

6. WNHAC Implementation Agenda to 2018

6.1. *Sustainability for WNHAC*

The intent of the Management Plan is to fulfill WNHAC's mission goals, as defined in Chapter 4, and to achieve a sustainable future for WNHAC and WNHA. A sustainable future deals not only with the finances of WNHAC as an organization but also with sustainability of the resources that are the important features of the WNHA and for which WNHAC serves as an advocate and steward. Accordingly, sustainability refers to financial and non-financial measures.

6.1.1. Financial Sustainability

WNHAC can achieve financial sustainability by seeking out funds that are supplementary to the maximum \$10,000,000 Congressional funding authorization for the National Heritage Area and, more importantly, by creating opportunities for regular annual earned income that can offset, at least in part, its operating costs.

Many aspects of both avenues to financial sustainability over a fifteen-year period are uncertain inasmuch as they will be determined by factors that are difficult to predict over an extended span of time. These factors include the state of the national and local economy, timing and amounts of federal appropriations, currently unknown sources of funding that become available over the implementation period, and the effectiveness of the staff and leadership of WNHAC in creating mutually beneficial working relationships with public and private entities.

A key aspect of WNHAC's financial sustainability is the recognition, by current and future partners, that the organization's leadership and financial investments in catalyst projects deserve a return. In fact, the ability to achieve a reasonable return must be a condition for future WNHAC participation in preservation and revitalization projects.

WNHAC is fortunate to have established an important precedent with its role in supporting the **Wheeling Stamping** project; in exchange for its contribution to project preservation costs it has earned a future flow of project-based income once the project's debt has been retired. This arrangement recognized that WNHAC was an investor in the future of this property and that its investments, placed at risk and at the "front end" of the Wheeling Stamping project, deserved to earn a return that can be put towards the broader purposes of the organization. WNHAC can apply this model to other investments in the community and, using earned income along with other unique sources of funds, can evolve into a financially sustainable heritage entity that will have a long term future once the special heritage area funding that came with NHA designation is no longer available.

Three other important earned income opportunities within the WNHA are highlighted in this Plan. The first is the **Artisan Center**, a building that was rehabilitated with WNHAC funds and is now operated by WNHAC. The building has no debt service obligation, and the plan recommends a repositioning to change utilization of space within this building with the goal of increasing income to its operator, WNHAC. The second is **Heritage Port**, a public space that attracts hundreds of thousands of users and was constructed with federal funds that were made available through WNHAC. The plan recommends strategies to bring WNHAC revenue from events and activities at Heritage Port, as well as to capitalize on development opportunities at properties that benefit from proximity to Heritage Port. A third possibility might involve Water Street. Future development along **Water Street** and within the **Heritage Port Gateway** will take advantage of both the amenity of Heritage Port and is a natural opportunity for WNHAC to realize a return on its significant contribution to Heritage Port.

In addition to specific property-based opportunities, nearly every successful non-profit organization similar to WNHAC needs to compete aggressively for diverse sources of **public, private, and philanthropic funds**. Such funding requires a staff commitment to procure grant support as well as other fund-raising activities that require technically competent proposals and strong political and community support. During its formative years, WNHAC has competed for several types of funding successfully, but such efforts need to be more strongly supported if the organization is to evolve into a stable operating entity that can complete the elements of this Plan.

For WNHAC, promising funding sources include the Vandalia Heritage Foundation, which supports preservation efforts in West Virginia, and programs of the U.S. Department of Housing and Urban Development that might support local community revitalization efforts along the Wheeling waterfront. Other regional philanthropic entities, including Pittsburgh's Benedum Foundation, have provided funds to support heritage initiatives in Wheeling and may be long-term sources of support. Local and regional support may be found from other philanthropic families and/or business interests. Typically, such outreach needs the active engagement of WNHAC board members, supported by staff of the organization, who need to strongly advocate for WNHAC's plan, its mission, and its required supplementary funding.

6.1.2. Resource and organizational sustainability

The concept of sustainability for WNHAC and for the WNHA goes beyond the topic of finding enough financial resources to maintain the organization and its activities. Sustainability also implies building an ethic in the community that will contribute to protecting, conserving, and appropriately using the resources that were the basis for National Heritage Area designation. Aspects of sustainability that should be an integral part of WNHAC's activities include:

- Soliciting increased local involvement in WNHAC activities in order to build community support for WNHAC's mission and action agenda as well as an ongoing civic commitment to support the organization's activities. Expanded local involvement will lead to broad regional understanding and appreciation of WNHAC's mission that will be manifest by local actions to support long-term stewardship of the man-made and natural resources within the WNHA.
- Structuring WNHAC's organization, staff, and leadership to capitalize on opportunities that may arise, including retaining the capacity to respond to currently unknown opportunities in the future that may lead to new sources of support and funding.
- Developing and expanding partnerships with other entities that can lead to beneficial results for WNHAC's resources and its community. There are many types of partnerships that would create community benefits that would not necessarily result in direct earned income for WNHAC but would be broadly beneficial to the community and its resources. Some examples include: (a) tourism initiatives with the State of West Virginia and/or the CVB that could increase the number of visitors to Wheeling, to the benefit of local businesses; (b) educational initiatives with local, regional, or other institutions that could increase the understanding of the value of WNHA resources, and (c) preservation initiatives with property owners or civic groups that could encourage resource protection and enhancement.

6.2. *WNHAC Organization and Management*

The recommended Preferred Alternative, as described in Chapter 5 and amplified in the remainder of this Chapter, requires a leadership structure and staff with strong capability in order to implement the Plan and achieve sustainability when federal heritage funds are no longer available. WNHAC should review its governance and organization structure to insure that it is matched in size and skill to the work program ahead.

6.2.1. WNHAC Board

The current WNHAC Board is defined to be comprised of twelve (12) members, although only nine are currently appointed. The current Board members include six citizen members, from whom the officers are selected, and three representatives drawn from public sector organizations, including the Wheeling City Council, Ohio County Commission, and the Office of the Governor of the State of West Virginia. A representative from the Wheeling Department of Economic and Community Development attends Board meetings, in an ex officio capacity. A mix of individuals from private and public organizations is appropriate, but it is difficult for such a small group to insure representative engagement of the range of institutions and interests that should be involved with and supportive of the WNHAC mission. Moreover, without the full complement of authorized members, the Board may be constrained in its outreach to the community and its institutions.

Accordingly, WNHAC should give strong consideration to expanding the size of the Board from its current size of twelve members to a total of fifteen members and should place a high priority on filling these positions. The effect of this change would be to double the number of representatives of non-governmental interests in Wheeling and, thus, to increase the number of advocates for WNHAC within the community. The additional members could be drawn from interests not now strongly represented on the board including tourism/visitor services, civic leaders, regional economic development interests, educational institutions, and other non-profit entities.

The chief roles for the Board include overall strategic and policy leadership, setting priorities, establishing annual budgets and work programs, and raising the funds to enable WNHAC to accomplish its mission goals. The full Board should meet quarterly, appointing a smaller Executive Committee (a size of five members would be representative and manageable) that meets more frequently.

The Board may decide, from time to time, to authorize its members to establish ad hoc committees to undertake and coordinate discrete functions that are critical to the future of WNHAC and the overall Heritage Area plan. These could include certain fund-raising initiatives, coordination with major development projects, or to coordinate and/or provide guidance to programmatic initiatives. When such committees are established, it would be appropriate to engage members of the proposed Community Advisory Council described immediately below.

6.2.2. Community Advisory Council

During the 1992 Master Plan process, several advisory groups were active, as the concept of a Heritage Area was defined and new ideas for it were developed. Over the intervening years, a relatively small board has guided WNHAC, and the original advisory group structure has become dormant, despite recommendations of the 1992 Plan for its continuance and evolution. As part of this plan update, a Master Plan Advisory Committee was developed to serve as a sounding board to the Wheeling community. The appointment of such a group has been successful in engaging key sectors of the community in the Plan update, and it is recommended that this concept be formalized by creating a Community Advisory Council to advise the Board and to insure a formal mechanism creating a two-way flow of information between WNHAC and its community.

The Community Advisory Council should be similar in size to the existing Master Plan Advisory Committee, comprised of 20 – 30 members, and should act as an advisory body to the WNHAC Board of Directors on the projects, programs, and priorities of its annual work plans. The Community Advisory Council would be appointed by the Board's nominating committee and is envisioned as bringing the grass roots perspectives of the community to WNHAC decision-

making. The Community Advisory Council might meet twice a year – once to provide input to the annual work plan and a second time to monitor progress – but would be a resource group that the Board could draw upon to supplement its members’ time in addressing special issues and initiatives, as noted at the end of Section 6.2.1, immediately above.

6.2.3. WNHAC Staff

Since the completion of the 1992 Plan, WNHAC has operated with a very small staff – an Executive Director and an Administrative Assistant. This organization has accomplished much, although prior to the National Heritage Area designation in 2000 WNHAC enjoyed favorable access to a very substantial amount of federal funds and did not have the formidable goal of achieving sustainability within a discrete period of time. In order to accomplish the goal of sustainability it will be necessary to invest in human capital in order to achieve real earned income for WNHAC, meaning that the organization will need to add staff as the scope of its activities expands. Key staff positions that will be required over time will include the following:

Executive Director. WNHAC’s Executive Director, to this point, has been serving without any substantial staff assistance as a jack-of-all-trades, dealing with programs, finance, administrative, and coordination roles of the organization. Although this type of responsibility has minimized staff cost, it also runs the risk that the Executive Director will not devote sufficient time to key activities or may overlook essential short- or long-term functions. The Executive Director must possess a breadth of capabilities in the broad range of activities of WNHAC, skill in managing relationships with the board, with staff, and with collaborating partners. The Executive Director should be responsible for carrying out the policies and program direction provided by the Board, and is also responsible for advising the Board on issues and opportunities that influence the organization’s ability to meet its mission goals. The Executive Director should have the capacity to direct and monitor all WNHAC activities, to intervene where necessary, and to assist in developing sources of financial support for the organization from political, civic, and private interests. Perhaps most central to the future of WNHAC, the Executive Director should place a very high priority on developing sources of WNHAC earned income and revenue, as described in subsequent Sections of this Chapter. These activities involving financial support from sources beyond federal heritage appropriations and revenue generation from earned income are significant and important new responsibilities for WNHAC’s Executive Director.

Development/Public Support Director. This position would be responsible for soliciting new sources of financial support, from the community, from philanthropic interests, and from public sector grants programs. A major activity of the Development and Grants Director would be to launch a fund-raising campaign targeting private and foundation support to defray costs of elements of the plan. These activities would include outreach to such interests, packaging of assistance requests to tailor projects to likely sources of support, and regular follow-up to WNHAC’s core supporters. A second responsibility, parallel to the above, would be to assist the Executive Director in identifying and securing public sector grants from state and federal sources. It would be assumed that the cost of this position would be more than offset by considerable revenue derived from these activities and, thus, the position should be filled in the short-range future.

Program Coordinator. This position would be responsible for administration and substantive leadership for WNHAC grant assistance programs in education, interpretation, preservation, and revitalization. In the immediate past, the Executive Director has been responsible for defining and administering matching grants, although these activities have been ad hoc and have not always been met by a widespread community interest and understanding of WNHAC objectives and expectations. Once WNHAC has progressed its earned income strategy, this position will

become important to fill, as it will be an important means to build community support and understanding for the broad mission of WNHAC.

Heritage Port Coordinator. Heritage Port is the major investment made by WNHAC and is a key amenity for the Wheeling downtown and a potential source of direct long-term revenue for WNHAC and of indirect benefit to the community and City of Wheeling. WNHAC, as part of its Heritage Port involvement, should commit to a Heritage Port coordinator who would be responsible, in coordination with City of Wheeling staff, for Heritage Port promotion, scheduling, sponsorship, and concession arrangements to increase the quality and quantity of Heritage Port events and their potential for WNHAC earned income. This position would be of importance in the short-term, as Heritage Port already attracts significant visitation and is the signature venue that represents the WNHA presence in the community. This position should be responsible for investigation and coordination of implementation of the sound and light installation. Although the sound and light initiative is not suggested in the short-term, when it is implemented the need for staff support for this operation may warrant expansion of staff to coordinate Heritage Port operations and events.

Administrative Assistant. Given the modest scale of WNHAC, even when additional staff are added, one administrative position should be adequate to provide office administration, technical support, clerical, and support services. As the level of WNHAC activities grow, assessment of the need for additional support services – either in-house or by contract – should be periodically assessed.

The implications of these staff positions on WNHAC operational costs are addressed in the following section.

6.3. Costs of the Plan

This section includes an estimate of several categories of cost for each aspect of the Preferred Alternative, as described in Chapter 5. The cost estimates are presented in Tables 7, 8, and 9 and were developed based on the following assumptions:

- All estimates are based upon current 2004 cost levels; no adjustments for inflation have been made for expenditures in future years.
- Capital costs have been estimated at a general order of magnitude, using square foot based cost allowances commensurate with the level of detail of this Plan. These costs have not been based on specific designs, detailed investigations of site conditions, or other project-based assessments that would be premature at this time. Contingencies and allowances for design services have been included as appropriate to each item.
- All costs in Tables 7, 8, and 9 have been estimated in aggregate totals, without allocation of sources of funding from WNHAC or by others. No attempt at this time has been made to apportion the maximum total of \$10 million of National Heritage Area federal funds or the required match from local sources to individual projects or line items. Many items may be largely supported through other sources, such as transportation items that could be supported by state-administered Transportation Enhancement funds. For many of the estimate items, other sources will need to be solicited by WNHAC and others to make up differences. Suggestions for potential sources for these funds are offered in Section 6.8 of this Chapter.
- For many items, particularly recommended program support elements, costs have been defined as overall allowances over the life of the federal NHA support. The specific purposes and priorities for such items will evolve over the implementation period of the Plan.

- Typical operational costs for WNHAC have been estimated on an annual basis for a stabilized year, although such costs will vary as program activities wax and wane.

6.3.1. Capital Costs

Capital Costs are shown in Table 7 and are typically associated with direct and site-specific WNHAC actions in the Primary Heritage Visitor Areas. The items that have been estimated correlate to the scope of work that is described in Chapter 5. The intent of the estimates is to establish planning level budgets for WNHAC activities that represent reasonable levels to accomplish the Preferred Alternative. It is highly likely that specific line items or sub-categories may change as more becomes known about the needs of future implementation.

Each cost item has been estimated using general orders of magnitude appropriate for this Management Plan update, not on site- or venue-specific plans or designs. Table 7 indicates, for each line item of cost, the number, unit cost, and total base cost, including a factor for design and contingency for items that will require detailed design services. Explanatory notes are provided in this Table to explain the key assumptions regarding each line item.

6.3.2. Program Support Costs and WNHAC Operating Costs

Table 8 indicates allowances for Program Support Costs for grants and assistance programs in the Core Heritage Resource Areas and the entire Heritage Area whose specific scope and location will be determined over time. Consistent with the priorities and roles defined for WNHAC in each of these Management Areas, as described in Chapter 5, these items represent overall allowances associated with broad programs of financial and technical assistance to support WNHAC's educational, interpretive, and preservation mission for these areas and the resources within them.

Table 9 shows estimates for WNHAC staff and direct expenses to support the activities and operations of WNHAC at a level that is appropriate to implement this Plan. These costs, principally dealing with personnel and other administrative support expenses, have been based on average annual costs in a "stabilized" year, although the actual amounts in any given year may vary in response to WNHAC's workload and responsibilities. Subsequent sections of this Chapter dealing with Phasing and WNHAC cash flow present more detailed allocations of these items on a year-by-year basis. Section 6.2 of this Chapter dealing with WNHAC organization includes a further explanation of the purpose and intent of the staff that is recommended.

WHEELING NATIONAL HERITAGE AREA MANAGEMENT PLAN
Table 7 Capital Cost Estimate, Primary Heritage Visitor Areas

	Number	Units	Subtotal by Line Item	Subtotal by Category	Subtotal by Element	Explanatory Notes
PRIMARY HERITAGE VISITOR AREAS						
A. ENVIRONMENTAL COMMUNICATION & IDENTITY						
1				\$	1,130,125	
Overall identity standards						
(a)	1	allowance	\$56,000	\$76,000		
(b)	1	allowance	\$20,000			
Identity markers and signs						
(a)	2	1 @ each of 2 borders	\$39,000	\$384,000		Where I-70 crosses the WNHA boundary
(b)	20	10 venues, 2 @	\$260,000			At key districts; eventually to replace existing sign system
(c)	10	10 venues, 1 @	\$65,000	\$141,375		At major visitor venues
Wayfinding signs						
(a)	4	2 @ main x 2 directions	\$78,000			Interstate alert and directional to primary visitor center
(b)	20	repetitive signs	\$39,000			Guide signs to visitor center; not including National Road
(c)	25	3 tours, signs only	\$24,375	\$273,750		Coordinated with walking tour brochures (see item B. 1.c)
Interpretive wayside exhibits						
(a)	35	include layout, design	\$183,750			Typical NPS waysides, customized for WNHA
(b)	6	include layout, design	\$90,000	\$87,500		Special waysides with additional identify items
Area-wide map						
(a)	1	250,000	\$87,500			To match typical NPS "look and feel" to achieve recognition
(b)	1	25	\$187,500	\$187,500		
B. HERITAGE PORT & THE RIVER SETTING						
1 Interpretive improvements						
(a)	1	allowance, des/artists	\$3,150,000			Includes significant art items
(b)	15	include layout, design	\$78,750			Typical NPS waysides, customized for WNHA
(c)	3	family of brochures	\$39,375	\$195,000		Small fold-out brochure, number, color, logo keyed to site signs
2 Visitor Services						
(a)	1	allowance	\$195,000			Assume at Civic Center; possible integration with new dev'p
3 Expansion of performance and activity capability						
(a)	1	allowance	\$325,000	\$1,575,000		Framework structure to hold lights, sound, other items
(b)	1	allowance	\$250,000			Temporary barrier to prime seating to enable ticket sales
(c)	1	allowance	\$1,000,000			Installation featuring bridge, landscape model, port edges
4 New river-related attractions						
4.1 Water Shuttle						
(a)	2	allowance/site	\$260,000	\$310,000		Docks on both sides of river
(b)	1	allowance	\$50,000			Assume provided to support Wheeling Downs
4.2 Expanded waterfront usage						
(a)	1	allowance	\$50,000	\$250,000		Possible feasibility study; define standards and market
(b)	1	feasibility, mkt, servicing	\$200,000			Feasibility, permit support, required services
5 Supportive development & preservation						
5.1 14th Street Heritage Port Gateway						
(a)	TBD	allowance	\$600,000	\$2,604,500		14th Street, part of Water Street, plaza to rear of Visitor Center
(b)	TBD	allowance				WNHAC share of residential development cost, upper floors for % of the return
(i)	TBD	allowance	\$297,000			
(ii)	4,000	SF	\$520,000			For first floor space, three connected buildings
	2,500	SF	\$562,500			Move and re-install current exhibits, redone and integrated into overall
(c)	1	allowance	\$625,000	\$550,000		Make ready to rent for income
5.2 Related development & preservation initiatives						
(a)	TBD	allowance	\$500,000			For key elements, unusual opportunities
(b)	1	allowance	\$50,000			Technical assistance on feasibility and reuse
TOTAL CAPITAL COST						
			\$9,882,750	\$9,882,750	\$9,882,750	

WHEELING NATIONAL HERITAGE AREA MANAGEMENT PLAN
Table 8: Cost Estimate, Other Management Areas

	Number	Units	Subtotal by Line Item	Subtotal by Category	Subtotal by Element	Explanatory Notes
CORE HERITAGE RESOURCE AREAS						
1				\$	1,340,000	
	(a)	allowance	\$500,000	\$750,000		Emphasis on demonstration efforts; exemplar projects
	(b)	allowance	\$250,000			Target assistance for ad hoc opportunities
2				\$590,000		
	(a)	allowance	\$340,000			Assist in developing models and standards
	(b)	allowance	\$250,000			Special programs, events, etc.
ENTIRE HERITAGE AREA						
1				\$	1,000,000	
	(a)	allowance	\$400,000	\$650,000		Competitive grant program; eligible across WNHA
	(b)	allowance	\$250,000			WNHAC and partner pro-active initiatives
2				\$350,000		
	(a)	by staff, limited expense				Brochures, coordination, special program initiatives
	(b)	allowance	\$250,000			Coordination with major partners and tour groups
	(c)	allowance	\$100,000			WNHAC website; linked to other resources
	(d)	by staff, recoup thru sales				Costs assumed to be recouped through sales
TOTAL COST			\$2,340,000	\$2,340,000	\$2,340,000	

WHEELING NATIONAL HERITAGE AREA MANAGEMENT PLAN
Table 9: Cost Estimate, WNHAC Operations

	Number	Units	Subtotal by Line Item	Subtotal by Category	Subtotal by Element	Explanatory Notes
TYPICAL WNHAC OPERATING COSTS						
1				\$	590,750	
	(a)	average FTE /yr	\$130,000	\$392,500		WNHAC direction and administration
	(b)	average FTE /yr	\$84,500			Sustained fund-raising and grants procurement
	(c)	average FTE /yr	\$26,000			Assistance programs and related coordination
	(d)	average FTE /yr	\$52,000			Program development, logistics, coordination
	(e)	staff & materials/yr	\$100,000			Local and supplier operations and maintenance support
2				\$198,250		
	(a)	space, services, other	\$146,250			Assumed to be 50% of staff cost, who sound & light
	(b)	allowance/year	\$52,000			Continuation of coordination with City services, assume equals staff costs
AVERAGE TOTAL COST, stabilized year			\$590,750	\$590,750	\$590,750	

6.4. Community Economic Benefits of the Plan

Community economic benefits refer to the contributions of WNHAC and WNHAC-related activities to the City of Wheeling, Ohio County, and State of West Virginia. An important source of economic benefit is development and programming recommended for the enhancement and expansion of Heritage Port and surrounding waterfront area.

Heritage Port

Continued development of Heritage Port and redevelopment of Water Street and the 14th Street Heritage Port Gateway as recommended in the plan will also generate significant economic benefits. This waterfront-focused activity complements other development activities at Wheeling Island Racetrack and Gaming Center and elsewhere.

Economics Research Associates (ERA) has estimated that development of Heritage Port will attract an estimated 400,000 annual visitors to special events when a stabilized level of operations is achieved. In addition, development of interpretive features of Heritage Port combined with the enhancements of other heritage attractions the downtown, is expected to increase the number of heritage visitors to some 320,000 annually.

On an annual basis, Heritage Port event visitors will generate some \$6.0 million in visitor expenditures, and some \$6.4 million in expenditures by heritage visitors. The combined impact of Heritage Port event visitation and increased heritage visitation will generate some \$124,000 in City and county taxes and \$1.0 million in additional State taxes. The economic activities associated with Heritage Port and increased heritage visitation will support some 176 jobs. Refer to Table 10.

Table 10: Annual Community Impacts, Heritage Port and Waterfront

**Table 10: Annual Community Impacts, Heritage Port
Wheeling National Heritage Area Management Plan Update**

	Heritage Port Events	Heritage Visitors
NUMBERS	400,000	320,000
EXPENDITURES		
Avg. per capita	\$ 15	\$ 20
Total, gross	\$ 6,000,000	\$ 6,400,000
TAXES		
City and County	\$ 60,000	\$ 64,000
State	\$ 480,000	\$ 512,000
JOBS	85	91

Source: Economics Research Associates

Notes:

1. *Expenditures; based on industry standards for visitor type*
2. *Taxes; based on tax-to-expenditure ratio developed in support of outlet center project*

6.5. WNHAC Revenue Opportunities

This section of the report addresses the revenue generation potential of the WNHAC priority investments recommended in the plan, as well as revenue potential from investments in the Artisan Center and in the Wheeling Stamping Building. For ease of presentation, all tables shown in this section show annual estimates for the initial five years and estimates for the next two five year intervals (2013 and 2018). These tables are based upon detailed annual estimates that have been summarized in cumulative form in Appendix C of this document.

The Artisan Center

It has been noted previously that the Artisan Center project has produced mixed results compared to original expectations. Physically, the building has been designed at a high level of quality; however, the configuration and current tenancing have not resulted in a positive income stream for WNHAC.

In this plan, it is strongly recommended that the configuration and tenancing of the Artisan Center be changed to achieve a more positive result. ERA's economic analysis demonstrates that a different space allocation for the building has the potential to achieve much higher levels of income generation.

For the purposes of this analysis, the reuse program for the Artisan Center assumes roughly 19,500 square feet of the building used for retail and office space. In this configuration, the Artisan Center could be expected to produce some \$162,300 in operating income for WNHAC in 2007, its first year operation in its new configuration. Annual operating income would stabilize at a level of \$171,900 in 2008, and remain at that level on an ongoing basis. Refer to Table 11.

Table 11: Annual Operating Income Statement, Artisan Center

	2004	2005	2006	2007	2008	2013	2018
SQUARE FOOTAGE BY USE TYPE							
Restaurant	0	0	0	7,500	7,500	7,500	7,500
Office	0	0	0	12,000	12,000	12,000	12,000
Total Space Used (Note 1)	0	0	0	19,500	19,500	19,500	19,500
NET LEASE RATES PER SQUARE FOOT BY USE TYPE							
Restaurant/Entertainment	\$12.00	\$12.00	\$12.00	\$12.00	\$12.00	\$12.00	\$12.00
Office	\$8.00	\$8.00	\$8.00	\$8.00	\$8.00	\$8.00	\$8.00
NET OPERATING INCOME							
From Leasing of Space--Assumes ramp up to 10% Vacancy							
Restaurant/Entertainment	\$ -	\$ -	\$ -	\$85,500	\$85,500	\$85,500	\$85,500
Office	\$ -	\$ -	\$ -	\$76,800	\$86,400	\$86,400	\$86,400
Subtotal	\$ -	\$ -	\$ -	\$162,300	\$171,900	\$171,900	\$171,900
TOTAL WNHAC INCOME	\$ -	\$ -	\$ -	\$162,300	\$171,900	\$171,900	\$171,900

Note 1: Cost of Building Retrofit assumed = \$625,000

Source: Economics Research Associates

Note to Table 11: Revenues and expenses from the existing Artisan Center operations are not presented in this table. On an operating basis, the facility loses money and requires financial support from WNHAC.

Heritage Port

Heritage Port has been one of WNHAC's most visible success stories. It serves as an activity venue for a variety of events and reportedly draws some 200,000 to 250,000 attendees annually to its programmed activities. Additionally, Heritage Port generates a substantial level of recreational use by people who come to enjoy the beauty of the park and its riverside location.

The Plan recommends a continuing emphasis on the development and programming of Heritage Port. This includes potential changes to interpretive aspects of Heritage Port, improvements to the facilities that support the events, and continuing improvements to the area around Heritage Port to strengthen its destination draw.

The analysis of revenue potential based on proposed improvements incorporates management and revenue strategies that are found in other waterfront event venues around the country as well as practices from other mass attendance activities. ERA's survey of other festival venues showed that for the most part, these areas/facilities did not operate with an emphasis on revenue production. For the majority, the overall objective was to bring people to a "downtown" setting, with the benefits realized indirectly through visitor expenditures at local businesses. For those event venues that did work to capture revenue, the principal revenue mechanisms included docking fees for transient boats, rental fees from miscellaneous concessions, and in some cases, income from marina facilities. Examples of cities with actively programmed waterfront parks include: Racine, Wisconsin; Augusta and Columbus, Georgia; and Baltimore, Maryland.

In this analysis shown in Table 12, ERA has identified four potential sources of revenue for WNHAC that might be captured through Heritage Port operations. These are event user fees, concessions, docking fees and miscellaneous rentals, and sponsorship income, as further described below:

- **Event user fees** could be charged to enable WNHAC to share in income generation from commercial events without acting as a barrier to smaller community events.
- **Concession income** could be set as a percentage of sales or on a flat fee basis. Concession income would be based on a percentage of event sales for food, beverage and other items.

- **Docking fees and miscellaneous rental** refer to fees charged to transient boats and larger riverboats, as well as concession rentals not tied to events.
- **Sponsorship income** would be developed based on annual or seasonal support for key aspects of Heritage Port operations, rather than on the basis of individual events. For example, a local company could sponsor the stage, or a certain brand of soft drink could be the official beverage of Heritage Port. Again, the emphasis is not in competing with individual events, but rather to realize the value inherent in bringing a large number of people to one place. Sponsorship revenue is an important source of income for many commercial attractions and public assembly venues. Many public waterfront event areas also raise money through sponsorships. Examples can be found in Augusta, Georgia, and Harrisburg, Pennsylvania.

Based on various assumptions regarding levels of activity and use, it is estimated that the revenue potential for WNHAC at Heritage Port would grow from \$87,500 in 2005, the first year of enhanced Heritage Port operations to a stabilized level of \$167,500 by 2008. Slight growth in the number of events and WNHAC income would continue beyond this point. Of these various sources of revenue, sponsorship should generate approximately 50 percent of the total, which recognizes the value of exposure to the large number of visitors who will come to Heritage Port on an annual basis. The second largest item is concessions income. It contributes another one-third of the income potential, again reflecting the large number of visitors to Heritage Port events.

Table 12: Annual Operating Income Statement, Heritage Port

	2004	2005	2006	2007	2008	2013	2018
EVENT FEES							
Number of Events per Year	0	10	12	15	15	20	20
Net Fees per Event	\$ -	\$0	\$500	\$500	\$1,000	\$1,500	\$1,500
Total Event Fees	\$ -	\$0	\$6,000	\$7,500	\$15,000	\$30,000	\$30,000
CONCESSIONS							
Total Annual Attendance	0	250,000	300,000	350,000	350,000	400,000	400,000
Sales per Attendee	\$ -	\$3.00	\$3.00	\$3.00	\$3.00	\$3.00	\$3.00
Total Annual Sales	\$ -	\$750,000	\$900,000	\$1,050,000	\$1,050,000	\$1,200,000	\$1,200,000
Concession Fees @ 5%	\$ -	\$37,500	\$45,000	\$52,500	\$52,500	\$60,000	\$60,000
Docking Fees and Rentals	\$ -	\$0	\$0	\$0	\$0	\$0	\$0
SPONSORSHIP INCOME	\$ -	\$50,000	\$75,000	\$100,000	\$100,000	\$100,000	\$100,000
TOTAL WNHAC INCOME	\$ -	\$87,500	\$126,000	\$160,000	\$167,500	\$190,000	\$190,000

Source: Economics Research Associates

Water Street Revitalization/14th Street Heritage Port Gateway

WNHAC's attention to and participation in the redevelopment of Water Street, adjacent to Heritage Port, is a third and also significant source of potential income for the corporation. The implementation model for Water Street would be similar in that employed in the redevelopment of the Wheeling Stamping Building, where WNHAC partnered with others to fund redevelopment, and will share in income generated by the project. In the case of the Water Street properties, WNHAC is providing the source of funds for substantial improvement of Water Street and has improved the adjacent Heritage Port setting that adds significant value to these properties. For this analysis, shown in Table 13, it is assumed that the build-out potential of the Water Street area is limited to some 12,000 square feet. The economic model assumes that this space would be developed for residential use to take advantage of the new sense of place created by Heritage Port, as well as latent market demand.

Based on assumptions regarding income potential from each use and development timing, the Water Street redevelopment would generate a net operating income of \$68,400 in 2007, and remaining at that level until additional space was developed. Assuming WNHAC is a 33 percent partner, WNHAC's share of operating profits would be \$22,600 starting in 2007.

Table 13: Annual Operating Income Statement, Water Street Buildings

	2004	2005	2006	2007	2008	2013	2018
SQUARE FOOTAGE TO BE REDEVELOPED							
Acquisitions by Year							
Retail/Entertainment	0	0	0	0	0	0	0
Residential	0	0	12,000			0	
Office	0	0	0	0	0	0	0
Total	0	0	12,000	0	0	0	0
Space in Operation by Year							
Retail/Entertainment	0	0	0	0	0	0	0
Residential	0	0		12,000	12,000	12,000	12,000
Office	0	0	0	0	0	0	0
Total	0	0	0	12,000	12,000	12,000	12,000
NET LEASE RATES PER SQUARE FOOT BY USE TYPE							
Residential	\$6.00	\$6.00	\$6.00	\$6.00	\$6.00	\$6.00	\$6.00
NET OPERATING INCOME--Assumes 5% Vacancy							
Residential	\$ -	\$ -	\$ -	\$68,400	\$68,400	\$68,400	\$68,400
Subtotal	\$ -	\$ -	\$ -	\$68,400	\$68,400	\$68,400	\$68,400
TOTAL NET INCOME	\$ -	\$ -	\$ -	\$68,400	\$68,400	\$68,400	\$68,400
WNHAC SHARE							
Percent	33%	33%	33%	33%	33%	33%	33%
Amount	\$ -	\$ -	\$ -	\$22,572	\$22,572	\$22,572	\$22,572
REDEVELOPMENT COSTS							
Costs per Sq. Ft.							
Residential	\$ -	\$ -	\$75.00	\$75.00	\$75.00	\$75.00	\$ -
Total Costs							
Residential	\$ -	\$ -	\$900,000	\$ -	\$ -	\$0	\$ -
Total Acq./Dev. Costs	\$ -	\$ -	\$900,000	\$ -	\$ -	\$0	\$ -
WNHAC SHARE							
Percent	33%	33%	33%	33%	33%	33%	33%
Amount	\$ -	\$ -	\$297,000	\$ -	\$ -	\$0	\$ -

Source: Economics Research Associates

Wheeling Stamping Building

The Wheeling Stamping project has been a critical success for WHNAC and serves as a model for a partnership strategy for public-private rehabilitation and preservation. The Wheeling Stamping Building is successfully operating and, upon repayment of outstanding loans, promises to return income to its various development partners. Based on a 22 percent investment, WHNAC stands to receive some \$129,000 for a partial year in 2013, and \$194,000 in annual income in 2014 and years thereafter as shown in Table 14.

Table 14: Annual Operating Income Statement, Wheeling Stamping Building

	2004	2005	2006	2007	2008	2013	2018
Rental Income from Orrick to Partners	\$ -	\$ -	\$ -	\$ -	\$ -	\$587,000	\$880,000
Distribution of Income							
City of Wheeling @ 20%	\$ -	\$ -	\$ -	\$ -	\$ -	\$117,400	\$176,000
OVIBDC @ 58%	\$ -	\$ -	\$ -	\$ -	\$ -	\$340,460	\$510,400
WNHAC @ 22%	\$ -	\$ -	\$ -	\$ -	\$ -	\$129,140	\$193,600
TOTAL WNHAC INCOME	\$ -	\$ -	\$ -	\$ -	\$ -	\$129,140	\$193,600

Source: Economics Research Associates

Revenue Summary

The combination of income from all sources described above -- the Artisan Center, Heritage Port, Water Street Development/14th Street Heritage Port Gateway, and future income from Wheeling Stamping -- has the potential to contribute significantly to WNHAC's ongoing operations, as shown in Table 15. In 2005, income is estimated to be \$87,500. Annual income grows modestly in 2006 and then jumps to \$344,900 as income from the Artisan Center and Water Street/14th Street Heritage Port Gateway come online. Again, modest growth follows until 2013 when income from the Wheeling Stamping Building kicks in to generate approximately \$513,600. By 2018, annual income to WNHAC is estimated to be nearly \$600,000. Obviously, the timing of individual initiatives in the mix can alter the schedule of receipts in a positive or negative manner, modifying the total, but the overall conclusion remains the same. Through these four areas, WNHAC has substantial potential for income generation.

Table 15: Annual WNHAC Income from all Operations

Net Annual Revenue From:	2,004	2005	2006	2007	2008	2013	2018
Gee Building	\$ -	\$ -	\$ -	\$162,300	\$171,900	\$171,900	\$171,900
Wheeling Stamping Bldg.	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 129,140	\$ 193,600
Heritage Port Operations		\$87,500	\$126,000	\$160,000	\$167,500	\$190,000	\$190,000
Water Street Properties	\$ -	\$ -	\$ -	\$22,572	\$22,572	\$22,572	\$22,572
TOTAL WNHAC INCOME	\$ -	\$87,500	\$126,000	\$344,872	\$361,972	\$513,612	\$578,072

Source: Economics Research Associates

6.6. WNHAC Required Revenue to Meet Costs

In order for WNHAC to be financially sustainable, costs must be offset by revenue. For the purposes of this Plan, costs have been treated as total amounts that must be defrayed by aggregate revenues, even though it would be likely that various WNHAC partners would be responsible for significant contributions. The total WNHAC income from operations has been summarized for key years in Table 15 and is defined on an annual basis in Appendix C. The key elements of this delicate balance are shown in Table 16 and include:

1. **Costs.** All costs have been estimated in Section 6.2, above. These costs have been allocated across a fifteen-year period; detailed year-by-year allocations are provided in the tables in Appendix C. The general strategic approach to phasing of costs is reviewed in Section 6.7.
2. **Earned Income.** The sources of earned income revenue for WNHAC have been described in Section 6.5. Although substantial in later years, earned income in the early years would not be adequate to defray all costs and would need to be supplemented by other sources of funds.
3. **Heritage Funds and required 25% match.** A major source of revenue will include federal Heritage Area funds, capped at a total of \$10,000,000 as of the enactment of the Wheeling National Heritage Area Act of 2000. These funds would be supplemented by the required local match of 25% of federal Heritage Area funds, as defined by the Act. The projections assume that WNHAC can realize close to the maximum allowable \$1,000,000 per year allocation in order to expedite implementation of this plan and, consequently, that WNHAC would draw down its total of \$10,000,000 prior to the defined “sunset” date in the Act.
4. **Miscellaneous grants and philanthropic contributions.** WNHAC should have a fund-raising capacity and, as recommended above, a development position for the organization should be created. Typically, such a position should be able to raise some multiple of his or her costs, to gradually increase with organizational and personal effectiveness over time.

Even with the combination of these sources of revenue, the year-by-year analysis shows some funding shortfalls, particularly in early years when the levels of earned income are lower because projects have not been completed. Accordingly, a revenue item for “new project-specific grants” has been added in years where a gap would otherwise occur. This line item represents a target in order to maintain the pace of implementation and will require significant energy and commitment on the part of WNHAC to realize. The total of such “new” grants is \$2,500,000, a relatively modest amount in comparison to the total aggregate combined implementation and operating costs over a fifteen-year period of \$20,171,250.

The cost allocations should be seen as a first estimate that must be regularly updated to accommodate changing circumstances. WNHAC may have to adjust, from time to time, specific timing of capital projects, particularly those that do not result in a revenue return or require substantial regular operating expenditures, as well as the pace, amount, and timing of its grant programs.

Review of Table 16 as well as the detailed year-by-year estimates in Appendix C reveals that at the end of the fifteen year period that WNHAC projected revenue is nearly \$832,000 per year, whereas the total operating costs of the WNHAC organization are projected to be \$590,750, representing a sustainable surplus that could be reinvested in Heritage Area resources and programs.

Table 16: Comparison of WNHAC Costs and Revenues

	1 2004	2 2005	3 2006	4 2007	5 2008	1 - 5 2004 to 2008	6 - 10 2009 to 2013	11 - 15 2014 to 2018
WNHAC SUMMARY COSTS, ANNUAL AND TOTAL								
Subtotal - Capital Costs in Primary Heritage Visitor Areas	\$76,000	\$1,559,354	\$1,965,104	\$2,059,854	\$2,735,688	\$8,396,000	\$1,486,750	\$0
Subtotal - Grants in Core Heritage Resource Areas	\$0	\$134,000	\$134,000	\$134,000	\$134,000	\$536,000	\$670,000	\$134,000
Subtotal - Grants for Entire Heritage Resource Area	\$0	\$95,000	\$72,000	\$122,000	\$122,000	\$411,000	\$510,000	\$79,000
Subtotal - WNHAC staff, management, admin, OH	\$195,000	\$451,750	\$451,750	\$451,750	\$490,750	\$2,041,000	\$2,953,750	\$2,953,750
SUBTOTAL - ALL WNHAC COSTS	\$271,000	\$2,240,104	\$2,622,854	\$2,767,604	\$3,482,438	\$11,384,000	\$5,620,500	\$3,166,750
WNHAC SUMMARY REVENUES, ANNUAL AND TOTAL								
WNHAC revenue from operations		\$87,500	\$126,000	\$344,872	\$361,972	\$920,344	\$2,013,500	\$2,825,900
NPS - prior year carryover	\$2,500,000	\$0	\$0	\$0	\$0	\$2,500,000	\$0	\$0
NPS - anticipated grant revenue	\$200,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$4,200,000	\$4,000,000	\$0
Miscellaneous grants and philanthropic contributions	\$0	\$0	\$169,000	\$169,000	\$169,000	\$507,000	\$1,267,500	\$1,267,500
New project-specific grants	\$0	\$0	\$0	\$650,000	\$1,600,000	\$2,250,000	\$250,000	\$0
Minimum required local match - 25% of Heritage Funds	\$50,000	\$250,000	\$250,000	\$250,000	\$250,000	\$1,050,000	\$1,000,000	\$0
SUBTOTAL - ALL WNHAC REVENUES	\$2,750,000	\$1,337,500	\$1,545,000	\$2,413,872	\$3,380,972	\$11,427,344	\$8,531,000	\$4,157,860
WNHAC SUMMARY CASH FLOW, BY YEAR AND CUMULATIVE								
ANNUAL SURPLUS (DEFICIT)	\$2,479,000	-\$902,604	-\$1,077,854	-\$353,732	-\$101,466	NA	NA	NA
CUMULATIVE PERIOD SURPLUS (DEFICIT)	\$2,479,000	\$1,576,396	\$498,542	\$144,810	\$43,344	\$43,344	\$2,910,500	\$991,110

Source: ICON architecture, inc. and Economics Research Associates

6.7. Phasing

6.7.1. Strategy

The implementation of the WNHA Preferred Alternative will be divided into a series of phases that are consistent with the philosophy and approach of the Preferred Alternative, the implementation program elements, and the resource management zones. A summary of the intent of each phase is provided below:

- **Phase 1 (years 1 – 3) – Consolidate Identity and Enhance Heritage Port appearance and operations** – the intent of this phase is to enhance the key heritage infrastructure and to reinforce the WNHA identity for local residents, for visitors at key venues, and within the state of West Virginia to support expanded tourism marketing. It is strongly recognized, as noted earlier in this report, that WNHAC has a substantial record of accomplishment in Wheeling. During this phase major activities will focus on strengthening the WNHA identity in order to build support and visibility and to put in place the cooperative relationships, especially surrounding the Heritage Port that can capitalize on WNHAC progress and lead to long-term sustainability for the organization. A primary effort in this regard will involve initial development of the Heritage Port Gateway project. Further,

ongoing assistance for preservation and local interpretation will be continued, not only within the Primary Heritage Visitor Areas, but also in the surrounding Core Heritage Resource Areas of the community. Concurrent with these efforts, WNHAC will build its staff capability to expand its partnerships and sources of income.

- **Phase 2 (years 4 – 7) – Develop Asset and Operations Values for WNHAC** – during this phase, WNHAC will aggressively assist in developing the framework of the Preferred Alternative, using the heritage identity initiatives of Phase 1 to increase WNHAC visibility. WNHAC can focus on supporting major investments along Water Street and significant enhancements of the Heritage Port to increase water edge and river use. Additionally, WNHAC should finalize arrangements for a permanent visitor center enabling repositioning of the Artisan Center for greater income potential. Heritage Port operations, collateral development, and attraction of new activities will provide the infrastructure to generate future income for WNHAC to achieve its broader goals. During this period, WNHAC will continue to provide financial and technical assistance within designated resource areas for preservation, interpretation, and education programs that take advantage of the resources within WNHA.
- **Phase 3 (years 8 +) – Expand Activities for Broader Community Benefit and WNHAC Sustainability** – during this phase, subject to appropriations, it is expected that the Federal funds will be drawn down that were authorized by the Wheeling National Heritage Area Act of 2000, while major development and preservation initiative put in motion by WNHAC and its partners should yield substantial results. WNHAC, through income from the Artisan Center, Water Street development, and Wheeling Stamping Building, potentially supplemented by other sources, will evolve into a sustainable organization that can lead efforts for sustainable community development that uses and respects the important resources within WNHA. WNHAC will continue, in the long range, to provide ongoing coordination and assistance for programs in support of its mission goals, benefiting from its earned income strategy.

At this point, and periodically throughout the implementation process, it will be appropriate to, once again, re-assess progress on this plan to adapt to the changed circumstances for both WNHAC and WNHA.

6.7.2. Detailed Agenda

Figure 19 indicates the phasing of each implementation program element, corresponding to the description of those elements presented in Chapter 5 for which costs have been presented in Section 6.2, above. Appendix C presents the distribution of these itemized costs over the fifteen-year estimate period.

Figure: 19: Phasing Strategy, by Implementation Program Element

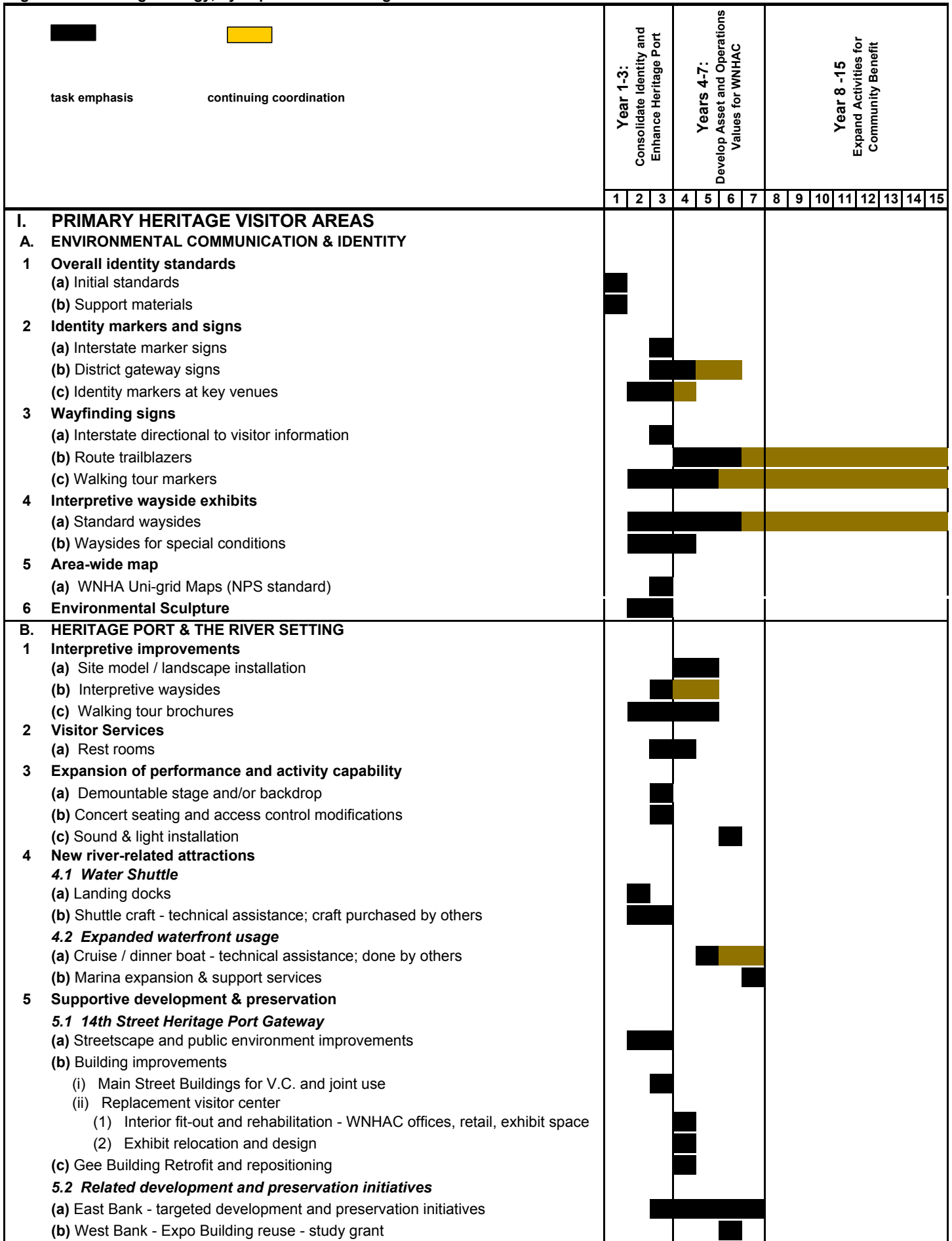




Figure: 19: Phasing Strategy, by Implementation Program Element

<div style="display: flex; justify-content: space-around; align-items: center;"> <div style="text-align: center;">  task emphasis </div> <div style="text-align: center;">  continuing coordination </div> </div>	Year 1-3: Consolidate Identity and Enhance Heritage Port			Years 4-7: Develop Asset and Operations Values for WNHAC				Year 8 -15 Expand Activities for Community Benefit							
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
II. CORE HERITAGE RESOURCE AREAS															
1 Preservation Assistance															
(a) Annual allocation for matching grants, special studies, etc.															
(b) Special allocation for unique "gap" interventions & opportunities															
2 Interpretation Assistance															
(a) Annual allocation for matching grants, special studies, etc.															
(b) Special allocation for unique "gap" interventions & opportunities															
III. ENTIRE HERITAGE AREA															
1 Educational and Related Outreach Programs															
(a) Annual allocation for matching grants, special studies, etc.															
(b) Special allocation for unique "gap" interventions & opportunities															
2 Tourism & Marketing Support															
(a) Coordination with State and Wheeling CVB															
(b) Content development and promotion of tour packages															
(c) Website development & maintenance															
(d) Merchandise development and sales															
IV. WNHA OPERATING COSTS (10 yr period)															
1 WNHAC Staff Support															
(a) Administration, Operations, and Executive Director															
(b) Development															
(c) Program Coordination															
(d) Heritage Port Operations & Coordination															
(e) Sound & Light Operations & Coordination															
2 Other Operations Costs															
(a) Miscellaneous Office Expense (over 10 yr period)															
(b) Heritage Port Operations support															

6.8. Strategic Partnerships to Fund the Plan

The estimated total aggregate cost of the Preferred Alternative – combining capital items, grants, and operating costs -- of \$20 million presented in preceding sections, indicates that the estimates of program expenses and costs exceed the total of the maximum \$10 million of federal appropriations. Despite the beneficial effects of significant earned income potential, WNHAC will have to partner with public and private entities to seek additional funding for its programs and operations. The exact mix and nature of such funds is difficult to estimate at this time and will be subject to the evolving partnerships that come out of the Management Plan.

Figure 20 indicates the general funding strategy that will be applied during the implementation phases of the Plan. This Figure indicates the probable WNHAC strategy for use of its anticipated Federal funds, as well as the potential project partners from whom supplemental funds will be sought.

The strategy for use of Federal funds is indicated in an order of magnitude for each program element in the following manner:

- An order of magnitude of the proportion of the total program element cost that will be met with Federal heritage funds is estimated. This amount is not expressed in absolute terms, but is, rather, expressed as a percentage of the total for each element, in four ranges (0-10%, 10-25%, 25-50%, and over 50%).
- The basis for the above estimate is largely a function of the role that WNHAC is likely to play for each element, as well as a judgment of the likelihood of or need for supplemental support.

A few examples of these judgments are as follows.

(a) Many of the identity elements that occur on federally designated roadways will be eligible for significant support from federal transportation funds, either through normal signage programs or as part of enhancement programs.

(b) The significant expenditures for civic use of the waterfront (performance enhancements or the sound and light program) as well as the landscape installation on the waterfront represent “arts” programs that will be difficult to finance from normal agencies but can be supported by foundations and other philanthropic sources.

(c) The Water Street development/14th Street Heritage Port Gateway will have been done in cooperation with the City and OVIBDC and will represent an investment for WNHAC, requiring financing support from outside sources as well as from anticipated WNHAC income.

(d) Many ongoing costs associated with WNHAC continued operations will need to be financially supported from WNHAC future revenue flows when the organization has reached sustainability.

6.8.1. Priority Partners

Of course, major funding to support the activities of WNHAC and the recommendations of this Plan will be coming from the National Park Service, the longest-term partner and supporter of WNHAC. This Plan assumes that Congressional funding, to the maximum allowed by the applicable law, will be continued. WNHAC, through its grants activities, has working in collaboration with many public and private entities in Wheeling, including: Wheeling CVB, Friends of Wheeling, the Centre Market Commission, Wheeling Symphony, Sisters of St. Joseph, Oglebay Institute, the City of Wheeling, the Ohio County Public Library, the Victorian Wheeling Landmarks Foundation, and many others. These relationships should be continued and encouraged. Based on the emphasis of the Plan and its funding strategy, the types of priority partners that should be cultivated by WNHAC include the following:

- **OVIDBC and the City of Wheeling** – The City of Wheeling who will play the major role in site assembly and coordination of infrastructure. WNHAC may become engaged in supporting selected preservation and should seek out opportunities to continue the successful collaboration it has had with OVIDBC, such as at the Wheeling Stamping Building.
- **Corporate, business, and private real estate interests** – WNHAC has the opportunity to become involved, at a more limited level, with preservation assistance that may be pivotal to retaining key buildings and attracting new jobs within the Core Resource Areas in downtown, as well as achieving its plans to enhance Heritage Port and the adjacent area. In the proposed 14th Street Gateway area, several operating businesses could benefit from collaboration with WNHAC. Although the scope, scale, and location of other such efforts cannot at this time be predicted, clearly WNHAC can play a pivotal role in preservation and related rehabilitation developments.
- **Foundations and philanthropic interests** – Many aspects of the Heritage Port deal with the types of venues and logistics for public performance and civic arts activities that have historically been attractive to major regional foundations, such as Benedum, which has supported many cultural venues in its home city of Pittsburgh, and the Vandalia Heritage Foundation, which has supported community development and preservation activities locally and elsewhere in the state. The inclusion of major art installations as part of the landscape setting on Heritage Port, support facilities for performances at Heritage Port, and selected “soft” costs related to major enhancement of civic activities should be of interest to regional and local foundations. Additionally, with the enhancement of WNHA, other private individuals and locally based philanthropic interests should be actively solicited to support key activities and venues.
- **Major Wheeling visitor venues and institutions** – the several major visitor attractions within the WNHA – including Wheeling Island Racetrack and Gaming Center, Oglebay Park, Oglebay Institute, and the Capitol Music Hall – should all be major participants in implementation of the management plan, as well as smaller attractions that can augment these major venues. All the proposals are intended to enhance not only Heritage Port and the core of Wheeling, but also these important venues. This cooperation should extend to operational coordination, cross- marketing, collaborative attendance and admissions programs, and shared funding for items of mutual benefit. An existing training partnership between Oglebay and WNHAC could be a source of expertise in fund-raising and operational sustainability.

Figure 20: Funding Strategy for WNHA Preferred Alternative

	Estimated Cost by Element	WNHAC Strategy for Federal Heritage Funds	Corporate, business & private real estate interests	Foundations and philanthropic institutions	WV DOT, USDOT, regional transportation agencies	State agency programs	US Dept of Housing & Urban Development	Local Municipal & Community Development	Arts, Cultural, Historical, Educational Organizations	Civic Center & other travel industry sources	Neighborhood & advocate organizations	WNHAC Earned Income
I. PRIMARY HERITAGE VISITOR AREAS												
A. ENVIRONMENTAL COMMUNICATION & IDENTITY												
1 Overall identity standards												
(a) Initial standards	\$56,000	4	█									
(b) Support materials	\$20,000	4	█									
2 Identity markers and signs												
(a) Interstate marker signs	\$39,000	2		█								
(b) District gateway signs	\$260,000	3			█			█			█	
(c) Identity markers at key venues	\$65,000	3			█			█				
3 Wayfinding signs												
(a) Interstate directional to visitor information	\$78,000	2		█								
(b) Route trailblazers	\$39,000	3						█				
(c) Walking tour markers	\$24,375	3						█			█	
4 Interpretive wayside exhibits												
(a) Standard waysides	\$183,750	3	█	█				█	█			
(b) Waysides for special conditions	\$90,000	4	█	█				█	█			
5 Area-wide map												
(a) WNHA Uni-grid Maps (NPS standard)	\$87,500	4			█					█	█	
6 Environmental Sculptures												
	\$187,500	4	█	█					█	█		
B. HERITAGE PORT & THE RIVER SETTING												
1 Interpretive improvements												
(a) Site model / landscape installation	\$3,150,000	1		█								
(b) Interpretive waysides	\$78,750	3	█	█				█	█			
(c) Walking tour brochures	\$39,375	3	█	█				█	█		█	
2 Visitor Services												
(a) Rest rooms	\$195,000	4						█		█		
3 Expansion of performance and activity capability												
(a) Demountable stage and/or backdrop	\$325,000	4						█	█	█		
(b) Concert seating and access control modifications	\$250,000	4	█					█	█	█		
(c) Sound & light installation	\$1,000,000	2	█			█			█			
4 New river-related attractions												
4.1 Water Shuttle												
(a) Landing docks	\$260,000	3	█					█				
(b) Shuttle craft - technical assistance; craft purchased by others	\$50,000	3	█					█				
4.2 Expanded waterfront usage												
(a) Cruise / dinner boat - technical assistance; done by others	\$50,000	3	█					█		█		
(b) Marina expansion & support services	\$200,000	3						█				
5 Supportive development & preservation												
5.1 14th Street Heritage Port Gateway												
(a) Streetscape and public environment improvements	\$600,000	4	█					█			█	█
(b) Building improvements												
(i) Main Street Buildings for V.C. and joint use	\$297,000	4	█					█			█	█

Figure 20: Funding Strategy for WNHA Preferred Alternative

	Estimated Cost by Element	WNHAC Strategy for Federal Heritage Funds	Corporate, business & private real estate interests	Foundations and philanthropic institutions	WV DOT, USDOT, regional transportation agencies	State agency programs	US Dept of Housing & Urban Development	Local Municipal & Community Development	Arts, Cultural, Historical, Educational Organizations	Civic Center & other travel industry sources	Neighborhood & advocate organizations	WNHAC Earned Income
(ii) Replacement visitor center												
(1) Interior fit-out and rehabilitation - WNHAC, retail, exhibit	\$520,000	4										
(2) Exhibit relocation and design	\$562,500	4										
(c) Gee Building Retrofit and repositioning	\$625,000	4										
5.2 Related development and preservation initiatives												
(a) East Bank - targeted development and preservation initiatives	\$500,000	4										
(b) West Bank - Expo Building reuse - study grant	\$50,000	4										
II. CORE HERITAGE RESOURCE AREAS												
1 Preservation Assistance												
(a) Annual allocation for matching grants, special studies, etc.	\$500,000	4										
(b) Special allocation for unique "gap" interventions & opportunities	\$750,000	4										
2 Interpretation Assistance												
(a) Annual allocation for matching grants, special studies, etc.	\$500,000	4										
(b) Special allocation for unique "gap" interventions & opportunities	\$500,000	4										
III. ENTIRE HERITAGE AREA												
1 Educational and Related Outreach Programs												
(a) Annual allocation for matching grants, special studies, etc.	\$500,000	4										
(b) Special allocation for unique "gap" interventions & opportunities	\$250,000	4										
2 Tourism & Marketing Support												
(a) Coordination with State and Wheeling CVB		1										
(b) Content development and promotion of tour packages	\$250,000	3										
(c) Website development & maintenance	\$100,000	3										
(d) Merchandise development and sales		1										
IV. WNHA OPERATING COSTS (10 yr period)												
1 WNHAC Staff Support												
(a) Administration, Operations, and Executive Director	\$1,300,000	4										
(b) Development	\$845,000	4										
(c) Program Coordination	\$260,000	4										
(d) Heritage Port Operations & Coordination	\$520,000	4										
(e) Sound & Light Operations & Coordination	\$1,500,000	4										
2 Other Operations Costs												
(a) Miscellaneous Office Expense (over 10 yr period)	\$1,462,500	4										
(b) Heritage Port Operations support	\$2,500,000	4										
V. TOTAL	\$21,620,250		*	*	*	*	*	*	*	*	*	*

Federal Heritage funds as % of each line item

- 1 = 0 to 10%
- 2 = 10 to 25%
- 3 = 25 to 50%
- 4 = > 50%

Role of project & program partners in providing matching funds

major role
 support role
 * amount to be determined

- **Funding sources that can support development and use of the Ohio River** – Opportunities for intensive coordination include the U.S Department of Housing and Urban Development, which has provided significant assistance to many comparable waterfront developments, the Army Corps of Engineers, which has permit authority for installation of docks, marinas, and water edge modifications, and private boating interests that should bear the major responsibility for new excursion craft and their profit-making operations.
- **State agencies** – West Virginia agencies have been an important source of funding and activity support to WNHAC and may continue to serve these roles. WVDOT will be an important source of study and implementation funds, potentially supporting interstate and major route signing, actions along the National Road (designated an All-American Road), and special support for alternative forms of transportation. The WV Division of Culture and History operates the visitor facilities and exhibits at Independence Hall, a landmark building that portrays a key aspect of the WNHAC story. The WV Division of Culture and History also includes the State Historic Preservation Office, a source of potential study and implementation support for limited preservation activities. The WV Division of Tourism also has an important role to play, through coordination of its tourism development initiatives with those of WNHAC and through its Direct Advertising Materials Grant Program.
- **Local preservation interests** – Major preservation interests have been active in the Wheeling community and should continue to coordinate with WNHAC as it implements its plan and provides support for preservation activities. These include the National Road Alliance of West Virginia (which will be seeking funding for its Corridor Management Plan), the Friends of Wheeling and the Wheeling Area Historical Society (an advocate organization for community preservation), the Victorian Wheeling Landmarks Foundation (which has been instrumental in preserving houses in North Wheeling and opening some of these structures to the public), and the Victorian Wheeling Society (which participates in downtown beautification efforts, heritage education in the schools, and authored the “Visit Historic Wheeling” book).
- **Neighborhood and advocate organizations** – Although WNHAC’s focus of activity will be the Heritage Port and the core areas that surround it, the historic neighborhoods of Wheeling each have a part of the story to tell and are important community resources. WNHAC should engage representatives of these areas, including the Centre Market Commission in Center Wheeling, in its programs and activities, encouraging them to take part in the educational activities sponsored by WNHAC and to compete for potential matching grant funds for which they may be eligible.