corporation.</li> </ul>
May 1977	<ul style="list-style-type: none"> <li>• Second developer chosen for rehabilitation project.</li> </ul>
June 1977	<ul style="list-style-type: none"> <li>• Plans are lost, and Albany is contacted for help in locating them.</li> <li>• The developer begins a second survey for needs assessment.</li> </ul>
September 1977	<ul style="list-style-type: none"> <li>• Developer submits preapplication to Farmers Home Administration.</li> </ul>
March 1978	<ul style="list-style-type: none"> <li>• A committee gets a loan from a nearby bank for \$1,000 to buy the option on school property.</li> </ul>
April 1978	<ul style="list-style-type: none"> <li>• Developer with 76'ers prepare 76'ers bid on property.</li> <li>• Seventy-Sixers buy the option on the school property (total price will be \$25,000).</li> </ul>
October 1978	<ul style="list-style-type: none"> <li>• School board accepts an extension on the option.</li> </ul>
March 1979	<ul style="list-style-type: none"> <li>• Legal agreement between developer and 76'ers that he will buy property from them contingent on FmHA approval.</li> </ul>
May 1979	<ul style="list-style-type: none"> <li>• Word arrives that FmHA funding has been approved.</li> </ul>
July 1979	<ul style="list-style-type: none"> <li>• Seventy-sixers borrow additional \$24,000 from bank to complete purchase of school property.</li> </ul>
September 1979	<ul style="list-style-type: none"> <li>• Seventy-sixers buy school property; the money is paid and the keys are received.</li> </ul>
October 1979	<ul style="list-style-type: none"> <li>• A contract between the developer and the 76'ers defines the group's future role in the building.</li> </ul>
December 1979	<ul style="list-style-type: none"> <li>• The Seventy-sixers sell property to the developer.</li> </ul>
March 1980	<ul style="list-style-type: none"> <li>• Construction begins on the senior citizen housing unit.</li> <li>• Developer's limited partnership gains legal existence.</li> <li>• Developer closes mortgage loan with FmHA.</li> </ul>
August 1980	<ul style="list-style-type: none"> <li>• Apartments occupied in Charlotte Villa.</li> </ul>





Sinclairville housing for the elderly

authors, at the initiation of these studies. The Sinclairville group, not unlike the other groups studied, made strategic use of the not-for-profit organization as a base of operations.

Secondly, existing organizations and programs at the county level were important to the initiation and completion of the Sinclairville project. The Chautauqua County Office for the Aging helped to point out the need for elderly housing and to identify the possibilities for local action. Further assistance was provided to the project through the office of the Chautauqua County housing coordinator. Thus, the existence of county level agencies and programs related to housing proved important to the local, somewhat parallel, not-for-profit organization addressing the problem of housing for senior citizens. An important relationship grew up between the local community project leaders and their organization and county level programs and staff.

#### Public and Private Mix

The Sinclairville project represents an important mix of public and private involvement. Local community leaders initially approached the local government with the need for housing for senior citizens. That meeting and follow-up discussions led to the formation of a local independent citizens group. The citizens group eventually formed a quasi-public not-for-profit corporation, the Sinclairville 76'ers Association for Better Living. The Sinclairville 76'ers chose to use a private developer to carry out their housing plan and to eventually own the housing unit. The association further elected not to require any formal or binding agreement covering their continued involvement with the project once it was completed. Thus, the apartment complex as it now stands is a privately operated facility with local people playing an advisory role, a situation set up informally with the developer.

The privately owned apartment started out as a local community project. That local involvement, through the Sinclairville 76'ers, was a major factor in the private developer's being able to secure the necessary financing through the Farmers Home Administration. The special, positive relationship between the local organization and the developer was essential to the success of the project.

The Sinclairville housing unit for senior citizens has provided a useful case study. The unused school building has been successfully converted to a comfortable housing complex. Senior citizens have been provided a new housing alternative. That housing alternative, in many instances, makes housing formerly occupied by the new renters available to other families. In addition, in this instance, property has been added to the local tax rolls. It is expected that local churches, merchants, and other elements of the Sinclairville community will experience a positive effect from the increased number of senior citizens.

In this case, it appears that the renovation of the school building has worked out satisfactorily with regard to cost and accommodation, as compared with the alternative of building a completely new facility. This was one of the issues that had to be resolved early in the project.

One other community action project that had to do with senior citizens' housing occurred in Sherburne, New York, but in this instance a new facility was constructed rather than an old one rebuilt.

## SECTION 6 Housing for Senior Citizens

### INTRODUCTION

This report is a case study of Grace Manor, the recently constructed (April 1978) apartments for senior citizens located in Sherburne, New York. Sherburne is a small rural village of nearly 1,500 people in northern Chenango County (see fig. 11) and is not unlike other small villages throughout New York State. Grace Manor represents one kind of community development

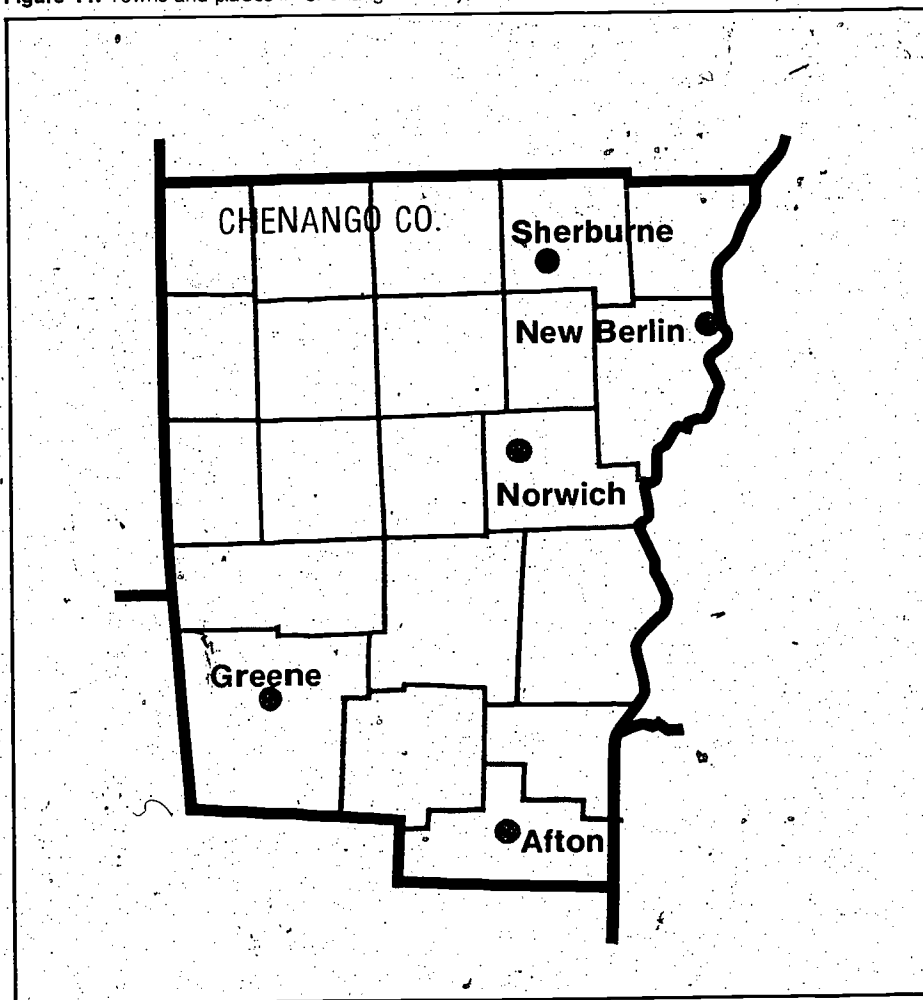
project designed to meet the housing needs of senior citizens in rural areas.

The Sherburne senior citizens housing project had its origin at the county level rather than through the efforts of local village and area people. This differs from many development efforts initiated at the local community level. Much of this report, therefore, has to do with organization and initiation of action external to, but eventually in collaboration with, the local community.

Considerable effort on the part of several people in key organizations at the county and local levels has culminated in the establishment of housing for senior citizens.

Chenango County is a predominantly rural county. It had a 1970 population of slightly over 46,000 with approximately 37,500 (about 80%) living in rural areas. Just over 11 percent of the population was 65 years of age and over. Town populations are relatively small—no town has a population of more than 10,000.

Figure 11. Towns and places in Chenango County, 1970



### ORGANIZING TO MEET HOUSING NEEDS

Like many other areas in the state, Chenango County has experienced a housing shortage. Housing options for low- and moderate-income families have been limited, and financing for such housing has been difficult to obtain. In an attempt to address some of these needs, the Chenango County Planning Board and the Home Economics Division of Cooperative Extension jointly sponsored a Housing Conference in Norwich, New York, in May 1972. The major objectives of this conference were to provide information concerning housing problems and to stimulate the development of an ad hoc housing committee to deal with these problems.

#### Housing Council Formation

Following the conference and in preparation for the formation of the housing committee, two meetings of interested persons were held. Then, in August 1972 the Housing Council of Chenango County was formed. The council was composed of a broad range of people, including representatives from area citizens, county government, a local bank, a newspaper, real estate companies, a utility company, out-of-county agencies, and

the following agencies or offices: Public Health, Farmers Home Administration, Chamber of Commerce, Head Start, County Attorney, Chenango Development Project, Opportunities for Chenango, County Planner and Planning Board, Cooperative Extension, Department of Social Services, and the Norwich Housing Authority.

Council membership was voluntary; there were no salaried positions. The state purpose and objectives of the council were as follows:

- To define, document, and clarify the housing problems in terms of their nature and magnitude;
- To increase the housing options available in Chenango County;
- To develop community awareness of housing problems and support for specific housing programs;
- To form a nonprofit housing corporation, which can carry out appropriate construction and rehabilitation programs, depending on public and private assistance available;
- To improve conditions of rental housing by assisting both occupants and property owners;
- To assist potential home buyers and developers to make maximum use of existing public and private funding opportunities;
- To assist home owners in matters relating to their particular housing needs.

#### Initial Council Activities

During the first 2 years of operation, members of the council began to work on housing needs in the county. Since one of its objectives was to develop and construct housing and rehabilitation projects, the council planned to incorporate as a nonprofit housing development corporation. (The council had no funding. Donations from three area businesses provided incorporation fees, and legal services were donated by the county attorney.)

One of the first problems the council dealt with was the lack of communication between tenants and landlords. To improve this situation, a subcommittee was formed to develop a handbook for property owners and renters in which

the rights and responsibilities of each were outlined.

As council members worked on assessing housing problems, they decided that little information was available on specific community housing needs. The council concluded that a housing survey would provide pertinent information to direct its members in assessing the essential housing needs of the community. The Department of Rural Sociology at Cornell University was contacted to help the council set up, administer, and evaluate the data from this type of survey.

During 1973 the housing council's education committee collaborated with the Board of Cooperative Educational Services to develop a program aimed at teaching basic housing maintenance and renovation. Also, during that year, work proceeded on the housing survey.

As council members became involved with these projects, they began to consider the advantages in employing a full-time staff member to coordinate their work. The Chenango County Board of Supervisors was approached and asked for an appropriation of \$15,000 to fund the position of coordinator and that of a part-time secretary. In late 1973 this funding was approved, and the housing council began to look for applicants for the position of housing coordinator.

#### Incorporation and Housing Alternatives

In the spring of 1974 the housing council hired a housing coordinator. Soon after that, the incorporation was completed. The name of the housing council was changed to the Chenango Housing Improvement Program, Inc., or CHIP. A local church donated \$500 to CHIP to use toward operating expenses.

With a full-time coordinator engaged and incorporation accomplished, CHIP began to move toward more extensive housing projects. The following ideas were considered.

Opportunities for Chenango (OFC), a county agency, submitted a proposal to CHIP to "improve the quality of low-

income housing in Chenango County." OFC suggested that CHIP build new, low-cost housing, for low-income families. This was to be accomplished by purchasing pre-cut units for the homes and using volunteers, building trade students, and members from the family for whom the home was being built. Following completion of the house and after the family had moved in, CHIP would acquire title to the family's former home, remodel, and sell it at a profit. It was contended that through this program CHIP could eventually acquire enough capital to become self-sustaining and begin hiring people to do this work.

Another idea involved the building of low-cost housing either for sale or rental to low-income families. The housing coordinator and several members of CHIP visited Stirling-Homex, a company in Avon, New York, producing modular housing. This company had gone bankrupt and was liquidating its stock at reduced prices. CHIP wanted to purchase some of these units with Farmers Home Administration (FmHA) funding. To receive funding for these units, the FmHA had to approve them. CHIP acquired plans for the two- and three-bedroom units and sent them to the FmHA offices in Syracuse for approval. Then CHIP began looking for land on which to erect these homes.

CHIP was interested in locating land that might be donated to it for housing sites. There was a 3-acre plot of land located on the old town dump in South Otselic. In the fall of 1974, CHIP requested that the Otselic Town Board donate the land for a housing project. After rejecting this request, the board reversed its decision and agreed to CHIP's request. Then the board reversed itself again. (This change was attributed to the town's reluctance to have housing developed for low-income families.) To date no low-cost housing projects have been developed.

#### Narrowing the Focus

CHIP then decided to alter its search for land. Instead of looking at possible sites anywhere within the county, areas of greatest housing need would be



identified, and land availability within those areas assessed. After a comparison of housing shortages within the county, CHIP selected Bainbridge, Greene, Oxford, and Sherburne as the areas of greatest need. Up to this time, the Sherburne community was essentially unaware of the existence of CHIP. Letters were mailed to realtors in the four towns advising them of CHIP's desire to locate property for a housing development. CHIP wanted land of at least 1 acre in size to accommodate 10 of the Stirling Homex modular units. At the same time, CHIP's housing coordinator began contacting individuals in these towns concerning land they might be willing to sell.

In December 1974, while CHIP was engaged in the search for property, the FmHA changed its lending regulations to allow not-for-profit corporations to borrow an extra 2 percent on rural rental housing loans to provide operating capital. Since CHIP had no funding for operating capital, the regulatory change would enable CHIP to proceed more easily with its proposed project.

Available land was located in Oxford, Greene, and Sherburne. The Oxford land was investigated, and in June 1975 a bid was submitted to the owners. The purchase offer was rejected by the owners as too low, and CHIP began to concentrate on other sites. One site that seemed to have potential was located in Sherburne, and in the fall of 1975 a 90-day option was taken on that property. (This option was renewed every 90 days until the lot was purchased in 1977.)

At this point members of CHIP began to change the focus of the proposed development. Having assessed the difficulty of obtaining available land, community acceptance, and financing on a low-income family development, the organization sought to concentrate more on housing for low- and moderate-income senior citizens. Although apparently changing direction, CHIP was not eliminating the possibility

of giving help to a broad range of low-income families. Many senior citizens lived alone or with one other person in large homes. If apartments were to be built for senior citizens, their houses could be put on the market and the housing options for low-income families increased.

To assess the feasibility of building apartments for senior citizens, letters were sent to area contractors requesting bids for construction of this type of unit. Several sites had been considered possibilities for a development, but toward the end of 1975 the Sherburne site appeared to be the best. Plans for two apartment buildings with four apartments each on the Sherburne property were developed by one contractor. These plans provided for fully equipped kitchens in unfurnished one-bedroom apartments with a coin-operated laundry in each building.

### **INVOLVEMENT OF THE LOCAL COMMUNITY**

The next step was to ascertain the amount of interest in this type of development by senior citizens in the Sherburne area. Additionally, FmHA required this type of information for a loan application. Late in 1975 a survey questionnaire was distributed to senior citizens in the village and town of Sherburne and in some outlying areas through the Sherburne Council of Churches, the Sherburne-Earlville School System, and the Sherburne Sixty-Plus Dinner Club, a county-sponsored nutrition program for senior citizens. Unless this survey indicated local interest in the project, FmHA officials were reluctant to support it, and the CHIP board recognized that without local acceptance the project could not be carried through to completion.

A follow-up visit was made by CHIP officials to the Sixty-Plus Dinner Club to further explain plans for the development. Members of this organization demonstrated support for the project with over 20 people indicating strong interest in renting an apartment. CHIP made plans to proceed.

### **Sixty-Plus Dinner Club**

The Sixty-Plus Dinner Club had been founded in Chenango County in January 1974. It was sponsored during the first year by Chenango County Cooperative Extension and thereafter by the Chenango County Office for the Aging and the Chenango County Board of Supervisors. There are seven clubs in the county located in Bainbridge, Greene, New Berlin, Norwich, Oxford, Sherburne, and South Otsego. Each club is part of a county nutrition program funded by Title VII of the Older Americans Act of 1965. It is open to anyone over 60 years of age and provides a combined program of hot lunches (at a nominal cost), education, recreation, and varied types of assistance such as counseling, help in shopping, transportation, and meals delivered to the home.

For every club there is a site manager and a Sixty-Plus Site Council composed of individuals living or working in the area. These individuals provide guidance for the clubs and serve as a liaison with the community. In Sherburne the site council includes 10 members, most of whom volunteer their services or are chosen from the membership of the dinner club.

### **IMPLEMENTATION OF PLANS**

CHIP planned to fund the project through FmHA with rent subsidies through Section 8<sup>2</sup> of the Federal Department of Housing and Urban Development (HUD) for designated low-income elderly. Each person would be required to pay no more than 25 percent of his or her annual income for rent with a specific amount subtracted from this for utility payments. Rent for the apartments would be set by HUD according to a "fair market value" of similar units in the area. The difference between this amount and that paid by the tenant was to be provided by HUD.

With the survey returns showing interest on the part of the area's senior citizens, CHIP in February 1976 made

plans to apply to FmHA and HUD for funding for the project. Then CHIP began to consider the question of project management. Since CHIP offices were located in the county seat and this organization planned to be involved in a variety of housing projects, some of the members suggested that local people should assume responsibility for the daily management of the apartments.

Early in 1976 the housing coordinator for CHIP resigned, and CHIP was without any staff. The Planning Office of Chenango County filled the void by providing staff to coordinate project efforts. However, it is reported by some CHIP members that the project slowed because of the loss of their housing coordinator.

For the remainder of 1976, work on the project centered on submitting applications to HUD and FmHA, obtaining construction bids, dealing with the question of project management, and working on a tax abatement agreement with the town and village governments. To keep the cost of these units down, CHIP decided to ask the Sherburne Town and Village boards for a tax abatement on the development. CHIP planned to argue that since it was a nonprofit organization and was aiding the town by increasing the number of rental units in Sherburne, the tax responsibility should be reduced. The Sherburne Town Supervisor was also a member of the Sherburne Sixty-Plus Dinner Club's Site Council. Having a strong interest in seeing the apartments constructed, he worked closely with Sherburne officials for a lowered tax assessment. In mid-1977 a tax compromise was reached. The Sherburne Town and Village boards agreed to allow CHIP to make a payment (specified as a gift in lieu of taxes) of \$1,600 per year for combined taxes.

With the tax problem solved, CHIP returned to the question of project management. It was necessary to have a group or agency designated to assume management of the development, to be responsible for financial

matters such as rent collection, monthly payments on the loan, and local maintenance and repairs. Two options were considered. Opportunities for Chenango,<sup>3</sup> which by this time had worked with CHIP on a limited home-winterizing program, might assist CHIP; or local people in Sherburne could be involved.

In the summer of 1977 the Building Committee of the Sherburne Sixty-Plus Site Council incorporated under the name of the Sixty-Plus Site Council. This organization comprised 12 members. Six of these were elected from the Sixty-Plus Dinner Club for 2-year terms. The other 6 were the Sherburne Site Manager, the Sherburne Town Supervisor, the Director of the Chenango County Office of the Aging, the Project Director of the Sixty-Plus Dinner Club, a member of the Senior Citizens' Club in Sherburne, and a member of the United Church of Christ in Sherburne (the location of the Sixty-Plus Club).

After incorporation the Site Council requested that it be designated project manager. Council members argued they were the group best suited for this position because they were members of, or closely associated with, the Sherburne community, their membership was made up of a diverse and highly qualified group of people, and they understood the needs of the community and area residents better than an outside group. CHIP acceded to this request, designating this group as the on-site management unit, and developed a management agreement with them that was acceptable to FmHA. CHIP is the overall management and owner agency. When two members of the Board of Directors of CHIP resigned, a member of the Sherburne Sixty-Plus Site Council was asked to fill one of the vacant positions. This appointment created a valuable link between the local people and CHIP.

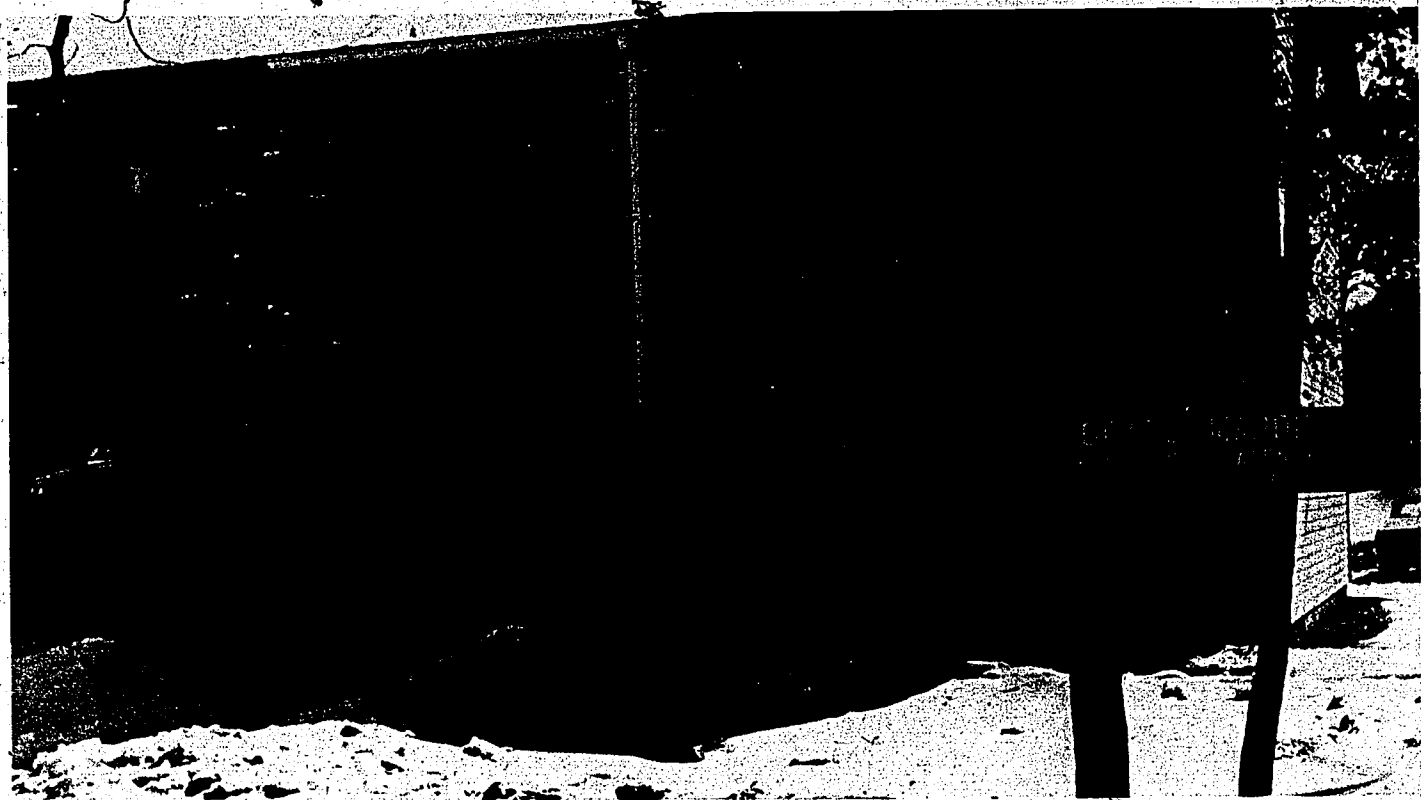
In September 1977 the FmHA approved a loan of \$164,000 to CHIP, and HUD approved the rent subsidy program. However, 1 month before that, CHIP was notified that the lot

adjacent to CHIP's proposed development might be for sale, and discussion began of the possibility of expanding the project to that site by building several additional four-apartment buildings. CHIP decided to place the units on the first site to facilitate such an expansion, should it be approved. Several months later FmHA was approached about granting another loan for the proposed second phase. The agency responded that before undertaking an expansion, it wanted to wait and see whether the project proved successful.

In November 1977, building of the eight apartments began. During this phase of the project, interim or construction financing was provided by a local bank. Although federal funding had been approved in 1977, the money did not reach CHIP until September 1978. This interim financing was a critical aspect of determining the financial feasibility of the project and in moving it along to completion.

During the construction period the Sherburne Site Council developed lease agreements, compiled a rules and regulations handbook for the apartments, hired a property manager, decided upon a name—Grace Manor—and screened prospective tenants relative to their age and income eligibility. An advertisement soliciting applications for Grace Manor apartments was placed in a local newspaper. Prospective tenants submitted their applications to the Site Council. The council selected tenants according to the following criteria: age must be 60 or over; tenant must be ambulatory and able to care for him- or herself; tenant's income must fall into a designated low-income category. By April 1978, eight tenants had been approved, and six more were on a waiting list. Of the eight selected, five were from the Sherburne area, two from Smyrna, and one from South Otselic.

In mid-April Grace Manor was completed, and by May 1978 all eight tenants had moved in. The apartments had been painted, the kitchens equipped, and carpeting installed. The



Grace Manor in Sherburne

tenants had only to provide furniture and personal items.

A security deposit of \$50 is required of each tenant. Those tenants unable to afford this amount are allowed to pay \$5 per month until \$50 is accumulated. Although this money is held by CHIP, the interest goes to the tenant. These deposits plus the monthly rents are collected by the property manager, who deposits them in a local bank. The deposit slips are sent to the CHIP office. Then CHIP applies to HUD for subsidy payments. CHIP uses these subsidies plus the rental payments to make the mortgage payments to FmHA.

In addition to collecting rent and security deposits, the property manager takes care of maintenance and general repairs. Members of the Sixty-Plus Site Council, Inc., act as general managers for the apartments, overseeing repair

work and maintenance, and handling tenant problems. CHIP does most of the paperwork, including subsidy applications and mortgage payments. This organization is also required by FmHA to build up a bank savings account equaling 10 percent of the total amount of the loan. To accomplish this, CHIP must deposit 1 percent of the mortgaged amount per year (allocated monthly) into a reserve account. These deposits continue until 10 percent of the mortgage is in the account. Deposits stop and do not continue unless cash has to be withdrawn for major maintenance. Then the same procedure will resume until the 10 percent amount is again on hand. The money in this account is reserved for major maintenance too costly to be taken from the regular operating account. After this money is put aside and the mortgage payment made, the remain-

ing money is placed in an operating account. This is used for other expenses such as the yearly in-lieu tax payments to Sherburne.

In January 1979, CHIP applied to FmHA for an additional loan of \$290,000. This loan was to be used to expand Grace Manor by purchasing the adjacent lot and building a Senior Citizen Center and 12 additional low-income units (2 of these to be constructed for handicapped tenants). In mid-April the loan was approved, and CHIP and the Sherburne Site Council, Inc., began plans for construction. However, because of a 9 percent increase in related costs, an additional \$40,000 was requested and approved. The total mortgage amount is \$330,000.



Since 1973 when the Elderly Housing Program went into effect, the FmHA has funded 1,727 units in New York State for the elderly in a total of 45 projects. The largest project contains 109 units, and the smallest, 2. As in the Sherburne project, some units are subsidized by HUD. The Sherburne housing project for senior citizens is not a large project by many standards. Its presence and its size, however, are significant from the perspective of a small rural community.

## HIGHLIGHTS

### Extralocal Initiation of Action

Community action, as evidenced by this study, does not happen automatically. Some individual, group, or organization has to initiate action. However, contrary to what is often thought to be the case in small rural communities, the initiation of action leading to a local community development project does not always come from within. In this case the local project for senior citizen housing was brought about through the creation of an action system at the

county level rather than at the town or village level, namely, through the Chenango Housing Improvement Program, Inc.

This is not to say that a community development project initiated externally can be accomplished without the consent of the local community. The senior citizens of the Sherburne area had to substantiate the need for housing and approve the proposed project in order for it to be funded. The project had to be accepted locally, at least by that part of the community directly affected. In this instance local community participation directly involved only the senior citizens and local government. Communitywide citizen participation and action may not be called for in every situation.

### Interorganizational Relationships

One of the most important aspects of this project is the establishment and maintenance of new interorganizational arrangements both at the county and the local level and between the two levels. Local organizations have become increasingly tied to the larger community in vertical relationships in areas of specialization such as educa-

tion and health. At the same time, many problems in areas such as environment and housing have become more complex and call for multidisciplinary and multiorganizational solutions. A way to overcome this situation in Chenango County was the coming together of individuals and organizations to form CHIP. The same type of thing happened in Sherburne on a smaller scale with the formation of Sixty-Plus Site Council, Incorporated. Then the two organizations created formal ties to administer the project.

Interorganizational relationships were developed following the formation of the two organizations, CHIP and the Site Council. The result was an increased focus of resources on the housing problems in Chenango County and the creation of an organizational capacity for follow-through on both construction and maintenance of senior citizen housing. The outcome is Grace Manor.

The project in Sherburne focused on housing for the elderly. In Groton, the next case, that was only one aspect of a complex community action effort.

# Housing for Senior Citizens, Child Development Center, Health Care and Nursing Home Facilities Complex

## SECTION 7

### INTRODUCTION

This report involves a community that, in the words of one local community leader, is a "good community." This comment was intended to reflect the belief that the village of Groton had over the years established a strong base from which to launch a community development project as complex as the one that this report is about. The community has such strengths as active and well-supported churches and social organizations and a volunteer fire department. In the past, Groton has successfully implemented several community development projects, one of the most notable being a municipal swimming pool.

The town and village of Groton are located in the northeastern part of Tompkins County (see fig. 12). According to the 1970 census, the town population is 4,881 and village population is 2,112. The population of the town was estimated by the Bureau of the Census to be 5,295 as of July 1, 1976. Groton is one of the more isolated and independent areas in a county largely dominated by the city of Ithaca with its university, college, and industry. Groton is an area in which farming, small business, and industry have flourished since the town was first settled in 1797.

The Groton Health and Housing Complex is the focus of this study. The complex is located near the village center and contains a health care unit, the Groton Community Health Care Center; a child care unit, the Child Development Center; and housing for senior citizens, Center Village Court. Although they share a common location, each building was funded, built, and designed to operate independently (see following pages). This independence was largely a result of the different sources of funding used to finance the complex's components.

The complex was conceived and developed through extensive community involvement and effort. In a sense, it might be described as a project "whose time had come." That is, there was a need felt by many in Groton that this type of development was essential to the continued well-being and growth of the village and town.

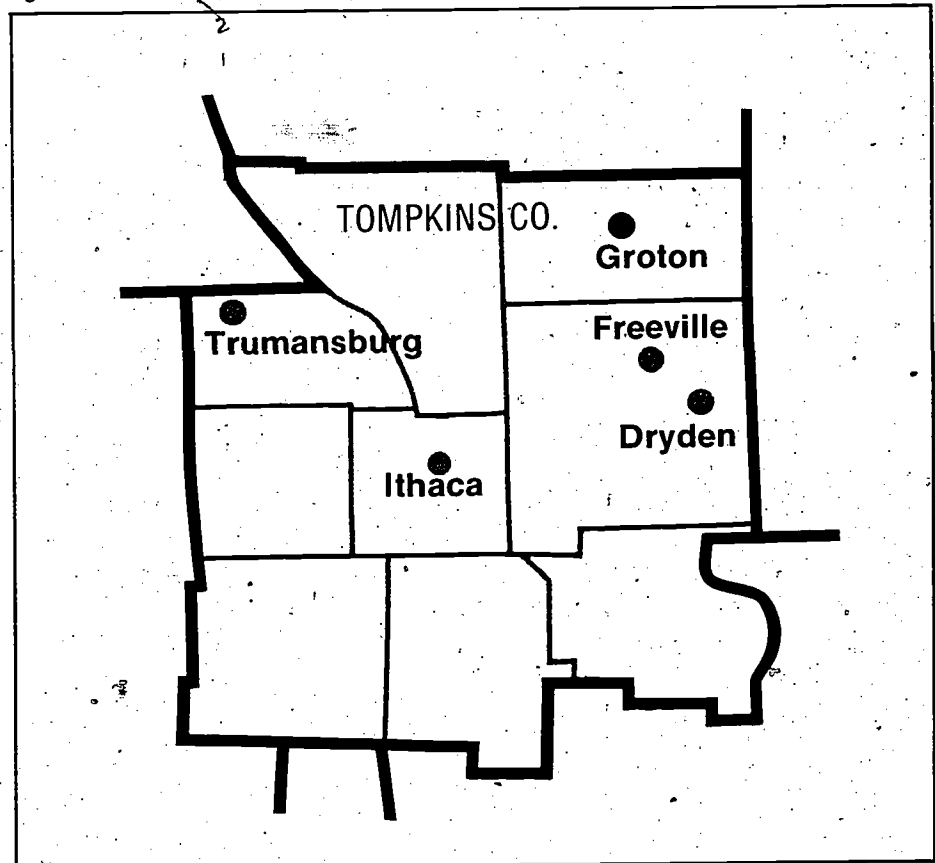
Part of that felt need involved the Groton Home for Aged People which had existed since the 1920s. This was a group home for approximately eight elderly women with limited income and no dependents. The home was operated by volunteer groups and churches

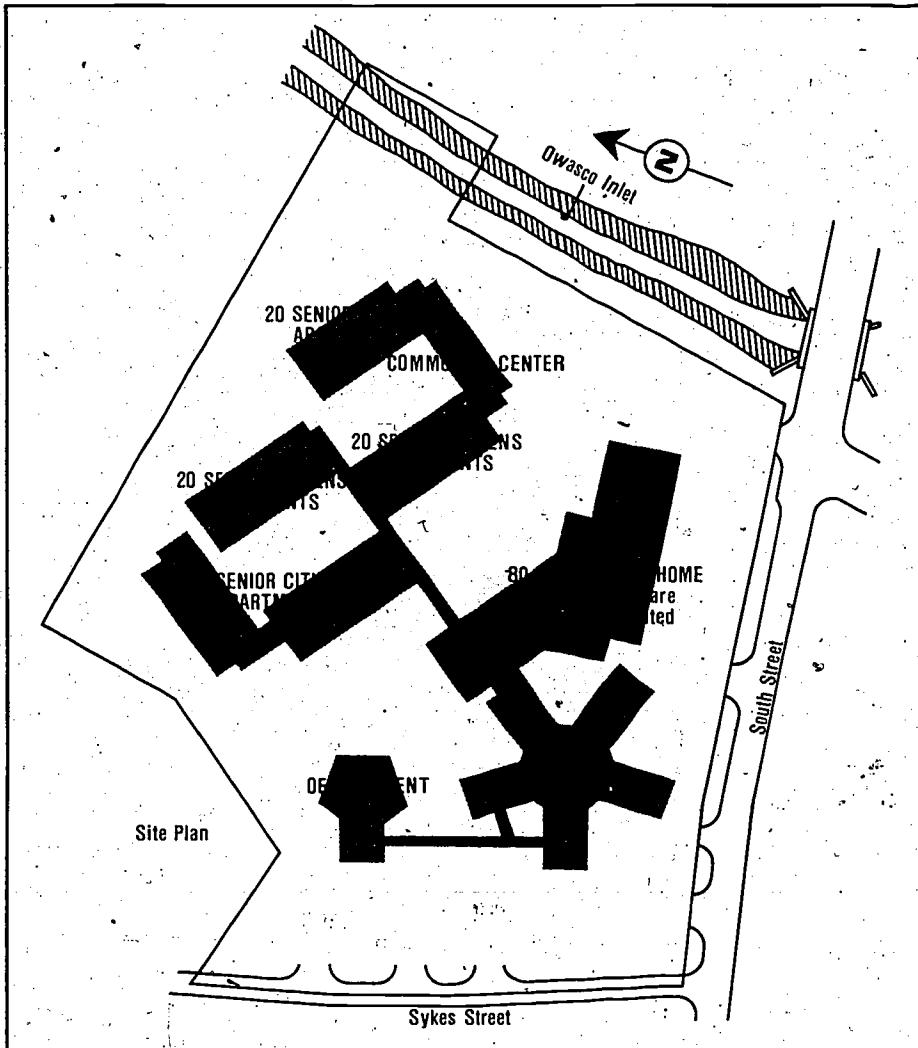
in Groton and was funded through donations and legacies. In the 1960s, as state regulations developed and grew more complicated, it became increasingly difficult to comply with the changes they required to continue to operate the home.

### INITIATION OF COMMUNITY ACTION

In the late 1960s, people in Groton began to discuss possible alternatives to the home. The Board of Deacons of the Groton Community Church, along with several members of the Groton

Figure 12. Towns and places in Tompkins County, 1970





**Figure 13.** Groton Community Health & Housing Complex. Source: "Groton, New York: A Good Place to Live", prepared by the Groton Business Association, 1976.

community, visited the Syracuse Diocese to ask for suggestions for replacing the home (the diocese had already been involved with similar projects). As a result of this meeting, the group decided the best solution was to build a home for senior citizens.

At the same time some members of the community, including Groton's two practicing physicians, were beginning to feel a need to improve medical services in Groton. At one time there had been seven doctors in Groton, and now there were only two—and one was considering retirement.

As these two problems were being discussed (the home for the elderly

and the impending shortage of physicians) members of the Groton Community Church and the community-at-large were also involved in developing a solution to a third community need—day care for children.

In the mid-1960s there was some interest in starting a day-care center. This came to fruition in 1969 when members of the Groton Community Church and the Groton community began a 3-month pilot program in the church to assess the interest, need, and support for this kind of service. The program was funded by parent fees (roughly \$10.00 per week per

child) and contributions from various agencies, organizations, and individuals in the area. Initially the program had 25 children and several adult volunteer workers.

This program, begun in September 1969, was a success, and in January 1970 a regular Child Development Program was instituted at the church. Twenty-one children were enrolled, and an application was made for state licensing. Title IVA money was obtained from the Department of Social Services (this was supplemental money for working mothers and for potential child abuse cases—15 percent of the children were in this group). Money also came from the United Fund, the town of Groton, some church organizations, community contributions, and parent fees. During this first year, enrollment increased, and the center incorporated as a nonprofit agency.

In 1970 as the new Child Development Center was getting underway, members of the Groton community began to make concrete plans for establishing health care for the community and housing for senior citizens. A group of citizens met with the Board of Trustees of the Groton Home for the Aged to decide how best to approach a plan for expanded housing and health care. Some of the individuals present at this meeting formed a committee to study the situation and make recommendations. Since Groton is in the northeastern part of the county, it was determined that Groton's area of service would cover part of the neighboring counties of Cortland and Cayuga, the service-area population being approximately 20,000.

This group approached the Tompkins County Health Department and the Tompkins County Comprehensive Health Planning Council to determine the best course for action. Using the information gained from these agencies, the committee decided to expand and involve a greater portion of the Groton community in the proposed development. (The committee wanted to take advantage of both the professional and institutional resources available in Groton.)



A community meeting was held in 1971 in Groton to explain the proposed project to community residents and to enlist the aid of those who would volunteer personal resources (time, energy). Many of the people who became involved in this project were recognized town leaders. This group included a former assistant secretary of agriculture under the Truman administration, the president of a local bank, the village mayor, an executive of the Smith-Corona Marchant Corporation located in Groton, both physicians, the chairman of the Board of Directors of the Groton Home for the Aged, the attorney for the town of Groton and the Groton Child Development Center, a retired U.S. Army colonel who was an active member of the village and county planning boards and the Tompkins County Comprehensive Health Council, an assistant professor at Tompkins Cortland Community college, and a local architect. Several of these people were also active in local politics and involved in church work. Additionally, the Groton Community Church and its minister were to participate in the development of the project.

At this point, those involved had only a general idea of the type of complex they wanted. Some thought they should erect a nursing home with senior citizen apartments all in one large high-rise building. This plan grew from the idea of having a facility in which an individual could receive nursing home care while his or her spouse lived in a nearby apartment. Many elderly people who have spouses in a nursing home cannot afford to or are not able to make frequent visits. It was hoped that a well-planned structure would provide a solution to this type of problem.

Some members of the Groton Community Church contacted the State Health Department and learned that there was no "bed space" available; that is, no additional nursing homes were being approved for construction at that time. The health department recommended that a 100-unit high-rise apartment house for the elderly be built. This idea was rejected by the

Groton people as inappropriate for their community.

No matter what was to be built, many of those closely involved decided that some land should be purchased as soon as possible. A member of the committee located a suitable piece of land in the village. Local people were approached and asked to purchase this property plus an adjoining lot and house (these plots together totaled 5 acres). Twelve Groton residents signed a bank note to purchase the two lots. Each of the 12 people also made cash contributions to the project. The land sold for \$25,000 and the house for \$15,000, for a total of \$40,000. Some of the land was swampy. It was cleared and filled at no cost by volunteers. (A highway was being constructed near Groton, and excess soil from this project was used to fill the complex site.)

With the land purchased, the committee, spearheaded by a few of its members, began to concentrate on several aspects of the project. First, a decision had to be made concerning the type of services to be offered in the complex. A second decision would then be made as to the type of buildings to erect. And third, the integral task of the project was to locate funding sources.

During the initial meetings (in 1971) several types of projects had been discussed—a nursing home, a home for senior citizens, and some kind of medical center. In addition, the minister of the Community Church suggested that a facility for the Child Development Center might be added to the complex, noting that funds had just been approved by the Appalachian Regional Commission for preschool projects. This was agreed to and the board of directors of the center began to work on funding for their building. As the notion of putting up a medical center gained acceptance, the plan to construct one centrally located high-rise, incorporating senior citizens' apartments and a nursing home, was altered to provide for a separate building for each facility.

The next step was to contact an

architect and have rough drawings made. Several architects were asked to help, but only one agreed to do so without immediate payment. That architect was the architect for the Groton First National Bank and the Catholic Church, both under construction during this period. This architect drew preliminary sketches for the complex.

## ORGANIZING FOR AND SEEKING FINANCIAL SUPPORT

The architect's sketches were used by several members of the committee to develop a presentation demonstrating community need for the project. The idea was to show members of the Groton community-at-large how the project would be developed and to ask for their support and assistance. These committee members made presentations to various groups such as the Rotary, Masons, farmers groups, the Groton and McLean Volunteer Fire Departments, and the Smith-Corona Typewriter Company. All groups were receptive and helpful. Additionally, key organizations within the community were asked for letters of support for the project. These letters proved most valuable for enclosures with formal requests for funds.

It became apparent to those involved that at this stage of development, namely, the submission of plans for approval and support, a more formal organization was needed. Therefore, the Groton Community Health Care Center, Inc., a nonprofit corporation, was established. The corporation was to construct and operate both the nursing home and the health center as one unit. In September 1972 a plan for such a unit, along with an application and supporting documentation, was submitted to the New York State Department of Health. Tentative approval of the plan was granted.

Upon receipt of the tentative approval of the plan, steps were taken by the organizers to start a local fund drive, to submit requests for federal funds, and to undertake an environmental assess-

ment study of the construction area. As a sign of support for this project, local professionals did the environmental study for nothing, thus saving an estimated \$4,000.

While this was being done, plans were underway for the development of the other two facilities, the day-care center and the senior citizens' housing. The Board of Directors of the Child Development Center had been looking into funding sources for the construction of a building for the center. And several individuals interested in senior citizen housing were in the preliminary stages of forming a housing authority to take charge of that project.

Members of the health care corporation began investigating funding sources for the proposed health care center. They found that money was available through the Appalachian Regional Commission. The architect and an officer of the corporation visited a regional planning office, presented an outline of the proposed project, and requested assistance. A formal application for funding was submitted following this visit. The regional planning board eventually approved the project and gave it priority for funding. The corporation then submitted plans for the project to the State Health Department and the Hospital Review Board. These plans were approved for funding consideration and sent on to the federal level for approval under the Appalachian Commission Program and Hill-Harris' appropriations.

At this point the corporation sought additional support from state and local people. One of the Groton physicians informed the New York State Board of Practicing Physicians of plans for the complex. The local Congressman was approached. He was apprised of the project and of the community's support. He asked for a letter outlining the project to take to Health, Education, and Welfare (HEW) officials in Washington and promised to support efforts to complete it.

Members of the corporation felt sure they would be able to get the needed financial support from various agencies

and decided to sponsor a community fund drive to raise additional money. By this time funding for the Child Development Center had been approved.

The director of the center had learned that the Appalachian Regional Commission (ARC) was providing grants for projects of this type. The center applied for a grant for 1972. No money was forthcoming that year. The 1972 and 1973 funds were released together, and a grant was approved. The matching share to go along with the grant moneys came from the Groton Community Health Care Center, Inc., in the form of land and local donations. (The only type of outside money considered for this project was grant money. The directors of the center believed it would not generate enough money to repay a building loan.)

In early 1973, efforts to develop the senior citizens' housing began. To build the senior citizen housing, it was decided that Groton should establish a housing authority. This group would be responsible for the planning and development of the project. In February the Village of Groton Housing Authority was formed by an act of the New York State Legislature at the request of village officials. The mayor appointed five people to serve staggered terms of from 1 to 5 years each, with the chairperson appointed to the 5-year term. As each of these terms expired, the mayor was empowered to fill the vacancies with appointments of 5-year terms.

The first step taken by the newly formed housing authority was to look into funding sources for the project. They went to HUD (the Department of Housing and Urban Development) to request funding. HUD officials indicated that it was not feasible to build a structure of less than 100 rental units. As noted, the community had already observed that a project this size was too large for Groton. Following their contact with HUD, the housing authority looked into other grant possibilities for the project. The local Farmers Home Administration (FmHA) offices

were consulted. FmHA had already granted a loan toward the development of a golf course in the area.

The FmHA was interested in the project. It had just received a letter from the central offices in Washington, D.C., suggesting the local offices "look into senior citizen housing." Assured that it would be able to get loan approval from the FmHA, the housing authority began work on the next stage of the project, that of developing architectural plans and determining construction costs. The chairperson of the housing authority set up a public meeting in Groton to describe the project and get input from village citizens. The architect was in attendance at this meeting. He answered questions about the project and asked questions to get additional ideas for the building. During this planning period, several members of the housing authority visited recently constructed buildings in the area similar to the one they envisioned. They came across a prefabricated-type building that was felt to be excellent for the need and costs. They were also able to arrange for the total project to be accomplished by the same general contractor.

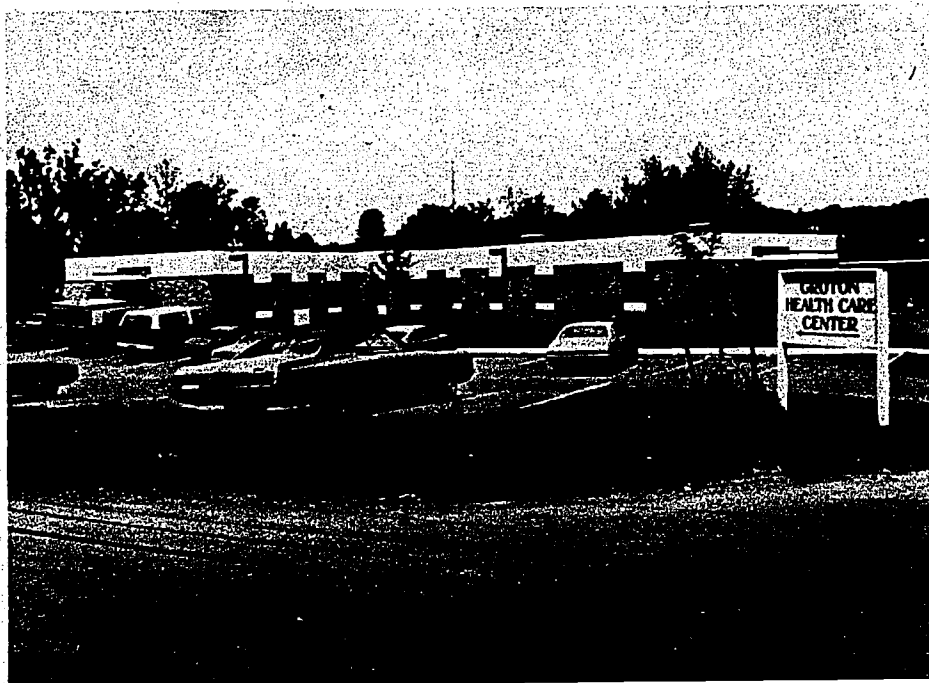
## COORDINATING THE PROJECT

In late 1972 and early 1973 it became apparent that at least three groups would be functioning independently in the development of three facilities: the health center, the day-care center, and the senior citizen housing. Several of the people involved in the different projects decided that a single group or organization was needed to observe the development in its entirety and to help with both general and specific problems. The group's principal functions were to coordinate efforts and provide information rather than to supervise and direct the projects. The group could not "direct" the development primarily because the funding for each facility was separate. Eight people formed this group (started in March 1973) called the "Umbrella Group." Two were from the Board of Directors



Groton Child Development Center

Groton Health Care Center



of the Child Development Center, two from the nonprofit health corporation, two were from the newly formed Village Housing Authority, and two were representing the proposed nursing home.

### COMMUNITY FUND DRIVE

Plans for an intensive community fund drive began in 1973; the drive was undertaken in 1974. It was designed to cover the entire Groton Township. Forty volunteer workers were trained for house-to-house canvass work. The board of directors of the health corporation asked local groups, organizations, and businesses for contributions. The initial drive lasted several months, and those who pledged money had 3 years to complete payments. Over \$100,000 was committed through this drive.

The Groton Community Health Center, Inc., and the Groton Home for Aged People, Inc., were merged because of the similarity in purpose and since the latter could no longer continue to operate. This merger made available approximately \$120,000 to the overall project from the sale and assets of the Groton Home for the Aged.

The more than \$200,000 of local money was held by the Groton Community Health Care Center, Inc., which also held the land for the complex. The Umbrella Group allocated a portion of the land and money to the individual organization supervising each project. Moneys were distributed on the basis of a previously approved formula.

With the land ready for construction and the money from the fund drive pledged, leaders of the development felt they were able to demonstrate to funding sources the community's ability and desire to financially support the project. Both the housing authority and the health care corporation applied to Farmers Home Administration (FmHA) for construction loans. Both used the land as an "in kind" community donation. (FmHA requires that the community be able to provide 2 percent of the funds necessary for construction.)



## CONSTRUCTION BEGINS

### Child Development Center

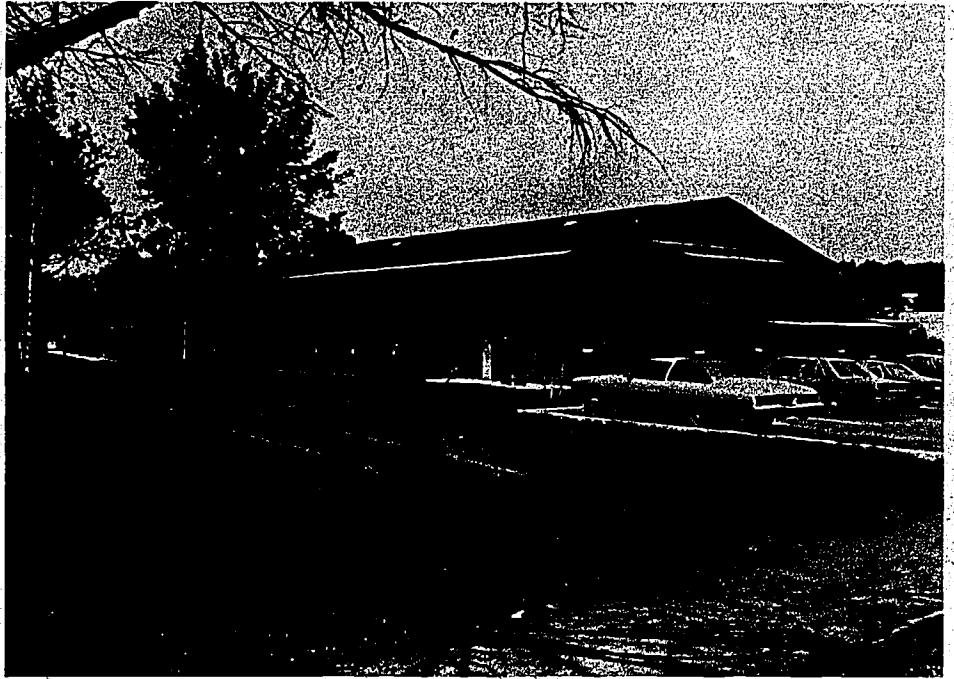
As the housing authority and the health care corporation were waiting for approval for funds, construction began on the Child Development Center. In addition to the ARC money the center's board of directors had requested and received foundation grants from various local agencies and organizations. Construction costs were approximately \$160,000 with almost 20 percent (\$32,000) of this coming from local contributions. The rest was ARC grant money. The center was completed in the fall of 1974 and dedicated in October.

### Community Health Care Center

The FmHA construction loan for the Health Care Center was approved in 1974. However, before construction could begin, some cost-cutting measures were needed. The estimated construction costs had been larger than expected. The architect and a director of the corporation were able to reduce some of these costs by going over the plans and making certain adjustments. However, extra money was still needed. Several people in Groton were asked to contribute money to make up this deficiency. After needed money was contributed, construction was approved. This project was now funded by community money, a FmHA loan and grant, a Hill-Harris grant, and an Appalachia grant. The Health Care Center was built in 1975 and opened in June 1976. By the following month it was fully operational.

### Center Village Court (Senior Citizen Center)

Construction began in July 1975 on the senior citizen apartments. Earlier that year funding had been approved. An FmHA loan plus money from the community fund drive was used for construction, county revenue-sharing funds were obtained for furniture and office equipment, and a large contribu-



Groton Center Village Court

tion from a local company was used to purchase glide elevators for the stairways.

The building contained 40 one-bedroom apartments. In August 1975 a public meeting, advertised through the local newspapers, was held to attract and inform prospective tenants. It gave priority first to village people, second to town residents, and considered last those from outlying areas. Both financial and personal circumstances were examined. (Tenants were not approved on a first-come, first-served basis.) At least 120 applicants were considered for the 40 apartments.

To keep operating costs low, the county was asked to remove Center Village Court from the tax rolls. This was agreed to with no objections. And to help low-income tenants, the housing authority applied for federal rent subsidies (under Section 8 of the U.S. Housing Act of 1937 as amended). This request, however, was not approved.

The building was completed in November 1975, and tenants began to move in. Village tenants who were homeowners found it easy to sell their

homes, new people being brought into the village, thereby.

In September 1976, after these apartments were rented and in operation, a meeting was held with the architect to consider building an additional 20 units. Another loan application was made to FmHA, and in mid-1977 it was approved. Construction began in September and was completed in January 1978. Soon after, these units, too, were filled.

### Nursing Home

At present, plans are underway to build the nursing home. Approval was eventually granted to build an 80-bed facility at a cost of \$2,600,000, and FmHA has been contacted concerning a loan. Although money from the previous fund drive was held for the nursing home, much of it has been used for surveys and other preliminary work. The community must raise an additional \$300,000.

## CURRENT OPERATING PRACTICES

### Child Development Center

The Groton Child Development Center was incorporated in 1970 as a nonprofit organization and is a state licensed agency for child care. It is operated by the community. It has a nine-member board of directors that meets monthly. These individuals are chosen from the Groton community. When a vacancy occurs, the board appoints a new member to fill it.

There are from 9 to 11 people on the staff who contribute to the daily operations. These include a director, 2 full-time teachers, 1 part-time teacher, 2 to 4 aides, 2 cooks, and 1 custodian. All these are paid positions.

The center tries to get as much free help as possible. This help has come from CETA (the federal Comprehensive Employment and Training Act program), Green Thumb (a Grange program), senior citizens, field-study students and work-study students from local colleges, high school volunteers, welfare work-relief people, and other community volunteers.

Children range in age from 3 to 12 years. Full enrollment is 30 children. Younger children may stay for a full day; older children come before or after school, depending on their parent's work schedules. The center operates daily from 6:30 A.M. to 5:30 P.M. to allow parents who work early shifts and those who work until 5:00 P.M. to have supervision and care provided for their children during those hours.

The center is considered an educational and child development organization—not a custodial service. Either the director or the head teacher is required to have a 4-year degree in early childhood education. (Presently, both the director and one teacher have 4-year degrees in early childhood education.)

Some basic "readiness" skills are taught to try to prepare the children for kindergarten, that is, they are taught

the alphabet, numbers, phonics, colors, shapes, and to write their own names. Also, language development is stressed, and social skills are developed and improved.

Field trips are arranged for the children, and the center works with the Finger Lakes Library System to obtain books and films to supplement its resources. Some medical attention is provided by the county dental hygienist. A county worker conducts vision tests, and one of the local colleges gives hearing tests. In certain cases a public health nurse might be consulted for a particular problem.

The center's operating funds come from the following sources:

- Parent fees—approximately 75% of the budget.
- Department of Social Services—supplementary funding for some children of low-income parents (\$42.50 per week per child).
- Contributions—from United Way, town of Groton, and a local company amounting to approximately \$4,500 per year.
- USDA Child Care Food Program—this program provides money for food and the labor to prepare it. Money is paid on a scale with a rate computed for each meal for each child. Some children receive a free lunch, some pay one-half the cost of their lunch, and some pay the full cost. Usually the center receives \$450-500 per month from USDA.
- Fund-raising activities—each summer, functions such as chicken barbecues and gymnastic programs are organized. This past winter disco lessons were given. About \$400 per year is raised through these activities.
- Two rooms in the center are rented to the Groton Head Start program for \$5,000 per year. This leaves one large community room and two classrooms for the Day-Care Program.

Approximately \$36,000 of a \$43,500 annual budget comes in from parent fees, and the remainder from other sources. The center is basically self-supporting. However, children's fees are figured on a sliding scale according to the family's ability to pay. This sometimes makes it difficult to meet center expenses.

### Community Health Care Center

The Health Care Center is an ambulatory health facility, providing office space, examining rooms, minor lab work, and a teaching facility for area doctors. There are three full-time family-practice doctors on the staff. Twenty-five thousand patient visits are made each year at the center. Several medical specialists rent office space on a part-time basis. They bill their patients directly and provide their own equipment. The center is also staffed by a dentist, a nurse clinician, an X-ray technician, two practical nurses, a physical therapist, and two county nurses. The teaching facilities are used for students in medical school (usually from Upstate Medical School in Syracuse) who come to the center during their second or third year. These students work with physicians in the center to learn patient-physician relationships and to discover that quality medical care can be practiced in a rural setting.

The Appalachian Regional Commission has provided grant money to be used for operating expenses during the first 3 years of operation. This money will be available until September 1980. By then the Health Care Center should be fully self-supporting. To help achieve this goal, the grant money is not used until it becomes necessary. During the first year slightly over 70 percent of the grant was used. The center is in its second year of grant use and has not used half of the available funds. This money pays for the travel expenses of doctors and part of the staff salaries, fringe benefits, equipment, and supplies.

The full-time doctors are under a

Medical Doctors' Professional Contract. With this contract the centers pays each month to the doctors a set fee, out of which comes their salaries, fringe benefits, and insurance. The rest of the staff are paid on a weekly basis. Fifty percent of the center's income is derived from patient fees. The remaining income comes from Medicaid, Medicare, Blue Shield, Workers Compensation, and some from the Appalachia grant. When the nursing home is completed, some overhead costs will be shared with the Health Care Center (X-ray, physical therapy, inhalation therapy, and the emergency room).

#### Center Village Court

Of the 60 units, 6 are built for handicapped tenants. The apartments rent for \$130-\$150 per month, including utilities and excluding telephone and cable TV. These rents are comparatively low and are kept low for several reasons. The FmHA interest rate is 1 percent, which keeps loan payments down. The apartments are all electric, and since Groton owns its utility company, these costs are low (cost of electricity averages \$10.00 per month per tenant).

Several bank accounts are maintained. In one, a percentage of monthly income is deposited until 10 percent of the total loan amount is accumulated. This money is used for maintenance and repairs. A second account is used for the deposit of monthly rentals. Out of this, the loan, the utility, and any other payments are made. Any excess funds are placed into a third account (a savings account).

It is generally believed that this development works well. It operates in the black and provides a necessary service for a large number of people. The building is attractive and comfortable with large community rooms for social contacts. It is near the center of the village, close to shopping, and only a few steps away from the health center. In addition, several of the senior citizens serve as volunteer "grandparents" for the children in the Child

Development Center, an aid benefitting both the children and themselves.

Although there is a waiting list of 50 people, no plans have been made to enlarge this part of the complex. It is felt that 60 units are enough for a village the size of Groton, and there is little, if any, room left for expansion on the present lot.

#### Nursing Home

The nursing home has been planned to include 80 beds and offer two types of care, health-related facilities (HRF) and skilled nursing facilities (SNF). HRF patients are ambulatory, but need some assistance; SNF patients are not ambulatory and need "skilled nursing" care.

With this facility completed and in operation, the Groton health, child, and housing complex will become an even more exceptional development for a small rural New York community than it is at present. It has been difficult to do justice to the complex array of local action undertaken during the time period covered by this study. We have no doubt made it sound easier than it was. It is difficult to put in writing some of the frustrations that go with lack of local approval in some instances, lack of action, "politics," and just "red tape," inevitable in a project of this nature. Yet as one of the local leaders said, "We made it!"

### HIGHLIGHTS

#### Community Leadership

The Groton project(s) did not lack for the involvement and commitment of local people. People were willing and available to serve on various committees and boards as they were established during the course of events throughout the project. Individual commitment for several leaders involved sizeable voluntary financial contributions in addition to their time and knowledge resources. It is impossible to fully document the "in kind" type of contribution made to a project of this type by local professionals. The sav-

ings of \$4,000 on the environmental impact study provides one specific example.

An additional aspect of leadership that stands out in this area is the active participation of representatives from a whole range of local institutions. Representatives from local churches were involved from the start of the project in the late 1960s. Other leaders deeply involved in the project represented such institutions as industry, government, volunteer organizations, and various planning boards and councils.

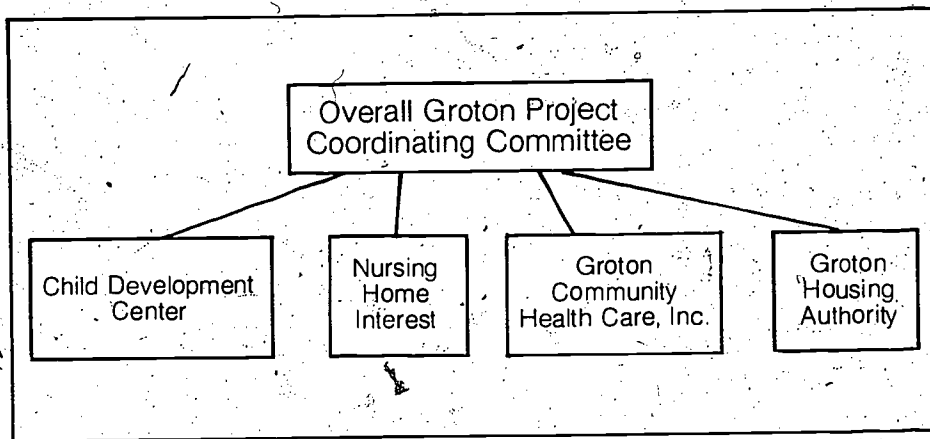
Another aspect of leadership involvement is that of leadership specialization. Individual leaders, for the most part, worked primarily with one of the major project areas, either day care, senior citizen housing, health care center, or, more recently, the nursing home. The extent and complexity of the project made such specialization of interest necessary.

#### Local Organization

The Groton effort started with concerned individuals forming a rather informal, small committee to address specific problems. An effort was made almost immediately to expand the original group to involve people from the greater Groton area, with special emphasis on gaining professional and institutional representation.

Separate organizations evolved as the local problems and goals were more clearly specified. One of the earliest groups represented the day-care interest (actually established in 1969). The Groton Community Health Care, Inc., organization was formally established in September 1972. That organization was followed by the formation of the Groton Housing Authority in February 1973. The final organizational structure was added through the formation of the so-called umbrella or coordinating group, which included representation from the three organizations noted above as well as individuals representing the nursing home area of interest. The final organization might be depicted as on page 51:





Perhaps one of the most remarkable aspects of the project is the relatively independent yet cooperative interrelationship of the three most active units before the time of this study, namely, child development, health care, and senior citizens, during the planning and construction of each unit. This same type of relationship and organizational flexibility is evident in the present developments with regard to the nursing home.

#### Community Awareness and Involvement

Project leaders realized early in the planning that they were setting the stage for a relatively large and complex developmental effort. Their strategy was to make the entire community aware of what was being planned and to seek general agreement with and support of the effort. More people were

needed to broaden the leadership base for the work to come. The first community information meeting was held in 1971, well ahead of any extensive formal organization for the project. This general approach of seeking local involvement and support of individuals and organizations, including contributions to local fund raising, was evident throughout the project and continues today as the community seeks \$300,000 for the proposed nursing home through a local fund-raising drive.

#### Positive Attitude

By their very nature, projects of this type reach critical decision points, having to do with whether or not to proceed. The "turn down" on the nursing home in the early phase of the project might have been cause enough to stop some development efforts. This was,

however, not the case in Groton. The people there seem to have a vision of a better Groton and the types of services required to fulfill that vision. There never seemed to be a time when real questions were advanced about not continuing the effort. For the past 10 years the one signal seemed to be to continue, to move ahead. Perhaps this is one of the key factors behind the fact that 10 years later the nursing home appears on its way to becoming a reality and so much else is already in place.

#### Funding

The Groton project, assuming completion of the nursing home, will involve a total cost of over \$4,000,000, a large sum by any small-community standards. The diverse approach used by the project leaders to secure funding for the various subprojects is worth noting. Community contributions through fund drives and "in kind" provision of land and other resources were coupled with special program grants and loans from a variety of sources including the Appalachia Program, health facilities assistance by the federal government, and Farmers Home Administration of the U.S. Department of Agriculture. Putting the total financial package together over a period of 10 years has been central to the development of the project to its present level of completion.

## Establishment of a Medical Clinic in Woodhull, New York

### SECTION 8

#### INTRODUCTION

Similar to the Groton case study, the Woodhull study is also concerned with medical services in a rural community.

The town of Woodhull has a population of approximately 1,270, with about 300 of these people living in the village of Woodhull. The town is located in the southernmost part of Steuben County near the Pennsylvania border (see fig. 14). The service area of the clinic under study also includes the surrounding towns of Troupsburg, Jasper, Rathbone, and Tuscarora, with a total population of approximately 4,300. Therefore, approximately 5,600 people live within the primary service area of the clinic. (This does not include people from nearby Pennsylvania who might use Woodhull's clinic.) The cities and hospital services nearest Woodhull are Corning, 21 miles away; and Hornell, 23 miles away.

For approximately 30 years the people of Woodhull and surrounding communities shared the services of Dr. Fayette D. MacDonald, a physician and resident of the village of Woodhull. As has happened in many rural communities, Dr. MacDonald, becoming older, began to reduce his practice in the 1960s. He shortened office hours, discontinued making house calls, and referred all hospital work to other doctors in Corning and Hornell.

#### INITIATION OF COMMUNITY ACTION

One of the major tasks facing local community leaders is the initiation of action to deal with a local problem—in this case, the reduction of medical services by Dr. MacDonald. Local community leaders recognized the developing problem and made a decision to do something about it.

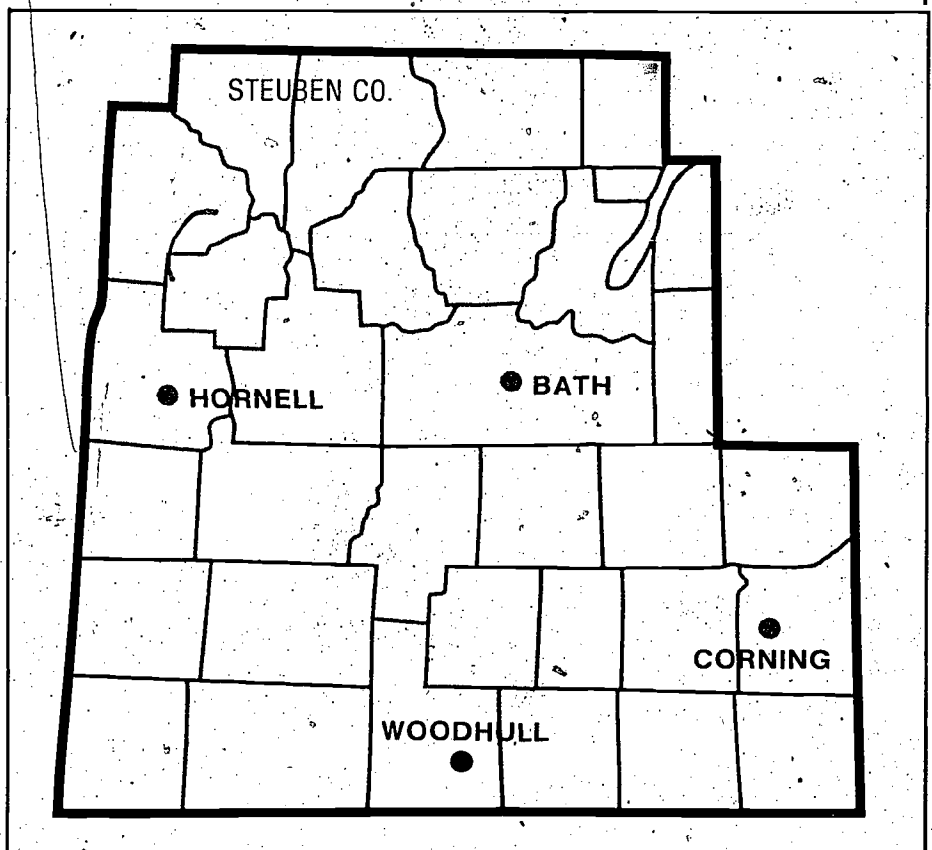
The first formal concern about the

reduced amount of medical services came from the Woodhull Civic Club. This association was composed of businesspersons, leaders from churches, the Grange, and fraternal and volunteer organizations from the Woodhull area. The Civic Club had been in operation since the 1950s, when it was initially formed by the Woodhull School principal to bring new business into Woodhull. Eventually the association focused on general civic improvement and pushed for projects such as erecting a mausoleum in the town cemetery, having a branch bank located in the village, placing trash

cans and flower boxes in the village, and encouraging the use of home decorative lights for the Christmas season.

During 1966-67 two representatives of the Woodhull Civic Club approached Dr. MacDonald to discuss the feasibility of locating another doctor to assist, and eventually, to replace him. Dr. MacDonald responded favorably to their proposal, but in 1968 he was unexpectedly forced to retire because of poor health. This made it necessary to reconsider the situation and the action needed since Woodhull was now without a practicing physician.

Figure 14. Towns and places in Steuben County, 1970



## ORGANIZING FOR ACTION

In their search for solutions to the problem, members of the Woodhull Civic Club became aware of assistance being offered by the Sears Roebuck Foundation of Chicago to rural communities attempting to build medical clinics. (The Sears Roebuck Foundation offered this service from 1956 to 1970.) The foundation offered to provide fund-raising kits and building plans, had medical equipment for sale, maintained a list of doctors who wanted to change their location, and helped communities to place advertisements in medical journals to locate doctors. Civic Club members contacted the foundation and asked for assistance in locating a replacement for Dr. MacDonald and building a clinic in Woodhull.

The foundation conducted a medical-economic survey of Woodhull in 1967 and determined that the area would qualify for aid under their Community Medical Assistance Plan. In keeping with the Community Medical Assistance Plan, the Civic Club sponsored a community meeting, in the summer of 1968, at which representatives from the foundation presented a film and a program for approximately 300 people. The meeting was publicized in the *Corning* and the *Hornell* newspapers. Following that meeting, the Civic Club mailed questionnaires to local residents within a 10-mile radius of Woodhull to help assess the medical needs of the community.

During this time some of the Civic Club members formed a not-for-profit organization called the Fayette D. MacDonald Medical Building, Incorporated. The organization was formed to provide a base from which to obtain funds to build a clinic. The Sears Roebuck Foundation provided counsel during the incorporation process. Since the clinic would service areas outside Woodhull, people from the surrounding towns of Jasper, Rathbone, Troupsburg, and Tuscarora were invited to join the cooperation.

## EVOLUTION AND IMPLEMENTATION OF PROJECT PLANS

On 10 September 1968 the first meeting of the MacDonald corporation was held. Several committees were elected: a building committee, a publicity committee, a doctor procurement committee, and a fund-raising committee.

The corporation's board of directors made the decision that funds for the clinic should come from local people rather than from outside the community. A fund-raising campaign was initiated. Sufficient funds were to be raised to build a clinic to attract a doctor. However, the board of directors decided that a clinic would not be erected until a doctor had agreed to staff it. They were conscious of the fact that approximately 30 clinics built nationally with the help of the foundation had not yet found doctors for staffing, and they wanted to avoid a similar situation. Alternative uses for the funds were under consideration, including the purchase of equipment for an existing building and the payment of tuition for a medical student who would promise to practice in Woodhull on completion of her or his training.

In October 1968, meetings were held in Jasper and Troupsburg. The purpose of these meetings was to inform local people of plans to build a clinic—no money was requested or given at that time. (Leaders of the MacDonald corporation recognized that the first need was to inform and involve people.)

Following those meetings, selected town leaders from each area were asked to participate in the fund-raising efforts. Some chaired committees in their towns. Fund-raising teams were formed with each team member responsible for a certain area. The team member was equipped with pledge cards and receipt forms. Every potential contributor within that area was to be approached, and an attempt was made to get an immediate contribution instead of a pledge. If an individual wished to make a pledge, he or

she was asked to contribute at least a portion of it then. Much of the money collected was in small amounts, from \$2.00 to \$100.00. Some was in the form of gifts, some loans. Several small businesses promised to give monetary support when the clinic was in operation. In 3 to 4 months, approximately \$25,000 was raised, all of which was placed in an interest-bearing account.

While the fund-raising committee worked, the doctor procurement committee began efforts to locate a physician. Various approaches were tried: ads were placed in national medical publications, medical schools and medical students were contacted, and established doctors were interviewed. Some who were interviewed rejected the offer; others were rejected as unsuitable by the committee. Those who refused the position generally did so because they considered the town too far from a hospital and a research-teaching facility or too rural or both.

For 3 years, from 1968 to 1971, the committee searched for a doctor. It became apparent that if a clinic were going to be staffed on a daily basis, it would have to be by someone other than a doctor. A physician's assistant program was investigated, and the board of directors began to consider hiring a nurse practitioner.

In the early 1970s the 144-bed St. James Mercy Hospital in Hornell (a private hospital) began to consider expanding beyond regular in- and out-patient coverage to help nearby communities meet their medical needs. In March 1972 the hospital mailed to town boards south of Hornell questionnaires asking how St. James could help these communities fulfill their medical needs. Woodhull was the only community that asked for help. The town board responded to the questionnaire by saying they had assistance from the foundation and were trying to recruit a doctor for a proposed clinic. (A member of the MacDonald corporation's board of directors was also the town supervisor of Woodhull at the time.)



Some of the area residents had been using the medical facilities in Hornell, and some residents used those in Corning. A clinic affiliated with either hospital would have increased the patient load at that hospital. Since either hospital should have had an interest in sponsoring a clinic in the Woodhull area, the Corning Hospital was also contacted and asked for assistance.

As the MacDonald board was beginning to negotiate with these hospitals, the Rochester Regional Medical Program (RRMP) (presently known as the Finger Lakes Health Systems Agency), funded by the United States Department of Health, Education, and Welfare, became interested in Woodhull's attempt to develop a clinic. (Federal money, under the Comprehensive Health Planning Act of 1966, could be used to assist local communities such as Woodhull in the development of medical services.)

RRMP sent a representative to Woodhull in 1972 to look at the project and determine its feasibility. Somewhat impressed by the degree of sophistication of the project, RRMP decided to become involved, offering assistance in negotiating with the hospitals and the Steuben County Public Health Nursing Service and eventually providing grant money amounting to approximately \$20,000 to be used in the clinic's development.

Both hospitals had been approached by the MacDonald corporation's board of directors with the suggestion that they each find a doctor willing to sponsor a nurse to receive nurse practitioner training. The nurse practitioner would then, under the doctor's supervision, staff the clinic on a daily basis, with the doctor making some scheduled visits to the clinic. The Corning Hospital was in general agreement with this plan. A local nurse, a resident of Woodhull, was recruited to take the nurse practitioner training under the sponsorship of a doctor from Corning.

However, the doctor did not agree to make visits to the clinic, preferring instead to have clinic patients see him at his Corning office.

At the same time, administrators at St. James Mercy Hospital worked with a prospective new doctor in Hornell to staff the clinic at Woodhull. One of the St. James nurses wanted to take the nurse practitioner training and work at the clinic in Woodhull.

Although both nurses had agreed to take nurse practitioner training, it was not established whether two would be needed for the clinic. RRMP suggested that two nurse practitioners might be necessary, and since both had been approached and funds were available, it was arranged that both undertake training courses. Through the \$20,000 grant, RRMP paid for the nurses' tuition and travel expenses, and supported their salaries for the first 6 months.

As it became clear that Woodhull would have a doctor's services part time and at least one nurse practitioner, the MacDonald corporation's board of directors began to make arrangements in the fall of 1973 for the clinic building. In 1968 the Woodhull school district had been merged with that of Addison, and Woodhull children had begun attending the Addison schools. In 1970 the town of Woodhull acquired the unused school property for community purposes. The school building became the Town Hall and was used for town board meetings, local dances, youth activities, and similar functions. The MacDonald board of directors and the Woodhull Town Board decided to convert one wing of this building into a clinic rather than to construct a separate, more expensive building. By using local labor and devising its own remodeling plans, the corporation accomplished the work rapidly and at a cost of only \$8,000.

RRMP paid for the clinic's equipment and was to retain ownership of this equipment for 3 years. If after that time the clinic was still in operation, ownership would be transferred to the corporation.

During this period (1973) a group of women from the towns of Jasper, Woodhull, Troupsburg, Tuscarora, and Rathbone formed a volunteer organization named the MacDonald Guild. Its purpose was to raise money and to aid in the development of the clinic. Working closely with the St. James Mercy Hospital, the guild raised money through bazaars and bake sales, made drapes for the clinic, and bought magazine subscriptions for the waiting room. It also sponsored a reception when the clinic opened.

## CLINIC BECOMES A REALITY

St. James Mercy Hospital recruited Dr. Nasar Chaudhry, an internist, to operate the clinic at Woodhull. On 15 March 1974 the Fayette D. MacDonald Medical Clinic opened. Since the nurse practitioners were not yet finished with their training, the clinic was temporarily staffed by a nurse who worked directly with the doctor. After 1 month Sister Scholastica, the St. James nurse, finished her training and began work at the clinic. In another month the second nurse practitioner, Mrs. Joan Watkins, joined her. Dr. Chaudhry began by working at the clinic 2 days per week and the remaining 3 in Hornell. A secretary was hired by Dr. Chaudhry to work 2 days each week, with MacDonald Guild volunteer help on the remaining 3 days.

In the clinic's first year St. James Mercy Hospital provided bookkeeping services. RRMP had allocated some grant money for the nurse practitioner salaries for the first 6 months. During this year it became apparent that the clinic would not support two nurse practitioners. There was not enough work for both, and not enough money could be generated to pay their salaries. Dr. Chaudhry had agreed to sponsor and work with one nurse practitioner and felt that only one nurse

practitioner should be retained. After some consideration, the MacDonald board of directors decided to keep Sister Scholastica as the permanent nurse practitioner.

During the first year of operation the medical staff increased when two pedi-

atricians from St. James Mercy Hospital joined the clinic. They began visits 1 night per week and worked with the nurse practitioner in the same manner as did Dr. Chaudhry.

After the nurse practitioner problem was settled and Dr. Chaudhry's prac-

tice in Hornell had built up, he decided to go into private partnership with Dr. Tarig Randhawa. At that time, the partnership assumed full responsibility from St. James Mercy Hospital for the administration of the clinic.

The clinic is now operated as a satellite of the doctors' private practice in Hornell. Drs. Chaudhry and Randhawa each spend 2 evenings per month there, alternating weekly visits. The town of Woodhull subsidizes the clinic through the provision of office space and a portion of utilities. The doctors pay all other expenses.

The clinic provides a 7-day, 24-hour contact for medical services for the people it serves. It is open 5 days and several evenings each week, and there is an answering service for emergency calls after hours. Some extra services are provided by the nurse practitioner. She makes house calls, transports blood samples to the hospital lab, takes some patients into the hospital, and has prescriptions filled in Hornell for others. Additionally, the clinic has recently acquired a new staff member, a gynecologist from Hornell, who visits the clinic twice a month.

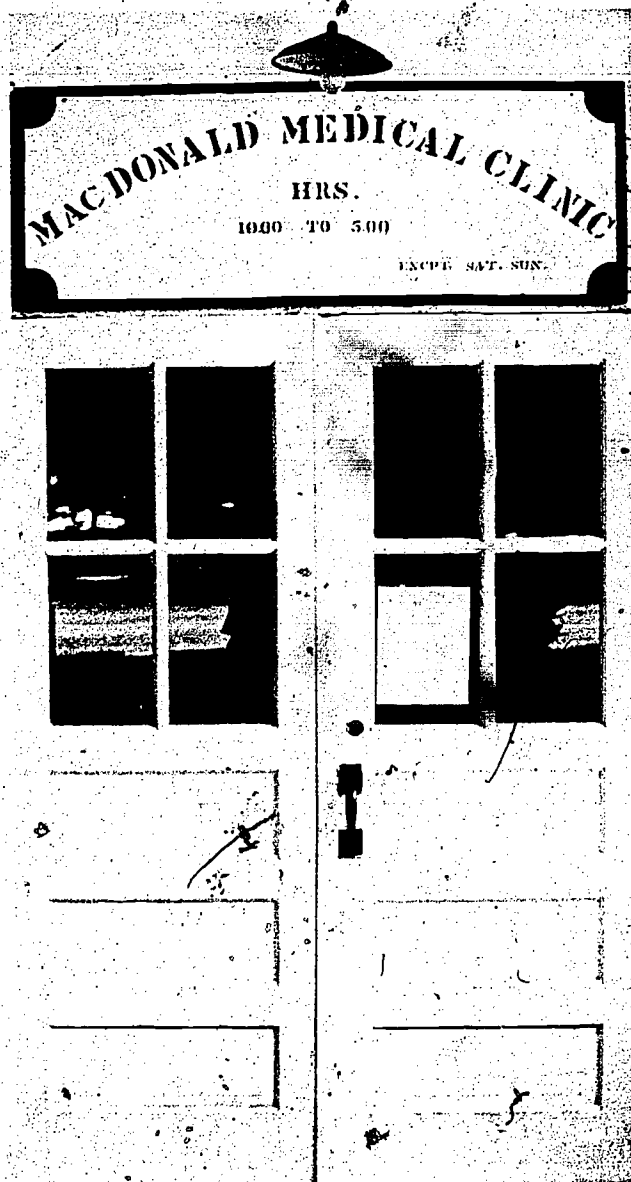
A major advantage of the clinic is having the nurse practitioner examine patients and place each in one of the following groups:

Patients who urgently need to be seen by the doctor. These patients may be directed to the doctor's office or to the emergency room of St. James Mercy Hospital.

Patients with chronic problems not requiring immediate attention are given subsequent appointments. If they can wait, an appointment is made on the day of the doctor's next visit to the clinic.

Patients with minor problems such as colds are taken care of at the clinic by the nurse practitioner under the supervision of the doctor.

MacDonald Medical Clinic in Woodhull



Although the clinic is part of a private practice, it continues to receive receptionist and secretarial staff assistance from MacDonald Guild volunteers. Occasionally equipment is provided by the MacDonald Guild or the MacDonald corporation. The guild continues to hold fund-raising bazaars and bake sales, each year raising from \$100 to \$150. This money has been used for the purchase of items such as the renewal of magazine subscriptions and the stereo for the waiting room and a tape recorder for the nurse practitioner to use on home visits.

The MacDonald corporation buys equipment with money donated or bequeathed to the corporation or to the clinic by area residents. Some of the money raised by the corporation was used for renovation (\$8,000) and some for support of the clinic during its first year (\$6,000). The rest was left in an interest-bearing account and, in the past few years, has grown again to its original \$25,000 or more. As of now there are no plans for this money except to leave it in the account. Some of the loan money has been bequeathed to the clinic. The rest remains and continues to gather interest.

The clinic appears to be financially sound and successful. Patients have contact with doctors in emergency situations and can more easily be directed to the appropriate doctor through the nurse practitioner.

The MacDonald Clinic is a very interesting and perhaps unique operation. It is privately operated and employs a nurse practitioner who works alone during much of the week. It was started at a relatively low cost to the community and was begun by local individuals who knew little, if anything, about establishing a clinic. As one corporation officer stated, "We didn't know what we were doing. We just knew we had to have medical service in the area again!"

## HIGHLIGHTS

### Community Leadership

Local people, initially two or three individuals, became outwardly concerned about a developing problem—the eventual loss of Dr. MacDonald's service to the community. They became concerned enough to initiate the first step toward resolving the problem—discussion of the situation with Dr. MacDonald and among members of the local civic club. Thus, the first move was made to formally involve others in recognizing and addressing the problem.

The core leadership group was formally and legally organized through the creation of the Fayette D. MacDonald Medical Building, Inc. This corporation's seven-member board of directors constituted the key leadership group for the project. These people were the ones primarily responsible throughout the project for the development and implementation of the plans and strategies that eventually led to the clinic. However, they would be the first to say that they did not do it alone. They drew on ideas and assistance from other local people as well as "experts" from outside the community. The leadership group was expanded, in particular, during the fund-raising campaign period of the project. New leaders were carefully selected in each town to conduct this critical phase of the project.

### Goal Identification

One of the essential factors in any development project is having well-defined goals toward which it is directed. In this case, the goal was getting medical care reestablished in the area. From the beginning this goal was clear to local participants.

It had been decided to fulfill this goal by attracting a physician to Woodhull and building a clinic in the town. However, midway through the project this focus changed, and a physician's assistant was sought instead of a physician.

Two factors precipitated this change:

the difficulty experienced in locating a physician and the development and acceptance of a physician's assistant program in the state. In shifting the emphasis from physician to physician's assistant, project leaders did not alter their goal, only the means for achieving it.

### Local Commitment

Another important element evident in this project was the personal commitment and persistence of the local people, especially the project leaders. The core leadership group stayed with the project from start to finish over a 7-year period. A few key individuals devoted a substantial amount of time and other personal resources to seeing the project through to completion. A number of local people made a direct financial commitment to the project in its early stages. Although the MacDonald corporation's board of directors is relatively inactive at the present time, the group still exists and could become active should the need arise.

### Local Organization

Leadership is inherently linked to organization. One of the initial development strategies was to construct a new facility, the clinic, that would help attract a doctor to Woodhull. This required money and some legally constituted base from which to operate. A not-for-profit corporation approach was essential in this case. Community leaders felt that the proposed clinic facility should be financed locally by prospective users. The MacDonald corporation provided the legal structure whereby funds could be solicited and held for such a purpose.

In addition, the corporation, through its board of directors, became the mechanism that held things together over a period of time when little action was occurring. This factor proved to be extremely important since the project extended over a longer period of time than anyone had envisioned.



Organization of the MacDonald Guild should not be overlooked. The guild provides a means to have local volunteers relate to the clinic and support its day-to-day operations. The guild involves a different set of community leaders from those in the MacDonald corporation.

Interorganizational ties were a key factor. For example, a member and officer of the MacDonald corporation's board of directors was also the supervisor of the town of Woodhull. Thus town government, though not directly involved in organizing the clinic, was in a position to be informed and to take appropriate action when needed. The town board helped to make the connection with St. James Mercy Hospital, which turned out to be a pivotal factor in moving the idea of a clinic to a reality. The town board also took action to make a portion of the Town Hall available for the clinic.

#### Timing

Timing, intentional or accidental, is often an important element in community development projects. In this case, community leaders took early action on what they foresaw as a developing problem. Dr. MacDonald's leaving the community was responded to by deciding to locate a doctor and seek funds for a clinic. Establishing a fund for the proposed clinic helped others from outside to see the responsible intentions of the people in the Woodhull area. A key factor in later receiving federal funds from the Rochester Regional Medical Program was the amount of planning and work already completed by the local people. Coincidental timing was also at work. The interest of the Woodhull people in establishing a clinic and the desire of those at the St. James Mercy Hospital to extend services to rural areas are a case in point. The Woodhull community was in a position to respond to this unforeseen opportunity.

#### Linkage to the Outside

Linkage, or ties, beyond the immediate Woodhull area proved to be a vital element in the project. The creation of the MacDonald Clinic was not a complete "bootstrap" do-it-yourself effort. Local leadership sought outside specialized knowledge from a variety of sources. Early in the process the community developed ties with the Sears Roebuck Foundation in Chicago. The development of a working relationship with St. James Mercy Hospital and a private medical practice has proved to be an essential link to the outside community. Financial support from outside the community through the Rochester Regional Medical Program provided a timely input to keep the project on target once the actual operation started to become a reality. Local leaders actively sought to use outside experts and other resources applicable to the project.

#### Financial Support

The MacDonald Clinic represents an interesting mix of public and private resources used to accomplish a local development project. The local people contributed their own money to the project. The Sears Roebuck Foundation provided services in the early stage of the project. Federal funds were used to help train the nurse practitioners, provide some equipment, and help subsidize the clinic during its first few months. The medical clinic, as it operates today, is a private practice operating out of a public building, a town hall. The MacDonald Guild provides limited annual financial support to the clinic. In short, the Woodhull community contributed leadership, organization, a facility, \$8,000 toward renovation of a building, \$6,000 toward operating expenses, and annual gifts from the guild to what is now, essentially, a self-sustaining private operation.

As one would expect, the people of the Woodhull area exhibit a great deal of pride in their accomplishment. Without their foresight and action, there probably would be no MacDonald Clinic.

## SECTION 9 Patterns in the Action Process

Each community's experience is different, and the goals and strategies vary from one project to another. Nonetheless, certain patterns in the action process emerge after viewing a number of cases. Some of these concern the type of organization that comes about to conduct the action, some involve the means of communication and publicity used, some are part of the financial aspects of community action, and some have to do with the relationships among local organizations and groups that make the action possible. Leadership is another important element of the action process that deserves attention.

### **NOT-FOR-PROFIT CORPORATIONS AS ORGANIZATIONS FOR COMMUNITY ACTION**

Six of the seven case studies are carried out by groups that, at one point or another in the action process, legally incorporated under the not-for-profit type of corporation (see Appendix B). Incorporation facilitates financial arrangements and organizational commitments and necessitates the election of officers, the enactment of constitutions and bylaws, and formal arrangements to meet regularly and to make the meeting dates public.

Yet it does not tell us much about the style of operation that occurs. In Marathon, where the Central New York Maple Festival Association, Inc., is the organization that conducts the festival, much of the style of working is informal and loose. At a certain point in each year, usually in early fall, the association begins to seek firm commitments to work and decides on goals for the festival. In a project as complex as the one in Groton, on the other hand, more formal strategy, involving the commitment and hiring of professionals, is used.

Only in Salamanca did people organize and complete the project without the aid of this type of incorporation.

### **COMMUNICATION IN THE ACTION PROCESS AND THE USE OF PUBLICITY**

Communication is an important aspect of a community action process and consists of two parts: communication within the action organization and communication directed toward the local community (publicity). (See Appendix C.) Publicity in any communitywide venture is essential since it is the means of expanding participation and awareness beyond the small initiating group to the broader community. In most of the case studies announcements of meetings, agendas, progress reports, and fund-raising events were regularly put in the local newspaper. Salamanca is one of the most dramatic examples out of the seven studies, because the informal group included someone with a flair for that type of work, who was able to keep the community informed and participating through various novel schemes. Local newspapers have been cooperative in each of the seven communities and very willing to cover events as they occur.

### **FUND RAISING, FUNDING, AND OTHER DONATIONS**

Only two of the seven cases did not involve significant outside funding. Most of the agencies mentioned are federal agencies like Farmers Home Administration and the Appalachian Regional Commission. The process of applying for these federal funds is both long and complex, and several of the studies highlight the obstacles and frustrations as well as rewards of this process. (See Appendix D.)

All the studies, on the other hand, involved some local fund raising, whether it lasted a few months, as in Woodhull, or the full project time span, as in Salamanca. In addition to cash, many donations involved materials and equipment, as in the Ballard Mill restoration project in Malone. In many cases, local businesses and institutions gave furniture and supplies in place of money for their restoration work. This was also true of the Salamanca library project.

### **COORDINATION OF COMMUNITY AND THE FORMATION OF LOCAL NETWORKS**

Community actions usually have as one result the creation of strong relationships among local groups and organizations that come about through their cooperative work on a project. This has occurred in all seven cases and is a fundamental part of community action. The most clear example is the Marathon Maple Festival, where almost all the local groups such as the Lions and Eastern Stars, institutions such as the schools and churches, agencies such as the county sheriff's department, and businesses cooperate each year to make the festival a success. In Malone the council's efforts toward coordinating community activities and organizations have resulted in several successful projects, such as the Ballard Mill and a day-care center. (See Appendix C.)

### **LEADERSHIP IN COMMUNITY ACTION**

No action can begin or be successful without committed leadership. People assuming leadership positions in action projects have usually had some previous experience either in communi-

## SECTION 10 Conclusion

ty action in general or in some special part of it, such as publicity. They are people who are able to commit themselves to several years of work toward the goal and who can inspire others to maintain interest. They also have access to other community leaders, which is of value to the project.

In Sinclairville, for example, the president of the action organization, the Sinclairville Seventy-Sixers for a Better Living, Inc., worked in local school administration and, thereby, had access to the school board as well as experience with grants and funding procedures.

In this bulletin, we have presented the stories of seven small rural communities, each one with its own distinct experience in community action. Yet, we have also tried to highlight the common patterns in the experiences of the seven communities. Some of these common patterns include the way that community action is initiated, the type of organization that has developed to conduct the action project, the arrangements for funding of a community action project, and how and when community members become involved in the action project.

Other characteristics, such as publicity, leadership, and outside support, are also reviewed in this bulletin, with a view toward helping those who are involved in similar projects in their own communities. Written examples from several case studies are included in the appendixes to give even more specific information on how these seven communities completed their action projects.

We hope that the examples and discussion in this bulletin will inspire others to participate in or initiate community action, and to work for a more cooperative community life where they live.

All seven examples substantiate the development of human potential, a further aim of community action.

A project that educates people to help themselves is never an isolated achievement. It is one in a chain of related events. The people concerned not only strengthen their techniques for self-development but also broaden their vision of the good community as the program progresses.<sup>1</sup>



## NOTES

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### Section 2

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For 1977 estimates:

*Population Estimates and Projections*, Bureau of Census Series P-25, no. 845 (Washington, D.C., 1979), p. 7.

2. Larson, op. cit., p. 9, and *Population Estimates*, op. cit., p. 7.
3. Larson, op. cit., p. 5, and *Population Estimates*, p. 5.
4. Larson, op. cit., p. 5.
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### Section 3

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4. Fairweather, op. cit., pp. 10, 34.
5. Allen D. Edwards and Dorothy Jones, *Community and Community Development* (The Hague, Netherlands: Mouton and Co., 1976), pp. 257-8.
6. William Biddle and Loureide Biddle, *Encouraging Community Development* (New York: Holt, Rinehart and Winston, 1968), pp. 40-41.
7. Richard W. Poston, *Action Now! A Citizens Guide to Better Communities* (Carbondale: Southern Illinois University Press, 1976), p. 46.

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### Section 4

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2. Interview with Mr. Dolf Bonnenberger, Cattaraugus County Planning Department, Little Valley, N.Y., September 10, 1980.

3. Thomas E. Hogan, "City in a Quandary: Salamanca and the Allegany Leases," *New York History*, 1974, p. 79.

4. Larson, op. cit., p. 5.

5. *1980 Census of Population and Housing, New York*, Bureau of the Census, PHC80-P-34, Washington, D.C.

6. New York State Department of Labor, *Labor Force Employment Summary for Olean-Salamanca Area, Cattaraugus County, New York*.

7. Hogan, op. cit., p. 80.

8. Ibid, pp. 80-81.

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10. Ibid, p. 9.

11. *Olean (N.Y.) Times Herald*, 24 January 1976.

12. Larson, op. cit., pp. 25, 27.

13. Harold F. Kaufman and Kenneth P. Wilkinson, *Community Structure and Leadership: An Interactional Perspective in the Study of Community*, Social Science Research Center Bulletin 13 (Mississippi State: Mississippi State University, 1976).

### Section 5

1. Olaf F. Larson, *The People of New York State Counties: Chautauqua*, Cornell Community and Resource Development Series Bulletin 6-6 (Ithaca: N.Y.S. College of Agriculture and Life Sciences, 1973), p. 4.

2. Chautauqua County Office for the Aging, *Chautauqua County Senior Citizen Needs Assessments Survey and Related Projects: A Program Description Complete with Survey Instruments* (Mayville, N.Y., 1978), p. 3.

3. Larson, op. cit., p. 11.

4. Ibid, pp. 5-6.

5. *Population Estimates and Projections*, Bureau of the Census Series P-25, no. 845 (Washington, D.C., 1979), p. 6.

6. Interview with Sven Hammer, Director, Office for the Aging, Mayville, N.Y.

### Section 6

1. Proposal submitted to the Chenango County Board of Supervisors through the Planning, Development and Capital Projects Committee by the Housing Council of Chenango County, August 1973 (mimeographed).

2. Section 8 of the U.S. Housing Act of 1937 as amended provides for payments to owners of approved multifamily rental housing projects to supplement the partial rental payments of eligible tenants.

3. Opportunities for Chenango (OFC) is a Community Action Agency functioning as an antipoverty program for Chenango County. Its primary target is low-income people, sponsoring service programs such as Section 8 housing, a nutrition program for children and pregnant women, transportation service, housing weatherization, Head Start, and emergency assistance. The assistant director of OFC is also on the Board of Directors of CHIP, and this agency occasionally functions as a consultant to CHIP.

### Section 7

1. Hill-Burton Hospital Survey and Construction Act of 1944, 42 U.S.C. Sec. 291 as amended by Hill-Harris. (Now converted to Title 16, P.L. 93-641, The National Health Planning and Resources and Development Act of 1974.)

### Section 10

1. Jean and Jess Ogden, *These Things We Tried*, University of Virginia, Extension, vol. 25, no. 6 (Charlottesville, 1947).

## APPENDIX A

# How Small Communities Assess Needs

## SURVEYS

SENIOR CITIZEN HOUSING - SINCLAIRVILLE AREA

RENTAL HOUSING SURVEY

A rental housing project, for persons 62 years of age and older, is being planned for this community. The Project would provide comfortable living with subsidized rental rates. Your opinion on the following will help us to determine whether such a Project is practical. This information does not obligate you in any way.

1. What age group are you in?  62 or over  50-62  Under 50
2. Marital Status:  Married  Single Man  Single Woman
3. Number of persons in your household: \_\_\_\_\_
4. Annual Income:  \$0.00 and \$3,000  \$3,000 - \$5,000  
 \$5,000 - \$7,000  \$7,000 - \$10,000  \$10,000/Over  
Does your income include:  Social Security  S.S. I.  
 Veteran Pension  Other  
If "Other", SPECIFY \_\_\_\_\_
5. Do you:  Own  Rent .....present residence?
6. Do you live in:  house  apartment  room  
Do you live:  on a farm  in town?
7. Is your present housing:  Modern  Not modern but adequate  
 Inadequate? If inadequate, in what respect?  
\_\_\_\_\_
8. Does your home need to be winterized?  YES  NO
9. The planned new apartments will have one bedroom, kitchen/dining area, bath, living room, adequate storage, stove, refrigerator, and special safety and security features. Heat, light, water, sewer, snow and garbage removal, and maintenance of grounds and buildings will be included in the monthly rent.  
The rent for these apartments will be 22 1/2% of your total monthly income. For example, if your monthly income is \$300, you will pay \$68 per month in rent. Would you be willing to move in if an apartment was available in 1979?  YES  NO
10. Would you want to maintain: / OHN YARD?  YES  NO  
FLOWER GARDEN:  YES  NO
11. NAME: \_\_\_\_\_  
ADDRESS: \_\_\_\_\_

ALL INFORMATION GATHERED IN THIS SURVEY WILL BE KEPT STRICTLY CONFIDENTIAL.

Marital Status	62 and over	Age	(Head of Household)	
			50-62	Under 50
Married	20		3	
Single man	3			
Single woman	18		1	
<u>Annual Income</u>				
Under \$3,000	10		3	
3,000 to 4,999	20			
5,000 to 6,999	7			
Over 7,000	4		1	
<u>Present Housing</u>				
House	23		3	
Apartment	7			
Mobile Home	11		1	
Rent	11		1	
Own	30		3	
Modern	18		1	
Not modern, but adequate	18		3	
Inadequate	5			
<u>Preference</u>				
Efficiency				
One Bedroom	42		3	
Two Bedrooms				
Rent:				
22.5% of income				
Willing to move into	35		3	
Not willing	6		1	

Copy of the Rental  
Household Survey  
Summary

## REPORT ON SALAMANCA'S RESOURCES AND PROJECTIONS

Contents of committee report to  
Governor Robert Scott, Appalachian  
Regional Commission

### I. Salamanca's Background

Economic History  
Recent Improvement Efforts

### II. Goals and Objectives

Commercial and Industrial  
Development  
Tourism and Recreation  
Development  
Community Development and  
Human Services

### III. Summary Recommendations and Project Proposals

Commercial and Industrial  
Development  
Tourism and Recreation  
Development  
Community Development and  
Human Services  
Program Detail

#### Appendix I - Commercial and Industrial Proposals

**II-A**-Reopening of Fentier Village,  
Frontier Town Tourist Attraction

**II-B**-Crosby Recreation and Tourism  
Project

**II-C**-Tourist Trailer Park

**II-D**-Seneca Pageant

**II-E**-Tourism Promotional Facility and  
Program

**III**-Human Resources - Child  
Development



# Organization for Action- Not-for-Profit Corporations

## APPENDIX B

### **NOT-FOR-PROFIT INCORPORATION LAW—SAMPLES**

#### **Section 201. Purposes**

(a) A corporation, as defined in subparagraph (5), paragraph (a) of Section 102 (Definitions), may be formed under this chapter as provided in paragraph (b) unless it may be formed under any other corporate law of this state in which event it may not be formed under this chapter unless such other corporate law expressly so provides.

(b) A corporation, of a type and for a purpose or purposes as follows, may be formed under this chapter, provided consents required under any other statute of this state have been obtained:

• • •

Type B—A not-for-profit corporation of this type may be formed for any one or more of the following non-business purposes: charitable, educational, religious, scientific, literary, cultural or for the prevention of cruelty to children or animals.

• • •

#### **Section 202. General and special powers**

(a) Each corporation, subject to any limitations provided in this chapter or any other statute of this state or its certificate of incorporation, shall have power in furtherance of its corporate purposes:

(1) To have perpetual duration.

(2) To sue and be sued in all courts and to participate in actions and proceedings, whether judicial, administrative, arbitral or otherwise, in like cases as natural persons.

• • •

(4) To purchase, receive, take by grant, gift, devise, bequest or otherwise,

lease, or otherwise acquire, own, hold, improve, employ, use and otherwise deal in and with, real or personal property, or any interest therein, wherever situated.

(5) To sell, convey, lease, exchange, transfer or otherwise dispose of, or mortgage or pledge, or create a security interest in, all or any of its property, or any interest therein, wherever situated.

(6) To purchase, take, receive, subscribe for, or otherwise acquire, own, hold, vote, employ, sell, lend, lease, exchange, transfer, or otherwise dispose of, mortgage, pledge, use and otherwise deal in and with, bonds and other obligations, shares, or other securities or interests issued by others, whether engaged in similar or different business, governmental, or other activities.

• • •

(9) To make contracts, give guarantees and incur liabilities, borrow money at such rates of interest as the corporation may determine, issue its notes, bonds and other obligations, and secure any of its obligations by mortgage or pledge of all or any of its property or any interest therein, wherever situated.

(10) To lend money, invest and reinvest its funds, and take and hold real and personal property as security for the payment of funds so loaned or invested.

• • •

#### **Section 508. Income from corporate activities**

A corporation whose lawful activities involve among other things the charging of fees or prices for its services or products shall have the right to receive such income and, in so doing, may make an incidental profit. All such incidental profits shall be applied to the

maintenance, expansion or operation of the lawful activities of the corporation, and in no case shall be divided or distributed in any manner whatsoever among the members, directors, or officers of the corporation.

#### **Section 509. Purchase, sale, mortgage and lease of real property**

No purchase of real property shall be made by a corporation and no corporation shall sell, mortgage or lease its real property, unless authorized by the vote of two-thirds of the entire board, provided that if there are twenty-one or more directors, the vote of a majority of the entire board shall be sufficient.

#### **Section 517. Liabilities of members**

(a) The members of a corporation shall not be personally liable for the debts, liabilities or obligations of the corporation.

(b) A member shall be liable to the corporation only to the extent of any unpaid portion of the initiation fees, membership dues or assessments which the corporation may have lawfully imposed upon him, for any other indebtedness owed by him to the corporation.

#### **Section 602. By-laws**

(1) The initial by-laws of a corporation may be adopted by its incorporators at the organization meeting and, if not so adopted by the incorporators, by its board. Any reference in this chapter to a "by-law adopted by the members" includes a by-law adopted by the incorporators.

• • •

#### **Section 603. Meetings of members**

(a) Meetings of members may be held at such place, within or without this state, as may be fixed by or under the by-laws or, if not so fixed, at the office of the corporation in this state.

(b) A meeting of the members shall be held annually for the election of directors and the transaction of other business on a date fixed by or under the by-laws.

### **Section 605. Notice of meeting of members**

(a) Whenever under the provisions of this chapter members are required or permitted to take any action at a meeting, written notice shall state the place, date and hour of the meeting and, unless it is an annual meeting, indicate that it is being issued by or at the direction of the person or persons calling the meeting. Notice of a special meeting shall also state the purpose or purposes for which the meeting is called. A copy of the notice of any meeting shall be given, personally or by mail, to each member entitled to vote at such meeting.

### **Section 701. Board of directors**

(a) Except as otherwise provided in the certificate of incorporation, a corporation shall be managed by its board of directors. Each director shall be at least eighteen years of age.

(b) If the certificate of incorporation vests the management of the corporation, in whole or in part, in one or more persons other than the board, individually or collectively, such other person or persons shall be subject to the same obligations and the same liabilities for managerial acts or omissions as are imposed upon directors by this chapter.

*McKinley's Consolidated Laws of New York, annotated, Not-for-Profit Corporation Law, Book 37 (St. Paul, Minn.: West Publishing Co., 1970).*

## **BYLAWS OF THE F. D. MACDONALD MEDICAL BUILDING INC.**

### **Article I**

#### **MEMBERSHIP**

**Section 1.** There shall be three classes of members—Regular, Contributing and Honorary.

**Section 2. REGULAR MEMBERS,** shall consist of (a) the signers of the Articles of Association; (b) persons elected as members by the signers of the Articles of Association at their organization meeting, or elected at any annual meeting of the corporation or at any special meeting of the corporation called for that purpose, and (c) persons elected as members of the Board of Trustees at any annual meeting or at a special meeting of the Board called for that purpose. The term of Office of Regular Members shall be indeterminate and shall continue until terminated by death, resignation, or by two-thirds vote of the Board of Trustees at the annual meeting of the Board. At every meeting of the corporation each Regular Member shall be entitled to one vote, to be cast in person, as to all business transacted at such meetings.

#### **Section 3. CONTRIBUTING**

**MEMBERS:** Any person not already a Regular Member who makes a gift to the corporation for its purpose either in case, or in labor, or in property, shall thereby become a Contributing Member until the next annual meeting of the corporation.

**Section 4. HONORARY MEMBERS,** who shall have no vote in the corporation, may be elected from time to time by the trustees with terms continuing for life.

### **Article II**

#### **MEETINGS OF THE CORPORATION**

**Section 1. ANNUAL MEETING:** The annual meeting of the corporation shall be held at its principal office in the town, Woodhull, at 8:00 in the evening, Eastern Standard Time, on the first Thursday in May of each year hereafter, beginning in 1969, for the purpose of electing a Clerk and Trustee and transacting such other business as may be brought before the meeting.

**Section 2. SPECIAL MEETINGS:** Special meetings of the corporation shall be held at its principal office on such dates and hours as may be designated in the notice of the meeting. Special meetings may be called at any time by direction of the President and

shall be called upon written request of three members filed with the Clerk.

**Section 3. NOTICE OF CORPORATION MEETINGS:** The Clerk of the corporation shall give to all voting members of the corporation notice in writing of the annual meeting, which shall be mailed to their last known addresses, as furnished by them to the Clerk for such purpose, not less than ten nor more than twenty days before the meeting. The notice of a special meeting of the corporation shall be sent in like manner not less than five nor more than twenty days before the meeting. In the notice as to any special meeting, the Clerk shall specify the items of business to be considered. At an annual meeting any business may be transacted which is brought before the meeting, whether or not specified in the notice of laws of the State of New York or by these by-laws, in which case such special provision shall be complied with.

**Section 4. QUORUM:** A quorum at any meeting of the corporation shall be five members.

### **Article III**

#### **BOARD OF TRUSTEES**

**Section 1. NUMBER, ELECTION, AND TERM:** The direction and control of the business of the corporation shall be vested in a Board of Trustees consisting of not less than three nor more than fifteen persons, of whom at least two shall be residents of the State of New York and at least one-third and not more than one-half shall be women, and at least one shall be a registered physician not practicing in the F. D. MacDonald Medical Building Inc. They shall be elected annually by the voting members from among their number at the annual meeting of the corporation, provided, however, that the first Trustees to be elected at the organization meeting of the corporation need not be members until so elected. The term of office of any Trustee shall, unless otherwise voted, be for one year and until his successor is elected.

**Section 2. VACANCIES:** In case of any vacancy in the Board of Trustees by death, resignation, or other cause,

he remaining Trustees, though less than a quorum, by affirmative vote of a majority thereof, may elect a successor to hold office until his successor is elected at an annual or special meeting of the corporation.

### **Section 3. ANNUAL MEETINGS:**

The annual meeting of the Board of Trustees shall be held immediately upon the adjournment of the annual meeting of the corporation and at the same place. No special notice of this meeting need be given.

### **Section 4. OTHER MEETINGS:**

Regular meetings of the Board of Trustees shall be held at such times and places and upon such notice, if any, as the Board shall by resolution from time to time determine. Special meetings of the Board of Trustees may be held at any time by direction of the President and shall be called upon written request of any two Trustees filed with the Clerk. Notice shall be given of a special meeting by the President or Clerk by mailing or telegraphing to each trustee, at such address as he may have supplied the Clerk for such purpose, a notice stating the time and place of the meeting and the purpose of the meeting at least five days before the meeting. By agreement of the Trustees or waiver of notice by them a meeting of the Board may be held at any time and any business transacted.

**Section 5. QUORUM:** Three Trustees shall constitute a quorum at all regular or special meetings of the Board of Trustees for the transaction of any business except to adjourn. The affirmative vote of a majority of the Trustees present and voting at a meeting at which a quorum is present shall be necessary and sufficient for the adoption of any resolution and the transaction of any business.

## Article IV

### **EXECUTIVE COMMITTEE**

The Board of Trustees may, from time to time, appoint an Executive Committee of three or more of its members and delegate to the same such powers

and duties of the Board, not inconsistent with these by-laws, as may be determined.

## Article V

### **OFFICERS**

#### **Section 1. EXECUTIVE OFFICERS:**

The executive officers of this corporation shall be a President, one or more Vice Presidents, a Treasurer, and a Clerk. The President and Vice Presidents must be members of the Board of Trustees. The Clerk must be a resident of Steuben County, be elected by the members of the corporation, and maintain his office in the town where the principal office of the corporation is located. All officers, except the clerk, shall be elected by the Board of Trustees.

#### **Section 2. OTHER OFFICERS AND AGENTS:**

The Board of Trustees may also appoint or elect such other officers and agents as from time to time they shall deem necessary or desirable, who shall respectively have such authority and perform such duties as may from time to time be prescribed by vote of the corporation members or of the Board of Trustees.

#### **Section 3. DUTIES OF PRESIDENT AND VICE PRESIDENTS:**

The President shall preside over all meetings of the corporation and of the Board of Trustees. He shall perform all duties cast upon the president of a corporation by the laws of the State of New York, or of the United States of America and such other duties as may be imposed upon him by vote of the corporation or the Board of Trustees and shall have the powers and duties usually pertaining to the office of President of a corporation. In the absence or disability of the President, the Vice-President shall perform the duties of the President.

**Section 4. DUTIES OF CLERK:** The Clerk shall record the proceedings of all meetings of the corporation and of the Board of Trustees and of the Executive Committee, if one is created. He shall have custody of the corporation seal, general charge of the records of the corporation and shall keep them

within the state. He shall perform all duties provided by law to be performed by the Clerk of a corporation and such other duties as are imposed by these by-laws or may be imposed on him by the corporation or the Board of Trustees.

#### **Section 5. DUTIES OF TREASURER:**

The Treasurer shall have charge of all funds of the corporation, keep a full and complete record of all receipts and disbursements and shall disburse such funds only by authority of the Board of Trustees in such manner as they prescribe. He shall perform such other duties as are imposed by law upon the Treasurer of a corporation or as may be imposed upon him by the Board of Trustees. He shall be required to furnish a bond, if the Board of Trustees so votes, but in such event, if the Board requires a corporate surety, it may cause the premium to be paid by this corporation.

## Article VI

The Board of Trustees shall adopt rules and regulations governing the operation of the Medical Building which shall be subject to amendment from time to time.

## Article VII

### **CORPORATE SEAL**

The seal of this corporation shall have engraved on its margin the words "Fayette D. MacDonald Medical Building, Inc., Woodhull, New York," and in its center, the figures "1968"

## Article VIII

### **AMENDMENTS**

These by-laws may be amended at any meeting of the Board of Trustees provided notice of the proposed amendment has been included in the call for the meeting.



## APPENDIX C Expanding Involvement

### PUBLICITY

Thursday, June 12, 1980 Jamestown Post-Journal

# Sinclairville Housing Project to Open

SINCLAIRVILLE-The Sinclairville Housing Limited Partnership, owner of Sinclairville's elderly housing project, announced today that it expects to receive its first occupants in the next four to five weeks. The housing complex was recently named Charlotte Villa, a name that was selected from suggestions by area people.

Jeffrey L. Nelson of Jamestown, a general partner and developer of the project, said that construction is about 80 percent complete, and that since the last major construction is being started, the completion timetable is almost assured.

Nelson said that many people have expressed an interest in living in the 23-unit apartment complex. The units are all single bedroom, with kitchen, including range and refrigerator, ceramic tiled bath, living room, and closet storage space.

Two of the apartments are designed for handicapped use, and all units contain safety features such as grab bars and emergency signals in case of illness. Several levels of the building are serviced by elevator.

The apartments are located in the heart of Sinclairville at Park and Church Streets. The structure was erected in

1923 and has been used for the high school, an elementary school, and the school administration building.

Nelson said that the complex has been funded by the Farmer's Home Administration. Rental assistance is also being provided by that agency. The complex is available to people aged 62 and older and handicapped people. There is no maximum income limit. Rental assistance allows tenants to pay 25 percent of their adjusted income for rent and utilities.

People who have been on a waiting list for several years are being verified for eligibility. People who wish to apply and be placed on the waiting list are asked to contact Lois Boyland, 962-5674, or Claribel Lewis, 963-8232. These people, selected from the Sinclairville 76'ers Association for Better Living Inc., are rental agents for the project.

Nelson said that the Sinclairville 76'ers is a community group that was formed to promote the project. It will continue as an advisory board to the project's management and will establish for the tenants social programs and other activities.

The 76'ers are planning to hold grand opening festivities in July.

Malone Evening Telegram, Saturday, March 17, 1979

# Community Council to Meet

The Greater Malone Community Council will hold its meeting at 8 a.m. Wednesday, March 21 at North Country Community College, 101 E. Main St. The breakfast will be provided by Mary Minnich.

The agenda this month will include progress reports on Ballard Mill, the Arts Committee, the Continuing Education Committee and the Greater Malone Development Committee.

Of particular interest will be the report by the development committee. All will be able to participate in a forum discussion on the strategies being employed to help rebuild the area. Bill McClain of the Chamber of Commerce will represent the steering committee.

The new members of the Council's Board of Directors will be ratified and introduced.

All are reminded that annual membership dues of \$10 per organization and \$5 single memberships are payable in March.

Veronica Bissonette, council treasurer, will be accepting membership fees at this meeting.

The Council hopes to see a large turnout for the first spring meeting to be effective. The Community Council needs all the support and enthusiasm it can get.

## Joyce Daza Is on Panel at Buffalo Conference

Mayville - Joyce Daza, executive director of Chautauqua Housing Rehabilitation and Improvement Corp., will be part of a three-member panel to discuss rural congregate housing at a June 12 state conference at Buffalo State University.

The topic of the conference being sponsored by the state Department of State is "Urban-Rural Initiatives: Prospects for the '80s."

Ms. Daza will speak on the philosophical, ethical and practical aspects of congregate housing in rural areas.

The Sinclairville Housing Project will be discussed during a conference segment on "Alternatives for Rural Development," Ms. Daza explained that the State Department selected rural projects

in housing, industrial development and commercial revitalization that exemplify creative methods.

"The Sinclairville project was chosen because of a unique combination of grassroots community involvement, not-for-profit involvement, and private involvement that together successfully tapped public funding source," she said. "It was this partnership between public and private sectors that the State Department felt was unique."

In the Sinclairville project, begun in 1977, a former elementary school building is being converted into 23 apartments for senior citizens. Work is about 90 percent complete. Farmers Home Administration (FmHA) funding was secured for the \$780,000 project.

The two other panelists will be Gene Solan of the state Office for the Aging and William Fry of the state Office of Urban Revitalization.

Ms. Daza said she will emphasize that good housing is a fundamental human right, and is becoming a precious, almost unattainable commodity for many people.

"We have to begin to look at housing in a broader social context. We must move away from the narrow definition of safe, decent and standard housing and begin to think in terms of quality of life," she said.

More than 300 people, including government officials from all levels, are expected to attend the conference.

Article in the Buffalo Courier-Express, August 1976

## Auction Raises \$1,616 for Library

by Donna Snyder

Courier-Express Salamanca Bureau

**SALAMANCA** - The cry of the auctioneer and the bang of his gavel echoed Saturday on Main St. as the people of this city attended a community auction that raised \$1,616.25 for the Public Library's rebuilding fund.

The auctioneer, Phil DePonceau, donated his time, as did Salamanca Jaycees and Jaynees, and area residents donated the items to be auctioned.

Response for donations was slow at first, but by the 1 p.m. auction hour rows of items lined the Main St. area. The usual "grab boxes" were sold, along with used furniture, television sets and bicycles. **Mayor, President "Bought"**

The more unusual included a donation of one hour of their time by Salamanca Mayor Ronald Yehl and Robert C. Hoag, Seneca Nation of Indians president. Both were "bought" by local physician, Dr. Angel Gutierrez. The doctor at first said he would have Yehl mow his lawn but later decided only to have him pose with

the mower for a photo. He did not disclose plans for Hoag. Yehl's hour was bid at \$16, while Hoag went for \$10.

Also donating an hour of his time was Charles A. Trethewey, Democratic endorsed candidate for Cattaraugus County sheriff. The bidder paid \$10.00.

Other politicians also donated to the fund. Assemblyman Daniel B. Walsk, D-Franklinville, gave a copy of 1975 State Redbook, while his Republican opponent, Mrs. Jeanne Waldoek of Olean, gave a 100-year-old wine decanter. **Congressional Record**

A one-year subscription to the Congressional Record and a 1976 agricultural yearbook were donated by Rep. Stanley N. Lundine, D-Jamestown. State Sen. Jess J. Present, R-Jamestown, donated a one-year membership in the Cattaraugus-Allegany Auto Club.

Sports fans had a chance to bid on the No. 24 jersey and uniform worn by local football player Chuck Crist when he played for the New York Giants. He also gave the football he intercepted in the

recent Bills-Saints exhibition game at Rich stadium.

Bradford, Pa. art collector Tullah Hanley, often supporter of area cultural projects, donated three copies of her book "The Love of Art and the Art of Love," which sold for \$5 each. Two of her gowns brought \$9.

**Vicuna Bedspread**

Richard Steinbronner of Salamanca paid \$240 for a handmade brown and white vicuna fur bedspread, the highest priced item sold. The furry piece was donated by Dr. and Mrs. Gutierrez, and was valued at \$500.

Thomas Brady, Jaycees vice president, termed the project "a complete success." He said more than 150 persons bid under hazy skies and temperatures in the 80s. About 1,200 persons attended the five-hour auction.

The funds will be added to the growing coffers of the library rebuilding fund. The goal is \$40,000 to convert a former supermarket into a modern library.

## COORDINATION

List of Greater Malone Community Council Member Organizations as of September 1979

1. Adirondack Mountain Club
2. Alice Hyde Hospital Association
3. Alice Hyde Hospital Auxiliary
4. American Legion Auxiliary Unit 219
5. American Lung Association of Central New York
6. American National Red Cross
7. Amvets Post #8 G. I. Club
8. Amvets Women's Auxiliary
9. Brushton-Moira Teachers' Association
10. Business and Professional Women's Club
11. Centenary United Methodist Church
12. Citizens Advocates, Inc.
13. Cooperative Extension Association of Franklin County
14. First Congregational Church and Society
15. Franklin County Department of Social Services
16. Franklin County Economic Opportunity Council, Inc.
17. Franklin County Historical Museum Society
18. Franklin County Industrial Agency
19. Franklin County Manpower—Employment and Training Administration
20. Franklin County Office for the Aging
21. Malone Central School Teachers' Association
22. Malone Knights of Columbus 308
23. Malone Chamber of Commerce
24. Malone Evening Telegram, Inc.
25. Malone College Club
26. Malone Garden Club
27. Malone Adult Center
28. North Country Community College
29. North Country Recycling Project
30. North Country Girl Scout Council
31. Notre Dame Church
32. Planned Parenthood of Northern New York
33. Raymond Street Pre-School
34. Salvation Army Service Unit
35. St. John Basco Church
36. St. Mary Adult Education Center
37. Veteran of Foreign Wars Auxiliary 238
38. WICY North Country Broadcasting Co., Inc.
39. Mohawk Crafts
40. Three individual memberships



## APPENDIX D Timing

### FUNDING SCHEDULE FOR BALLARD MILL PROJECT IN MALONE

Date	Amount	Purpose	From Whom
5/75	3 grants of \$300 each	Technical assistance grants to hire consultant	NYS Council of the Arts
12/75	\$30,000 mortgage (terms: \$2,000 downpayment, \$28,000 to be paid over period of years; 8½% interest)	To buy property	Cantwell—Malone
12/75	(refused)	For "adaptive reuse" of mills, a park, & Downtown Action Program	Federal Community Development Administration
12/76	\$ 25,000	Mill restoration	Kresge Foundation
1976	\$ 11,000	Cash donations	Malone community sponsors, Friends of Ballard Mill
1/78	\$ 1,000	Donation for mill restoration	Bower's Foundation Mohawk Crafts Fund
6/78	\$ 3,000	Grant for restoration	Alcoa Aluminum
6/78	\$ 5,000	Grant for restoration	Tru Stitch (Wolverine Co.)
2/78-7/78	\$ 11,000	Term loan for restoration work, 8% interest	Farmer's National Bank of Malone
2/76-6/78	\$200,000	Donations of labor (estimates)	CETA, BOCES, community members
1979	\$ 40,000	Loan for repair & installation of hydroelectric power facility	NYS Energy, Research and Development Authority (ERDA)
1979	\$ 38,000	Grant for repair & installation of hydroelectric power facility (60% now received)	U.S. Dept. of Energy (DOE) (Northeast Regional Appropriate Technology Small Grant Program)
1979-80 (expected)	\$ 72,000	Refinancing loan	Farmers Home Administration

## APPENDIX E Outside Support

### LETTERS FOR SUPPORT

THE SINCLAIRVILLE 76'ers ASSOCIATION, INC.  
Sinclairville, New York 14782

September 6, 1978

Assemblyman Daniel B. Walsh  
Box 194  
Barry Street  
Olean, New York 14760

Dear Assemblyman:

I was happy I had an opportunity to talk with you this summer in the Village Park when you attended the band concert at Sinclairville.

I am unhappy to write now that the status of our senior citizen housing project is at the same point in progress that it was when I talked to you. As you know, application has been made by Jeffrey Nelson of Jamestown for funding through the Farmers Home Administration to renovate the former school building in Sinclairville to twenty-two apartment units for senior citizens.

We would appreciate any support you can give us as we already have more applicants for the apartment units than we will have in units when the project is completed. Several of those who have applied for an apartment are in dire need of adequate housing before winter.

Our Association meets the third Monday of every month and we extend a cordial invitation to you to meet with us anytime to discuss this project in more detail. We know how very busy you are and, for this reason, would be very understanding if you cannot meet with us. However, we would be especially grateful if you have any time when you can learn more about our Association and our proposed housing.

Sincerely yours,

(Mrs.) Lois G. Boyland, President  
Sinclairville 76ers' Association, Inc.

cc: Jeffrey Nelson

THE SINCLAIRVILLE 76'ers ASSOCIATION, INC.  
Sinclairville, New York 14782

September 6, 1978

Congressman Stanley N. Lundine  
Federal Building  
Jamestown, New York 14701

Dear Congressman:

This letter is a request for your support of a planned senior citizen housing project which will be located in the Village of Sinclairville.

The Sinclairville 76'ers Association is a community service organization and is only two years old. Our primary interest at this time is the critical need for senior citizen housing in this rural area. As a result of our efforts and interests, Jeffrey Nelson of Jamestown has made application to the Farmers Home Administration for funds to renovate a former school building into twenty-two apartment units for senior citizens.

The Sinclairville 76'ers Association was the successful bidder when the school district accepted bids for the purchase of the building and we are now waiting approval of the project so the building can be paid for and transferred. Mr. Nelson is hopeful the application for funding can be approved before the cold weather starts so work can be continued during the winter.

We would appreciate any support you can give to us as we already have more applicants for the apartment units than we will have when the project is completed. Several of those who have applied for an apartment are in dire need of adequate housing before winter.

Our Association meets the third Monday of every month and we extend a cordial invitation to you to meet with us anytime to discuss this project in more detail. We know how very busy you are and, for this reason, would be understanding if you cannot meet with us but we also would be especially grateful if you have the time to learn more about our Association and our plans.

Sincerely yours,

(Mrs.) Lois G. Boyland, President  
Sinclairville 76'ers Association, Inc.

c.c.: Jeffrey Nelson

THE SINCLAIRVILLE 76'ers ASSOCIATION, INC.  
Sinclairville, New York 14782

September 7, 1978

Senator Jess J. Present  
Hotel Jamestown Building  
Jamestown, New York 14701

Dear Senator:

I was happy I had an opportunity to talk with you this summer in the Village Park when you attended the band concert at Sinclairville.

I am unhappy to write now that the status of our senior citizen housing project is at the same point in progress that it was when I talked with you. As you know, application has been made by Jeffrey Nelson of Jamestown for funding through the Farmers Home Administration to renovate the former school building in Sinclairville to twenty-two apartment units for senior citizens.

We would appreciate any support you can give us as we already have more applicants for apartment units than we will have in units when the project is completed. Several of those who have applied for an apartment are in dire need of adequate housing before winter.

Our Association meets the third Monday of every month and we extend a cordial invitation to you to meet with us anytime to discuss this project in more detail. We know how very busy you are and, for this reason, would be very understanding if you cannot meet with us. However, we would be especially grateful if you have any time when you can learn more about our Association and our proposed housing.

Sincerely yours,

(Mrs.) Lois G. Boyland, President  
Sinclairville 76'ers Association, Inc.

cc: Jeffrey Nelson

## VISITS

Salamanca Republican Press, Friday, November 11, 1977

# City's economic blueprint presented to ARC head

by Rod Hensel

A 15-member ad hoc committee studying the economic development of Salamanca received words of encouragement Thursday from Robert Scott, federal co-chairman of the Appalachian Regional Commission (ARC), and got a promise from Rep. Stanley N. Lundine, D-Jamestown, that his office will help them in pursuing Federal funds for the projects they have identified.

Scott, whose southern humour and frank attitude charmed the committee, said the community spirit he had seen evidenced in his visit was "a big plus for you."

The city's economic development was the only topic of discussion when Scott met with the committee in the conference room of Salamanca District Hospital. Chamber of Commerce President John Newman presided over the meeting, and Scott heard reports from Theresa Leaskey on the Falling Leaves Festival, Ned Fenton Jr. on tourism and Fentier Village, Mayor Ronald J. Yehl on the city's library project, Floyd Bucktooth and John Vosburg on the need for industrial development, Harry Sullivan on the difficulty of private financing from outside banks, and Calvin Day on the development projects of the Seneca Nation.

"We've got the spirit. Now we have to set some goals and complete it," Newman summarized.

Because of ARC's process of local input from the bottom up, Scott was non-committal about ARC's role in any projects. He did encourage the committee to keep up its efforts and to work with Lundine and Southern Tier West Regional Planning and Development Board in putting together a package of programs for funding. He said he was impressed with the work of the committee and its 20 page "briefing paper" outlining possible projects for economic development. "This is the first time I've been involved in this kind of situation.

Lord knows I wish more communities would do what you're doing here," Scott said.

At another point he added: "Something like this must be a sustained effort. Just keep it up." Lundine said he felt "something really exciting is going on here" and pledged his support.

He told the committee: "You can develop the strategy that is best. We'll put you in touch with what information you need, and we'll try to work with you to develop a package."

He also vaguely hinted that Salamanca might now be in a good position to get federal funding for projects. "You have the opportunity here to stretch what we might get from ARC with other federal programs." He earlier identified Salamanca as "the area in the greatest need in the local development district."

The committee will meet next Thursday evening to decide its next step. Thomas Cowley, district representative for Lundine, said the next likely step would be to get the support of the Common Council on putting together and submitting a package of projects for funding.

County Legislator Anne Marie Costello hinted that the group was already eyeing a tourist information center along the expressway that would be put into operation next spring on a temporary basis without federal funds.

Members of the committee are Newman, Yehl, Vosburg, Sullivan, Bucktooth, Fenton, Mrs. Leaskey, Antonio Carbone, Cornelius Abrams Jr., Louise Koenig, B. J. Sommerville, Carl Zaprowski, Tony Vesneski and Charles Hensel. Mrs. Costello is chairman.

Scott earlier spoke to an overflow luncheon crowd of about 200 at the Dudley Motor Hotel, where he spent most of his time explaining how the ARC funding process works and taking in data and information on Salamanca and its needs.

He arrived shortly after noon and

made a quick tour of the Iroquois Seneca National Museum, which he termed "fascinating." From there it was a tour with Yehl, Newman, and Mrs. Costello of the Rochester Street industrial park area, where ARC has already given a \$395,000 grant for development.

Scott said the visit was an "opportunity to meet people" and to stress that ARC is a "learning and listening process."

"I'm here to see things that normally I would see only in terms of papers on my desk and talk with people and see the intensity of feelings about their concerns," Scott said at the luncheon.

He explained that ARC requires local municipalities to put up part of the money for projects it funds. "That way you're going to make doggone sure it goes for what you want it for," he added.

Saying that ARC was "loose, flexible, small and able to move," he stressed the importance of input from the area and from the 13 states of the ARC area in determining what projects are funded. As federal co-chairman Scott has the power to overrule decisions of the ARC staff and a vote equal to that of the 13 state governors. ARC, he said, was willing to help communities get things started so they could then pursue other areas of funding "and move on it."

He stressed the importance of community spirit. "If the spirit is there, you've got the basic foundation on which to move." He added that his impression of Salamanca was that "you have turned the corner."

Marden Cobb, chairman of the Southern Tier West board, served as host for the luncheon. Roy Campbell, director of STW, presented Scott with a handmade Seneca corn husk doll as a remembrance of his visit. Scott, who noted that ARC is just starting to fund arts and crafts projects, said the doll will be the "first item" placed in a new display area for arts and crafts at the ARC offices in Washington.

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