

ORGANIZATIONAL STRUCTURE REVIEW

EVALUATION FINDINGS AND PRELIMINARY
RECOMMENDATIONS

CITY OF WASHINGTON, MISSOURI

July 2009



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I N I T I A T I V E

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SECTION I INTRODUCTION

All cities are unique in terms of their physical assets, community resources, history, and sense of place. Many cities also share one common characteristic; downtown decline. This decline of downtowns presents a problem for economic developers, governments, and citizens from small rural communities to large metropolitan regions, as the consequences negatively affect the economic health of the remainder of the city and region. A community's overall economic and social health is influenced by the viability of its downtown. From a social standpoint, downtown embodies the heritage of the community and gives it a sense of identity. From an economic standpoint, downtown serves as the primary commercial hub where residents can work, shop, and live. A Downtown Revitalization Program encourages a dynamic downtown that features unique retail opportunities, tourist attractions, employment possibilities, social interaction, and recreational outlets to residents and visitors. Downtown revitalization can benefit cities by improving their economic base, fiscal condition, and well-being of residents.

A Downtown Revitalization Program (the "Program") is a community process that requires local champions willing to invest time and effort to make the Program work. A successful Program requires planning and strategic implementation by many organizations, including both a city government that is dedicated to downtown improvements, and active downtown organizations that have broad, community-wide support. The Program involves coordinating a complex but interrelated series of events, the successful coordination of which relies on the cooperation of various community groups.

Successful revitalization depends on a variety of components including:

- Committed leadership
- Broad-based participation
- A shared vision of the future
- Realistic goals and plan of action
- Effective communication
- Management of implementation
- Recognition of efforts
- Use of outside resources

It is important to assess existing downtown organizations, revitalization efforts, the downtown business community, and the community at-large. In evaluating an existing organization the decision must be made whether it is still relevant and can effectively complete downtown revitalization responsibilities. A critical analysis should also be made concerning the need for:

1. Encouraging the sustainability of existing organizations that are effectively carrying out the Downtown Revitalization Program,

2. Revamping, or changing, an existing organization to achieve the objectives of the Downtown Revitalization Program, or
3. Establishing new organizations (sometimes replacing one or more ineffective, existing organizations) to complete the Downtown Revitalization Program.

The preferred action is to encourage the sustainability of existing organizations that are effectively completing the Program. In many instances, however, organizational change may be necessary to meet the evolving roles and responsibilities of an existing organization in response to the progression of revitalization activities in the downtown. In these cases, organizational change is intended to “build organizational capacity.” The “capacity” of an organization includes its financial resources, personnel or staff, volunteer activity, and leadership. A clearly defined mission and strategic plan are necessary for organizations undergoing change as these institutional frameworks serve both to guide, and to serve as a foundation upon which to build capacity.

Setting up new organizations and committees is often a better option than revamping existing ones. A new group may be able to undertake new responsibilities and accomplish new objectives that an existing group with an established agenda cannot. The community can set up a new organization with broad based support, a clearly defined and independent mission, new goals, and an infusion of fresh spirit into the revitalization efforts. A new group can combine all the principles of a successful revitalization organization into one working unit. However, the establishment of new organizations requires additional resources, and the effort must be organized carefully or it may be seen as merely an extension of previous failed efforts by ineffective organizations. Many Programs will have the advantage of building upon previous successes as a result of past efforts.

SECTION II

EXISTING ORGANIZATIONS AND REVITALIZATION EFFORTS

A prerequisite of DREAM Program selection requires that a city demonstrate broad, community-wide support for the revitalization of Downtown. Washington residents, businesses and political leaders speak of the importance of a vibrant Downtown. Downtown Washington benefits from the organizational direction of two principal organizations: Downtown Washington, Inc. and the City of Washington. Providing additional direct or indirect support to Downtown are the Washington Area Chamber of Commerce, the Washington Historical Society, Historic Washington Foundation, and Washington Preservation, Inc. **Exhibit 1- Existing Organizational Structure**, located in **Appendix A**, depicts the relationship of various organizations impacting the Downtown Revitalization Program. The following is a description of the organizations impacting Downtown and their current role in supporting the Downtown Revitalization Program. As the lead “non government” organization in the Downtown Revitalization Program, the DREAM Initiative discussed the function of the existing organizational structural with representatives of Downtown Washington, Inc. within the context of an “Organizational Assessment Questionnaire.” A copy of the “Organizational Assessment Questionnaire” is located in **Appendix B**.

Washington’s existing organizational structure exemplifies the coordination and cooperation needed among various stakeholder groups in order to leverage the expertise and financial resources required to advance an effective and sustainable Downtown Revitalization Program. Downtown Washington benefits from one of the premier Main Street organizations within the State of Missouri; strong leadership from City elected and administrative officials; engaged partnership organizations such as the Chamber of Commerce and 353 Redevelopment Corporation; and demonstrated community and business support for Downtown through volunteer and monetary donations and investment or reinvestment in Downtown businesses and properties.

A. Downtown Washington, Inc. (“DWI”)

Having been among the first five pilot communities for the Missouri Main Street Program, Washington has an active, successful history with its Downtown Revitalization Program, and current efforts seek to sustain and to build the momentum. Downtown Washington, Inc. (“DWI”) continues to lead the Missouri Main Street Program efforts in Washington, and has also maintained the City’s status as a National Main Street Community. For three consecutive years early this decade (2000-2002) DWI was recognized as one of the 20 semifinalists in the Great American Main Street Awards Program.

DWI began in the late 1950s as a group of Downtown Washington merchants that formed a general business committee to promote business and civic improvements. In 1973, the committee formalized its association and established Downtown Washington Shopping Center, Inc.; later changing its name in 1982 to Downtown Washington, Inc. Originally established as a 501(c)3, DWI lost that status in the mid-1990s and is now a 501(c)6, distinguishing itself as a business league engaged in economic development

activities. Currently, DWI employs one full-time employee, the Executive Director, and three part-time employees. The Executive Director is charged with the direction of all administrative, promotional, and ongoing duties of the organization. DWI's offices are located at 124 Jefferson Street.

DWI's membership includes approximately 118 businesses that financially support the organization. The organization utilizes a committee structure by which it divides its activities among four main committees established per the Main Street Four-Point Approach™. Organization, Promotions, Economic Core Restructuring, and Design committees comprise DWI's four-pronged organizational structure. Each committee has a leader, members, and priority tasks or work plans. For example, the Economic Core Restructuring Committee administers the Downtown Low Interest Loan Program. These committees and DWI events are supported by more than 200 volunteers – a strong demonstration of community support for Downtown and a reflection of the strength of DWI's promotion of Downtown as a community gathering place.

Thirteen (13) voting members and two (2) emeritus members comprise the organization's Board of Directors. The Board revisits the mission and goals of DWI on an annual basis. The DWI bylaws have most recently been updated in July 2007.

The most recent annual budget (2007) for DWI was approximately \$135,000. The financial support for the annual budget is received from a variety of sources although voluntary donations and sale of goods and services comprises the two largest sources of revenue. In fact, DWI demonstrates a more entrepreneurial approach to funding the organization by administering and promoting over fifteen (15) special events a year to raise money.

B. City of Washington ("City")

The City has an important role to play in all aspects of revitalization, but particularly: building code enforcement; solving zoning conflicts; financial assistance; and implementing building and streetscape design standards. The City has made an increased financial commitment to the Downtown Area during the past ten (10) years in support of several capital projects, including the Jefferson Street streetscape project, the new Public Safety complex, and Riverfront Park recreational enhancements to name a few. The City's annual financial contribution to DWI demonstrates the City's commitment to providing organizational capacity to the Downtown Revitalization Program.

The City's elected and administrative officials have provided a policy framework for the Downtown Revitalization Program through a number of planning initiatives such as the Downtown Economic Revitalization Plan (2004), Downtown Washington TIF District, and updates to zoning and development codes for the Downtown Area.

The City's financial commitment to Downtown has fluctuated in response to the City's budgetary limitations. The City has previously received Community Development Block Grant funding and a portion of those funds are dedicated to Downtown Improvements. The City's Capital Improvements Program Sales Tax has been allocated toward certain Downtown projects, including the establishment of "quiet zone" designation along the railroad corridor and the attraction of federal funding for the Jefferson Street streetscape

project. The City has recently (2007) established a Tax-Increment Financing (“TIF”) District that covers Downtown. Within the TIF District are five (5) Redevelopment Project Areas within which various projects will be encouraged and supported with funds derived via tax-increment financing and other sources.

With the exception of TIF, the City has not placed in service a dedicated tax revenue allocation process for continuous reinvestment in the Downtown as the City must balance community-wide needs with those of a Downtown’s aged infrastructure.

C. Washington, Missouri 353 Redevelopment Corporation (“353 Corporation”)

The Washington, Missouri 353 Redevelopment Corporation is organized as a for-profit corporation, with limitations on earnings, pursuant to Ch. 353 statutes. The 353 Corporation operates in an economic development capacity for the City of Washington. Until 2000, the organization primarily focused on establishing business parks within the city limits to attract industrial and light-industrial businesses and employers to Washington. Since then, the organization has become more proactive in participating in Downtown revitalization projects. The 353 Corporation has shown a willingness to be proactive in encouraging redevelopment and stimulate private investment in Downtown. Recently, the 353 Corporation purchased the Franklin County Concrete Company property in order to move the company’s plant from Downtown, on Front Street, to a new location in a business park outside of Downtown. Doing so will enable a proposed developer to buy the land formerly occupied by the plant from the 353 Corporation in order to create a mixed-use development complimentary to existing uses in Downtown. The 353 Corporation has a further willingness to bank land (if necessary) or to purchase property and hold it until a project appropriate for the City’s objectives is identified.

D. Historic Washington Foundation (the “Foundation”)

DWI established the Historic Washington Foundation as a 501(c)3 entity. Effectively an arm of DWI, the Foundation can accept tax-deductible donations, and can extend tax-credit benefits to contributors. Through the Foundation, DWI and the Washington Area Chamber of Commerce established the Washington Farmer’s Market, a structure located Downtown to serve as a permanent home for the Farmer’s Market as well as a community gathering place for special events. Eventually, the Foundation will own the Farmer’s Market building. The Foundation provides an important tax-credit vehicle for future downtown revitalization projects.

E. Washington Area Chamber of Commerce (the “Chamber”)

The Chamber is an independent membership-funded organization whose programs involve small business assistance, regional marketing, business advocacy and economic development.

As a committed partner to Downtown revitalization, the Chamber is willing to provide expertise and resources for special projects and/or issues as may be needed. The Chamber is a property owner within Downtown (the Chambers offices are located on Main Street) and also collaborates with DWI on the promotion of special events. As

previously noted, the Chamber was an active participant in the Washington Farmer's Market project as well.

The Chamber's role as the broader community representative requires a wider mission, goals, and objective that impede the ongoing development of the specific expertise and capacity necessary for the unique issues faced in Downtown's revitalization. As such, the Chamber encourages a "downtown specific" organizational structure to which the Chamber provides support rather than leadership.

The Chamber's participation in the organizational structure should continue in a similar capacity as is currently represented with particular benefit afforded Downtown through the Chamber's active regional marketing program. However, the "business development," small-business, entrepreneurial education, and networking opportunities offered by the Chamber will become increasingly important to the success of Downtown's revitalization as business growth occurs. Identifying future opportunities to deliver these resources to Downtown businesses, and to encourage businesses to take advantage of the Chamber's business support services, should be further developed within the context of the overall Downtown revitalization effort.

F. Washington Preservation, Inc.

A member of DWI, Washington Preservation, Inc., is directly involved in Washington's Downtown Revitalization Program in the capacity of historic preservation advocacy. Four-hundred fifty (450) properties in Washington are listed on the National Register of Historic Places. Washington Preservation, Inc. takes the lead in nominating new buildings to the Register and promoting the rehabilitation and productive reuse of Washington's historically significant buildings. Such activities are important to the Downtown Revitalization Program as they encourage the use of state and federal historic tax credits for eligible redevelopment projects.

G. The Washington Historical Society

The Washington Historical Society was officially founded in 1978 to help preserve Washington's history. The museum has a full-time director, and also houses the Four Rivers Genealogical Society in facilities located in Downtown. The Washington Historical Society is also a member of DWI, and assists that organization in Downtown revitalization efforts.

H. Washington Tourism Commission

The Washington Tourism Commission is comprised of a five-member team appointed by the Mayor. The membership "positions" include one lodging business owner, the Executive Director of DWI, two at large business owners and one tourism related business owner. The Tourism Commission's purpose is to oversee the dispersal of the City of Washington hotel "bed" tax funds that are collected from a five-percent (5%) tax on the annual daily rate of hotel rooms in the City. The City collects the "bed tax" quarterly and transfers 95% of the funds to the Chamber of Commerce for the marketing and promotion of the City as a visitor destination.

I. Washington Historical Preservation Committee

The Washington Historical Preservation Committee is a committee of the City's Planning and Zoning Commission and is responsible for the review of development or rehabilitation projects which require permitting and are located within the City's locally designated historic district in Downtown. The Historical Preservation Committee applies the City's Building Design Guidelines to these projects and provides a recommendation to the Planning and Zoning Commission and the City Council regarding projects.

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SECTION III

ELEMENTS OF SUCCESSFUL ORGANIZATIONS AND REVITALIZATION EFFORTS

Downtown revitalization occurs with numerous entities that band together to reach a common goal. Each of the participating organizations, however, may serve a different purpose and have a different reason for being involved. Additionally, each downtown organization will be uniquely developed to address the particular needs of a particular community. However, there are common elements among the techniques and services offered by the various downtown organizations that are useful to note including: Leadership, Funding, Strategic Planning, Project Planning and Facilitation, Business Attraction, Retention and Expansion, Downtown Advocacy, Development Body, District Marketing, Special Events Planning, Retail Promotions, Downtown Beautification, Safety, and Security.

A. Leadership

Invariably, leadership is included as one of the most important components of every successful downtown organization. Leaders have a vested interest in championing downtown. They are charged with informing and educating the public as well as bringing focus and vision to the organization and the Revitalization Program. Leaders must also be able to build grassroots community support and form effective public/private partnerships.

B. Management Characteristics

There are different approaches to successful management practices of downtown organizations. Management styles can vary greatly and it is important to match the management style to the particular needs of the downtown organization or revitalization effort. Important skills of successful managers include, speaking effectively to audiences, financial analysis and budgeting, project planning and oversight, situation and political analysis, and bargaining and negotiating expertise. Management approaches can range from being mainly an administrator who makes budgets, hires employees, and enters into contracts to an entrepreneurial approach which emphasizes new service delivery, program design, and developing new sources of revenue.

C. Board Attributes

Boards and committees should be made up of leaders with a unified enthusiasm for the revitalization of downtown. This does not suggest, however, that the board should be made up of like-minded people. It is important that the board represent diverse points of view from the community. The board should encourage discussions and debate differences to strengthen the ultimate decision and resultant outcomes. Additionally, the board should develop goals and clearly identify those responsible for completing them. While there are no set guidelines for the size and make-up of boards it is recommended that boards be limited in size to 7-9 members. Potential members should be recruited from, but not necessarily limited to local banks, chambers of commerce, city government,

downtown businesses, downtown stakeholders, downtown residents, historic societies, and preservation organizations. Board membership for all of the downtown organizations should have a similar make-up in order to ensure continuity in leadership and complementary decision-making across the different organizations.

D. Forming Partnerships

Nearly all successful Downtown Revitalization Programs typically include 3-5 separate organizations that have different purposes and provide different services. It is not as important which organizations handle which services, but that the services are delivered effectively. However, certain types of organizations are structured or chartered to deliver certain types of services or perform certain functions more effectively than others. Healthy partnerships are crucial to starting the revitalization process and building the critical mass needed to catalyze the cycle of sustainable development.

E. Community Involvement

Each organization must ensure that businesses and citizens, particularly residents of surrounding neighborhoods, have continuous opportunities for input and involvement. Large community events and celebrations are often held downtown and are very important in fostering an overall sense of community. Involving the community in the Downtown Revitalization Program will help to foster that sense of community.

F. Funding

In addition to leadership, adequate funding is one of the most important components of successful Downtown Revitalization Programs. Revitalization Programs cannot be sustained without a stable source of money. The amount of money raised can depend on the depth of the programs and services required for revitalization. Large revitalization programs will not only require local resources and fund-raising efforts, but also may require outside funding sources as well. A major funding component of all successful downtown revitalization efforts is the local government, particularly at the outset of a Revitalization Program. A number of funding sources will be investigated as the DREAM Initiative moves forward including, but not limited to; Community Improvement District tax levies and assessments, Tax Increment Financing, Transportation Development Districts, and many various state tax incentive and grant programs. Utilizing different funding sources is necessary due to use limitations (i.e. some funding mechanisms may not be permitted to be used for operation costs, only for programming or services) of different sources as well as to build a stable and diverse funding structure to ensure sustainability. Different local fundraising activities include: membership donations, fund-raising festival, historic or holiday house tours, in-kind contributions. Outside funding opportunities include: grants, loans, and tax credit programs.

G. Organizational Strategic Planning

Building an effective and sustainable organization requires strategic planning. Successful organizations develop a strong vision and align their resources toward achieving that vision. It is important to establish short-term and long-term goals for the organization. These goals should be specific and measurable and should be reviewed on a regular basis. Strategic planning for the revitalization of downtown will be addressed in greater detail in the Downtown Strategic Plan component of the DREAM Initiative.

H. Project Planning and Facilitation

The organization leading downtown revitalization spearheads the various improvement projects. Successful organizations measure progress by utilizing resources and overcoming obstacles in facilitating completion of Revitalization Program goals and objectives. Project oversight will be a large component of all downtown revitalization organizations; project success depends upon each organization's ability to do so.

I. Business Attraction, Retention and Expansion

Typically efforts of the organization in charge of business attraction, retention and expansion focus first on existing downtown businesses. The organization actively communicates with businesses to help identify needs and resolve problems. Additionally, the organization helps to improve existing business practices with assistance including training, marketing assistance, and access to capital. More successful organizations are proactive in retention efforts by tracking lease expirations and acting to limit business losses.

Business attraction and new business development are important components of a Downtown Revitalization Program, and usually are components of the local chamber of commerce or a downtown support organization. Successful economic development programs understand the market opportunities and have realistic goals. The programs start with providing the basic needs of formation (e.g. capital, real estate, and labor) and foster the ease of establishment. Innovation is crucial in these efforts, for example, retail incubators have been used successfully in developing retail businesses where national recruitment efforts have failed. Retail development will be addressed in much more detail in the Retail Market Analysis component of DREAM Initiative.

J. Residential Development and Neighborhood Revitalization

Development of housing and revitalization of existing neighborhoods is essential to successful Downtown Revitalization Programs. Residents help to provide the demand necessary to support shops and restaurants downtown. Additionally, a vibrant residential component is an integral part of a multifunctional downtown. The vitality of downtowns can be measured by the level of human activity; people on the sidewalks demonstrate a healthy downtown. Housing development will be addressed in much more detail in the Downtown Housing Market Analysis component of the DREAM Initiative.

K. Downtown Advocacy

As a result of downtown decline most downtown communities, residents, and businesses feel neglected and detached from the city government and larger community. A successful Downtown Revitalization Program will help bridge the gap between the downtown community and the rest of the city – most importantly the city government. An influential downtown organization can effectively address its constituents' needs and provide one voice for their concerns and issues.

L. Real Estate Development Body

Successful Revitalization Programs include a real estate development body that encourages private investment in real estate. There are many ways to aid real estate development including land assembly, preparing property for development, financial assistance, and tax incentives. Many successful Revitalization Programs create a catalytic development firm to develop initial projects that market and consumer research shows have potential demand, but at higher than acceptable market risk. Through these initial projects the organization demonstrates to the development community and investors that downtown development is both feasible and profitable.

M. District Marketing

Successful Downtown Revitalization Programs create a new, unified image of downtown that reshapes the perception of downtown into the center of activity. Efforts should focus on developing community pride in the unique physical environment and historic – and present – community culture. Creating a new image or enhancing the existing image of the downtown involves promotional activities that build upon downtown economic and cultural offerings. The key is to create a healthy mix of retail promotions, special events and festivals, public relations, and other marketing media.

N. Special Events Planning

Through the use of special events, downtown organizations build partnerships, raise funds, encourage community involvement, promote downtown, and, in particular, promote downtown retail. Special events are essential in marketing downtown to residents that no longer view downtown as a destination, as well as, to tourists from outside the area.

O. Retail/Event Promotions

Downtown revitalization efforts include many activities to promote the unique mix of retail stores offered. Special shopping events, brochures, and other advertising and marketing media are necessary to encourage the community to support downtown retail.

P. Safety, Security and Beautification

In one fashion or another, every successful Downtown Revitalization Program improves safety, security and the appearance of downtown. Beautification improvements include creating and maintaining cleanliness to ensure a positive first impression of downtown for visitors. Other efforts include store window decoration, building façade improvement, flower boxes, benches, and awnings.

Improving safety for rural communities focuses mainly on pedestrian traffic through crosswalks, speed bumps, and road marking. Improved signage, banners, and maps for improve way-finding, lessen congestion, help in the presentation of downtown, and also make effective marketing tools. Efforts should be made to improve or control parking in order to turn motorists into pedestrians and encourage walking throughout downtown.

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SECTION IV

RECOMMENDED ORGANIZATIONAL STRUCTURE DEVELOPMENT AND ENHANCEMENT

Several active and engaged entities have demonstrated a commitment to providing leadership, resources, and energy to Washington's evolving Downtown Revitalization Program. This current "organizational structure" has worked very well, and has established a strong foundation for incorporating the elements of successful organizations and revitalization efforts described in Section III. However, there are a few elements that are currently not being addressed, or have not historically been needed, that may become important features of the Downtown Revitalization Program. Evolving needs require increased "organizational structure capacity" to address these elements in the future. In addition, several of the existing organizations could increase their own capacity to support the Downtown Revitalization Program through growth, collaboration, planning, and increased financial resources.

The following recommendations are made in two parts. First, recommendations will be provided for "organizational structure capacity" enhancement through the establishment of new organizations to complement the existing organizational structure. Second, recommendations are suggested for the enhancement of the existing organizational structure capacity, whether it is specific to an organization or to an element of successful revitalization efforts involving several organizations. The funding necessary to sustain these organizations will be addressed in more detail in the Financial Assessment Review component of the DREAM Initiative.

RECOMMENDATIONS FOR NEW ORGANIZATIONS

The following recommendations for new organizations focus primarily on increasing the financial capacity of the existing "organizational structure" in order to utilize public funding, attract and leverage private capital, and promote increased economic activity. **Board membership for the new organizations should be represented by existing Board Members from other key organizations involved in Downtown in order to ensure continuity of planning, policy, and administration of the Downtown Revitalization Program. Exhibit 2, Recommended Organizational Structure, located in Appendix A, depicts the recommended interaction of the various existing and new organizations participating in the Downtown Revitalization Program.**

A. Downtown Washington Community Improvement District ("DCID")

The Downtown Washington Community Improvement District ("DCID") will channel private sector energy toward the solution of public problems in part by providing an extra level of public service and funding to the Downtown Revitalization Program through an added sales tax. The funds generated by DCID should be used to assist with Downtown beautification (such as streetscape and parking enhancements), maintenance of critical infrastructure and to encourage the redevelopment and renovation of buildings. A portion of funds should be earmarked to provide district marketing, administrative support, retail promotions, and to help improve local business practices.

To these ends, it is recommended that the DCID contract with Downtown Washington, Inc. to provide administrative and technical services for ongoing administration of the DCID (note that this will require an increase in staffing at DWI). Essentially, the funds provided by DCID to DWI will strengthen the capacity of DWI to expand its marketing and promotion programs, and its ability to concentrate on retail and business attraction.

The DCID can be organized as a non-profit corporation or a political subdivision, however forming a political subdivision is recommended as it provides a more stable revenue source. Forming the CID requires a signed petition submitted by the City that includes:

- Signatures from property owners owning more than 50% of assessed value of real property
- Signatures from 50% per capita of all owners
- Boundaries of the district
- 5-year capital and service plan outlining purpose of district
- Cost estimates of improvements

A political subdivision CID is organized through a petition which states whether the Board is elected or appointed by the ranking city official. The City should retain majority representation on the Board with Downtown property owners, residents, or business owners representing the remaining membership (proposed to include a member or members from the DWI Board, and the Chamber). It is recommended that the Board consist of seven (7) to nine (9) members. A political subdivision CID may be funded by levying a special assessment on real property, charging a fee for business licenses, or charging an additional sales tax. The recommended funding mechanism for the DCID is the additional sales tax.

B. Downtown Washington Community Development Corporation (“DWCDC”)

The Downtown Washington Community Development Corporation (“DWCDC”) should be a downtown-based, non-profit corporation formed to conduct public benefit projects and other redevelopment activities. The DWCDC can take on many roles in the effort including housing development, commercial real estate development, economic development, and small business development. DWCDC membership will be comprised mainly of participating banks but can include local businesses. Funding for the DWCDC may come through donations, grants, and investment from members. The DWCDC will be a multi-bank CDC from which loans and equity can be provided to small businesses or development partners. The board should be made up of representatives from the primary bank members, the DCID, the Chamber, DWI, and the City. The DWCDC is organized in the same manner as other non-profits, pursuant to the Missouri Nonprofit Corporations Act, Chapter 355 of the Revised Statutes of Missouri (2000), as amended.

C. Washington Arts Council

The encouragement of the arts and, particularly, of an artist community can provide a unique aspect to a visitor or resident's experience of Downtown Washington. The establishment of a local Arts Council would provide a local organization through which grant programs, offered through the Missouri Arts Council ("MAC"), can be managed and offered to local artists or to out-of-town artists to encourage them perform in or relocate to Washington. The MAC, through its Community Arts Program ("CAP"), provides funding to community arts councils. To be eligible for CAP funding, an organization must maintain basic eligibility requirements as follows:

- Offer programs in more than one, MAC-funded arts discipline and/or offer arts services and foster the long-term cultural development of the community
- Only one organization per community may apply
- Must be a non-profit organization and either an Arts Council or a unit of local government
- Members of governing board must be elected or appointed by others than existing board members.

A Washington Arts Council could be established in one of two ways; as either a stand-alone, non-profit, Arts Council, or as an Advisory Board to the Downtown Washington Community Improvement District ("DCID"). Established as an Arts Council, the organization would have to meet the eligibility criteria outlined briefly above. Established as an Advisory Board to the DCID, organization can be established via an administrative action by the Board of the DCID. As part of DCID, the Arts Board would also have access to DCID funds with which to fund activities and add to any grant funds the organization might receive via the MAC.

RECOMMENDATIONS FOR EXISTING ORGANIZATIONS

The following existing organization recommendations focus principally on increasing the administrative and marketing capacity of the existing "organizational structure" to respond to the anticipated growth and development of future economic and social activity in the Downtown Area. PGAV and the DREAM Program Sponsors recognize the importance of identifying resources to increase the financial capability and ensure long-term sustainability of DWI and its partner organizations. As previously noted, the funding necessary to sustain these organizations will be addressed in more detail in the Financial Assessment Review component of the DREAM Initiative.

D. Downtown Washington Inc. ("DWI") Recommendations

With its four-pronged committee approach to organization and Downtown action, DWI has set a firm standard for the Downtown Revitalization Program. The primary area where DWI needs assistance is in sustainable funding. The DCID recommendation, should it be put in place, could provide some financial relief to DWI, and would potentially allow it to hire a second full-time employee who could assist in facilitating the work of DWI's four committees.

The administration of both the DCID and DWI by the Executive Director should emphasize the development and financing of promotion, business attraction and retention, and building rehabilitation program administration.

With increased staffing, the Executive Director will be able to allocate resources toward the goals and objectives of DWI. The continuation of annual strategic planning should continue and the Executive Director's role in implementing the objectives of such planning should be expanded. The additional staffing provides the Executive Director with increased opportunities to enhance Downtown business recruitment and expansion through one-on-one meetings with developers (in or out of area), prospective business owners and property owners. DWI and its membership have established the beginning effort of creating a Downtown Retail Recruitment Team. Increased funding and staffing will allow the Executive Director to take an active and direct role in the ongoing development and execution of the Downtown Retail Recruitment Team's efforts while sustaining the diverse programs currently offered by DWI.

SECTION V

SUMMARY OF ROLES AND RESPONSIBILITIES FOR SUCCESSFUL REVITALIZATION

The interaction of the various organizations and the assigned roles and responsibilities of each particular organization will remain dynamic as progress is made. Current roles and responsibilities will change as goals are met, projects are completed, new issues arise, and organizations redefine goals and objectives. **Exhibit 3a - Preliminary Recommendations of the Responsibilities and Roles of the Various Downtown organizations** is located in **Appendix A**, as is **Exhibit 3b - Specific Downtown Issues and Responsibilities**.

The strength of a Downtown Revitalization Program is realized through unified collaborative action of the participating organizations toward agreed upon Revitalization Program goals and objectives. The leadership of each Board of Directors of individual Downtown organizations controls, in great part, the amount of collaboration among them. In order to attain a high level of cooperation, and agreement in goals and objectives, the Boards should contain the same composition (i.e. for the most part, the same people should serve on the various Boards). Not only does this ensure intra-organizational cooperation, it ensures control of the process among the key stakeholders: City government, Downtown businesses, and Downtown residents. It also makes the best use of limited Board recruiting resources. Board composition should include a majority of private or Downtown interests, with public entity participation making up the minority, unless noted in the recommendations. This helps to make certain that a Downtown focus will be kept, and that the private sector is driving the effort.

Cooperation extends beyond Downtown to organizations that impact Downtown through their own broader efforts and activities in the City and Franklin County. Ongoing dialogue and recurring information sharing ensures that Downtown's "partner" organizations contribute to the overall success of the Downtown Revitalization Program.

Future DREAM Initiative work will assist in development and improvement of the various funding components, market analysis, and overall strategy development.

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Appendix A

Organizational Structure Exhibits

EXHIBIT I
EXISTING DOWNTOWN ORGANIZATIONAL STRUCTURE

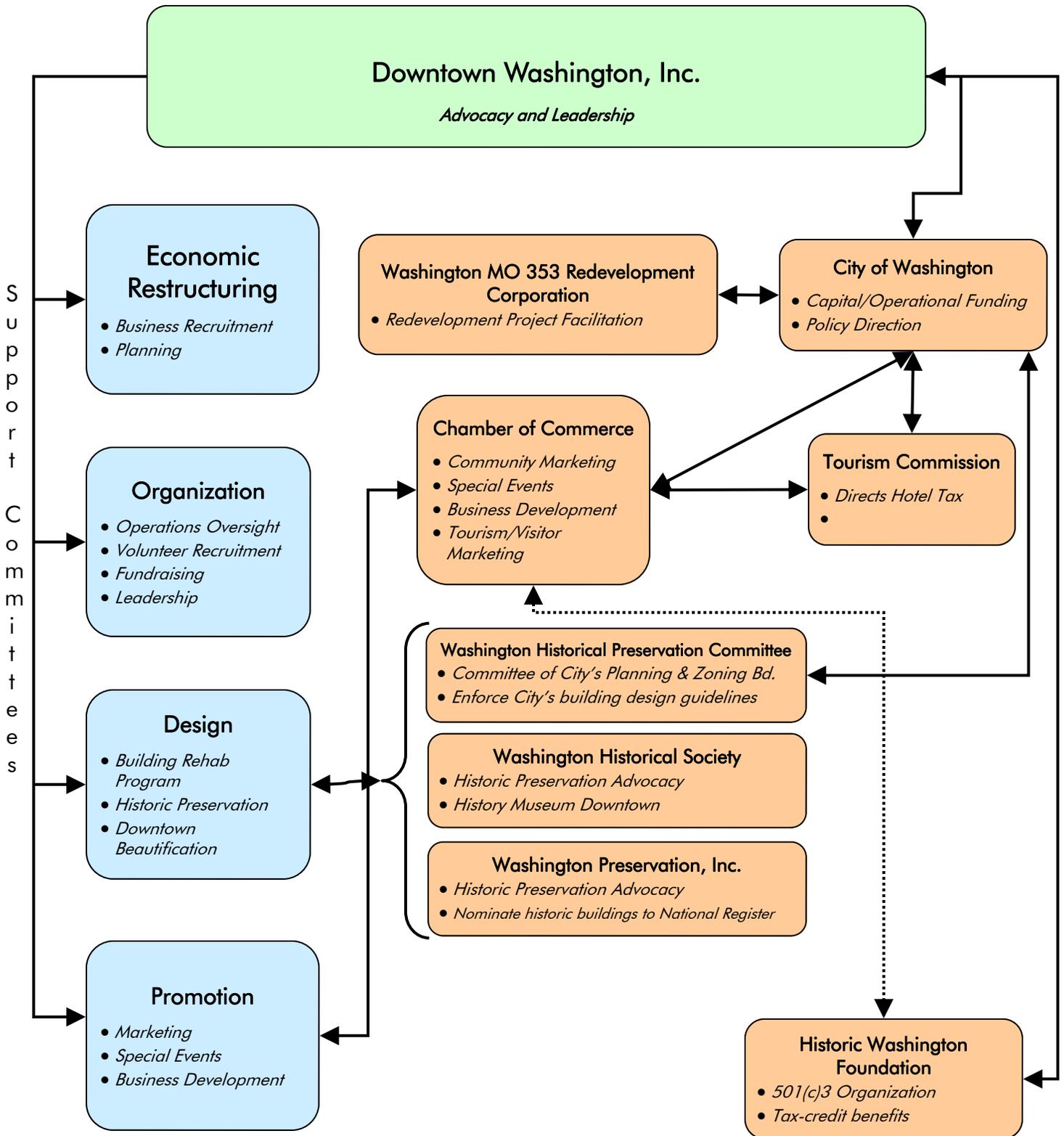


EXHIBIT 2
RECOMMENDED DOWNTOWN ORGANIZATIONAL STRUCTURE

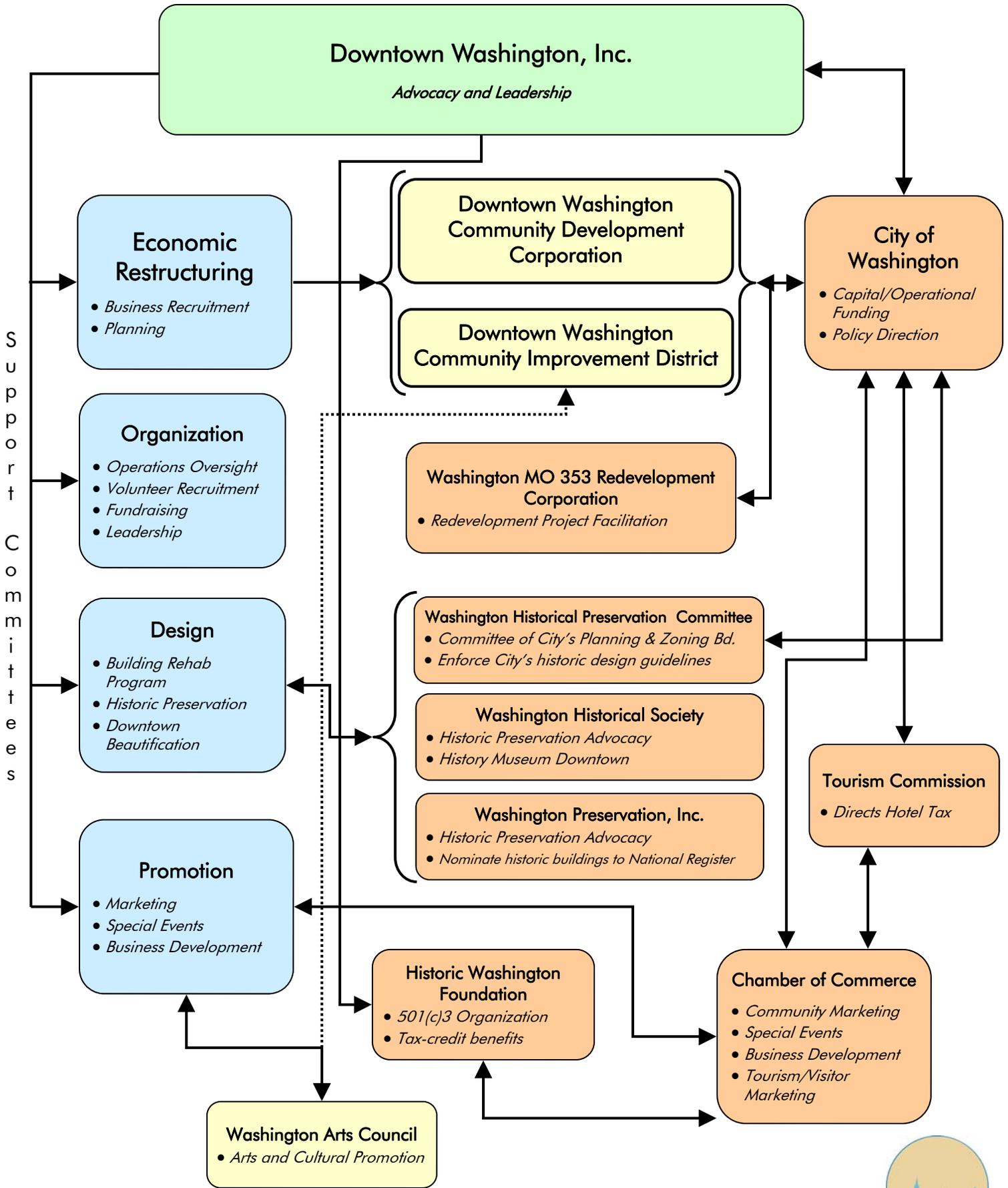


Exhibit 3a - Downtown Organizations and Responsibilities

Elements of a Successful Organization	Downtown Washington Inc.	Downtown Washington Community Improvement District	Downtown Washington Community Development Corporation	Washington, Missouri Redevelopment Corporation	Historic Washington Foundation	Washington Preservation Inc.	City of St. Washington	Chamber of Commerce	Washington Historical Society	Washington Arts Council
Leadership	Essential Participant	Essential Participant	Support Participant	Essential Participant	Support Participant	Support Participant	Essential Participant	Essential Participant	Support Participant	Support Participant
Management Characteristics	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant
Board Attributes	Essential Participant	Support Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Support Participant	Essential Participant	Essential Participant
Forming Partnerships	Essential Participant	Support Participant	Support Participant	Essential Participant	Essential Participant	Essential Participant	Support Participant	Support Participant	Essential Participant	Support Participant
Community Involvement	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Support Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant
Organization Funding	Support Participant	Essential Participant	Essential Participant	Essential Participant	Support Participant	Essential Participant	Essential Participant	Support Participant	Essential Participant	Essential Participant
Organizational Strategic Planning	Essential Participant	Support Participant	Essential Participant	Support Participant	Essential Participant	Essential Participant	Support Participant	Support Participant	Essential Participant	Support Participant
Project Planning and Facilitation	Essential Participant	Essential Participant	Support Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Support Participant	Essential Participant	Support Participant
Business Attraction, Retention, and Expansion	Essential Participant	Support Participant	Essential Participant	Essential Participant	Support Participant	Essential Participant	Essential Participant	Support Participant	Essential Participant	Essential Participant
Residential Development and Neighborhood Revitalization	Essential Participant	Support Participant	Support Participant	Support Participant	Support Participant	Essential Participant	Essential Participant	Support Participant	Support Participant	Essential Participant
Downtown Advocacy	Essential Participant	Essential Participant	Support Participant	Essential Participant	Support Participant	Support Participant	Essential Participant	Essential Participant	Essential Participant	Support Participant
Real Estate Development Body	Support Participant	Essential Participant	Support Participant	Essential Participant	Support Participant	Essential Participant	Support Participant	Essential Participant	Essential Participant	Essential Participant
Direct Marketing	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant
Special Events Planning	Essential Participant	Support Participant	Essential Participant	Essential Participant	Support Participant	Essential Participant	Support Participant	Support Participant	Essential Participant	Essential Participant
Retail and Event Promotions	Essential Participant	Support Participant	Essential Participant	Essential Participant	Support Participant	Essential Participant	Support Participant	Support Participant	Essential Participant	Essential Participant
Safety, Security, and Beautification	Support Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Support Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant

Essential Participant

Support Participant



Exhibit 3-b Specific Downtown Issues and Responsibilities

	Downtown Washington Inc.	Downtown Washington Community Improvement District	Downtown Washington Community Development Corporation	Washington, Missouri Redevelopment Corporation	Historic Washington Foundation	Washington Preservation Inc.	City of St. Washington	Chamber of Commerce	Washington Historical Society	Washington Arts Council
Building Design Standards	Essential Participant	Support Responsibility				Support Responsibility	Essential Participant			
Streetscape Design Standards	Essential Participant	Support Responsibility				Support Responsibility	Essential Participant			
Retail Attraction	Essential Participant	Support Responsibility	Essential Participant	Essential Participant			Essential Participant	Essential Participant		
Wayfinding Improvements	Essential Participant	Support Responsibility					Essential Participant			
Pedestrian Improvements	Essential Participant	Essential Participant					Essential Participant			
Housing Improvements	Support Responsibility	Support Responsibility	Essential Participant	Essential Participant			Support Responsibility			
Façade Improvements	Essential Participant	Support Responsibility	Support Responsibility			Support Responsibility	Essential Participant		Support Responsibility	
Building Code Enforcements	Support Responsibility	Support Responsibility					Essential Participant			

 Essential Participant

 Support Responsibility



Appendix B

Organizational Assessment Questionnaire

Attachment 1

Downtown Organizational Assessment Questionnaire

This is a process to help the community evaluate the effectiveness of existing downtown organizations as well as get an understanding of important factors when considering forming a new downtown organization. It is important for the downtown community to look at its own organizations to determine how it might improve some of its functions, just as it is important to gauge the interest of the community in downtown revitalization. It is beneficial to have many perspectives on how these organizations function. Encourage participants to express their viewpoint even if they are the only one with that perspective or it may seem unpopular.

Community Characteristics

1. Was there a Downtown Organization previously that is no longer functioning or no longer exists?
 - a. If so, please explain.
2. Is there a large amount of conflict in the community (downtown and at-large) about downtown revitalization?
3. Is there strong private business interest in downtown revitalization?
 - a. If so what businesses?
4. Is there strong private citizen interest in downtown revitalization?
 - a. In the downtown community?
 - b. In the community at-large?

Organization Characteristics

5. Is there an organization that is leading efforts towards downtown revitalization? *If there are multiple organizations LEADING efforts please complete all questions for each.*
6. Name of organization.
7. What type of organization is it (non-profit, for-profit, chamber of commerce, political subdivision, etc.)?
8. What year was the organization established?

Attachment 1

9. How many full time employees does it have?
10. How many part time employees does it have?
11. How many volunteers does it have?
12. Where is the organization located?
13. What type of physical facilities does the organization have?
14. Roughly, how many city blocks does the organization cover/represent?
15. Note significant organizational accomplishments.
16. Note significant organizational failures.
17. Note significant organizational challenges.
18. To what extent is the organization involved in providing the following services:
 - a. Capital Improvements (installing pedestrian-scale lighting and street furniture; planting trees and shrubbery)
 - b. Consumer Marketing (producing festivals and events; coordinating sales promotions; producing maps and newsletters)
 - c. Economic Development (offering incentives to new and expanding businesses)
 - d. Maintenance (removing litter and graffiti, washing sidewalks, trimming trees)
 - e. Parking and Transportation (managing public parking, maintaining transit shelters)
 - f. Policy Advocacy (promoting public policies to the community; lobbying the government on behalf of business interests)
 - g. Public Space Regulation (managing sidewalk vending; controlling vehicle loading)
 - h. Security (providing supplementary security guards, working with city police force)
 - i. Social Services (aiding low income, providing job training, supplying youth services)
 - j. Any other services not mentioned

Attachment 1

Mission, Purpose, Goals, Vision, Etc.

19. Is there a straightforward and up-to-date written mission statement?
20. Is there a strategic plan being utilized?
21. Are the goals of the organization written, agreed upon, and clear to all?
22. Currently, what are the goals of the organization?
23. Are the goals achievable?
24. Is there a process for setting/renewing goals?
25. Are short term (1 to 3 years) objectives understood and agreed upon by their respective committees/boards?
26. Are long term (3 years+) objectives understood and agreed upon by their respective committees/boards?
27. Are the bylaws current and functional?
28. Do the bylaws contain language requiring short and long term planning for the committees/boards?
29. Does the organization periodically assess its:
 - a. Mission, goals and strategic plan?
 - b. Committee structure and performance?
 - c. Board membership and participation?
 - d. General membership participation?
 - e. Follow through on commitments?
 - f. Budget and goal setting process?
 - g. Role in the community?

Internal Organization Assessment – Committees

30. How many committees are there involved in your organizations activities?
31. What type of activities do the committees conduct?
32. Do committees have a clear statement of purpose?
33. Do committees have clear written goals and objectives?

Attachment 1

34. Do the committees function?

35. Do the committees have specific roles and responsibilities that all members of the organization understand?

36. Is the committee structure and membership make-up reviewed annually for relevancy?

Internal Organization Assessment – Board

37. How many members are on the governing board?

38. Does the organization's board currently have committed and active members?

39. Does the organization's board currently have enough people to carry out its purposes and goals?

40. Do board members have diverse downtown/community interests and perspectives?

41. Do board members have the right mix of skills to lead and direct?

42. Does the organization have a system for recruiting board members for specific needs?

43. Do terms of office provide for stable yet renewing leadership?

44. Does the organization have an orientation session for new board members?

45. Does the organization's board have a drop-out or non-attendance problem?

46. Do board members trust each other?

47. Do board members get along well with each other?

48. Do board members avoid conflicts of interest?

49. Do board members act as a team and work together?

50. Do board members enjoy the organizations meetings and activities?

51. Are board members talents being fully utilized?

52. Are board members individual contributions recognized?

53. Are board members collective efforts acknowledged?

Attachment 1

54. Are board members able to help the board and its committees examine and improve its processes?

Internal Organization Assessment – Membership

55. Does the organization currently have committed and active members?

56. Does the organization's membership base have diverse downtown/ community interests and perspectives?

57. Is the organization's membership base growing, shrinking, stable?

58. Does the organization currently have enough people to carry out its purposes and goals?

59. Does the organization have sufficient skills and diverse community interests and perspectives?

60. Does the organization have a system for recruiting members for specific needs?

61. Does the organization have an orientation session for new members?

62. Does the organization have a drop-out problem?

63. Are general member's talents being fully utilized?

64. Are general member's individual contributions recognized?

65. Are general member's collective efforts acknowledged?

Leadership Characteristics and Effectiveness

66. Are board decisions usually made by:

- a. The board
- b. The officers
- c. Executive director
- d. The committees
- e. Specific individuals
- f. The membership
- g. Combination of above

Attachment 1

67. Does the leadership of the board and its committees effectively encourage different points of view in discussions?
68. Does the leadership of the board and its committees effectively minimize personality differences?
69. Does the leadership of the board and its committees effectively deal with power struggles and hidden agendas?
70. Does the leadership of the board and its committees encourage teamwork?
71. Does the leadership of the board and its committees instill enthusiasm for work to be accomplished?
72. Does the leadership of the board and its committees identify and celebrate milestones?
73. Has the board clearly identified its roles and responsibilities as a board?
74. Has the board clearly identified the roles and responsibilities of the executive director, and his/her relationship to the entire board?
75. Has the board developed a means for minimizing the communication of conflicting board members' expectations to the executive director?
76. Has the board established a process for obtaining staff input for board decision making?
77. Do board and committee meetings have agendas and are they announced in advance of the meeting?
78. Do board and committee meetings follow these agendas?
79. Do board and committee meetings proceed efficiently and effectively?
80. Do board and committee meetings have minutes prepared and distributed in a timely manner?
81. Does the leadership ensure that action goes forward in an orderly manner by seeing to it that decisions are actually made?
82. Does the leadership see to it that all members understand that decision?
83. Does the leadership see to it that someone takes responsibility?

Attachment 1

84. Does the leadership see to it that those persons clearly understand their assignments and specific tasks?
85. Does the leadership see to it that visible results occur?
86. Does the leadership see to it that results are reported to the group?
87. Has the organization established standards of performance or benchmarks from which to evaluate outcomes? If so, please identify and explain those that apply:
- a. Crime Rates
 - b. Taxable retail sales
 - c. Number of jobs created
 - d. Pedestrian/visitor counts
 - e. Lease rates
 - f. Customer attitude survey
 - g. Occupancy rate
 - h. Business license revenue
 - i. Population
 - j. Change in tax base
 - k. Value of real property investment
 - l. Population density
 - m. Other

Fiscal Resources

88. Approximately what is the organizations annual budget?
89. Which of the following are sources of funding for your organization (estimate percentage of total budget for each)?
- a. Special tax assessment on property and/or business
 - b. Bonds (public or private)
 - c. Voluntary donations
 - d. In-Kind contributions
 - e. City general tax revenues
 - f. Subsidies or grants from Federal Gov't

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- g. Subsidies or grants from State Gov't
- h. Sale of goods or services

90. What fundraising activities does the organization undertake?

91. Are the organization's resources sufficient to achieve its goals?

92. Are the organization's resources being used effectively?

93. Is the organization driven primarily by its:

- a. Budget
- b. Goals/strategic plan
- c. Outside factors

Community Networking and Coalition Building

94. Does the organization relate to other community groups and governmental units through ongoing, working relationships?

95. What types of other community groups and governmental units does the organization work with?

- a. Municipality
- b. Community Improvement District
- c. Business Associations
- d. Chamber of Commerce
- e. Economic Development Organization
- f. Visitor or tourism association
- g. Service Club
- h. Environmental Groups
- i. Historic Preservation of Conservation Groups
- j. Historical/Heritage Society
- k. Museum
- l. Churches/Places of faith
- m. Schools/Colleges/Universities
- n. Horticulture Organizations

Attachment 1

- o. Arts and Culture Groups
- p. Senior Groups
- q. Youth Centers/Groups

96. Does the organization seek out new relationships and build coalitions of mutual interest?

97. Does the organization have input into public policy?

98. Does the organization network at the regional, state, national levels?