

# ORGANIZATIONAL STRUCTURE REVIEW

EVALUATION FINDINGS AND  
PRELIMINARY RECOMMENDATIONS

CITY OF CARUTHERSVILLE, MISSOURI

November 21, 2008



**D·R·E·A·M**  
I N I T I A T I V E



# ACKNOWLEDGMENTS



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DOWNTOWN REVITALIZATION AND ECONOMIC ASSISTANCE FOR  
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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, however, have shared one characteristic over the last fifty years. That characteristic is the decline of downtown. The decline of downtowns and central business districts has been a problem for economic developers, governments, and citizens from small rural communities to large metropolitan regions alike. The consequence of a declining downtown is a negative effect on the remainder of the city and region. A community's overall health is greatly influenced by the viability of its downtown. From a societal standpoint, downtown embodies the heritage of the community and affords it a sense of identity. A Downtown Revitalization Program encourages a dynamic downtown which features unique retail opportunities, tourist attractions, employment possibilities, and recreational outlets to residents and visitors. Downtown revitalization can benefit cities by improving their economic base, fiscal condition, and well being of residents.

Downtown revitalization is a community process that requires local champions willing to invest time and effort to make the program work. A successful Downtown Revitalization Program requires concerted planning and strategic implementation by many organizations, including a City government dedicated to downtown improvements and active downtown organizations with broad community-wide support. The Downtown Revitalization Program involves coordinating a complex but interrelated series of events, relying heavily on the cooperation of various community groups.

Successful revitalization will depend on a variety of components including:

- Committed, sustainable 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

To ultimately achieve the goal of a successfully revitalized downtown, it is important to assess the existing downtown organization, revitalization efforts, the downtown business community, and the community at-large. This examination begins the process of organizational structure review. Upon analysis, it may be determined that the existing organizational structure is quite adequate to continue the revitalization effort, that the organization will benefit from some minor or limited adjustments, or that some significant changes are required. In any event, during the evaluation of an existing organization or committee, the decision must be made whether or not it is still relevant and can effectively complete downtown revitalization responsibilities. A critical analysis should be made as to the need for encouraging the sustainability of existing organizations that are effectively

carrying out the Downtown Revitalization Program, revamping an existing organization to achieve the objectives of the Downtown Revitalization Program, or establishing new organizations (sometimes replacing an ineffective existing organization) to complete the Downtown Revitalization Program.

The preferred action is to encourage and sustain an organization that is effectively meeting, or can achieve with additional resources, the Downtown Revitalization Program objectives. In many instances, 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 made to “build organizational capacity”. The “capacity” of an organization may include its financial resources, personnel or staffing, volunteer activity, mission, and Board leadership. The fulcrum necessary to leverage the organization’s capacity is strengthened by a clearly defined mission and strategic plan to guide its limited resources.

Frequently, setting up new organizations and committees is a better option than revamping an ineffective, existing organization. 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 board with broad based support, a clearly defined and independent mission, new goals, and an infusion of fresh spirit of change into the revitalization efforts. A new group can combine all the principles of a successful revitalization organization into one working unit. However, setting up a new organization(s) requires additional resources and must be organized carefully or it may only be seen as an extension of previous failed efforts or ineffective organizations. Many Downtown Revitalization Programs will have the advantage of building upon previous successes as a result of past and current efforts, particularly Main Street.

In all cases, a formal communication procedure should be developed and established between the existing and future organizations. It may seem adequate that “the same 10 people see each other every day”, but they will forget to talk about important matters and there is no record of the decisions being made or agreed upon. This will eventually lead to resentment. The City or Chamber Staff are in an ideal situation to build and maintain address or email lists for regular communication. These mediums of communication should also be assessed for their effectiveness on a regular basis. Once effective communications are established it is vital that these channels remain open.

## 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. Caruthersville has come together out of necessity to recover from a devastating 2006 tornado that decimated the housing stock of the community. This event has served as the impetus for a more concentrated leadership effort and focus on downtown. This leadership has been responsible for the implementation phases of various planning efforts including the 2001 Comprehensive Plan, the 2003 Riverview Park Trail & Downtown Streetscape Plan, and the 2006 FEMA Disaster Recovery Plan. Recently activity has been initiated and primarily project driven. Projects such as the Water Tower restoration, Veteran's Memorial Park and the expansion of the streetscape effort have been recent accomplishments. The City has also recently mounted a more aggressive code enforcement campaign and, where necessary, a building demolition effort. These projects, all governmentally initiated, are evidence of the revitalization effort in downtown Caruthersville and the challenge will be to help these public investments spawn private business investments.

The current organizations involved in the downtown leadership consist of The City, The Chamber of Commerce, and the Downtown Caruthersville Association. The City receives assistance through personnel and resources from the Pemiscot County Port Authority.

Due to the lack of resources and human capacity, the current leadership of downtown is an informal structure of the three main groups; four including the Port Authority. These groups seem to work together, but the City Government has played the integral role in advancing the revitalization efforts that have occurred. The City has not initiated incentive mechanisms save a recently created revolving loan fund for façade improvements administered by the Pemiscot County Port Authority personnel. A hotel / motel tax of 4% is in place that generates about \$20,000 annually.

The Chamber has maintained involvement in Downtown through community marketing efforts, festivals and events, and fundraising efforts for various recent projects. The Chamber is a non-profit 501(c)6 organization in good standing with the State of Missouri. The Chamber office is located within City Hall and has a full-time Director and shares secretarial services with the City as well.

The Downtown Caruthersville Association is a 501(c)3 non-profit organization in good standing with the State of Missouri. The Association has committees similar to the Main Street structure but the committees do not meet on a regular basis. Having no budget of its own, support for the Association comes from the City and Chamber of Commerce and the Chamber Director provides organizational and personnel assistance.

Both the Pemiscot County Port Authority and the Pemiscot County Commission are also located in Downtown and have interest in the Downtown Revitalization efforts.

The Caruthersville Downtown retail competes with some newer retail that has developed outside the core of the City. There are currently few businesses in Downtown and those that are there struggle to attract consumers.

The DREAM Initiative discussed the function of the existing organizational structure with representatives of the Caruthersville Chamber of Commerce, Downtown Caruthersville Association, and the City of Caruthersville through the Pemiscot County Port Authority provided Economic Development Director within the context of a "Downtown Organizational Assessment Questionnaire." This questionnaire was completed by each agency and discussed during a conference call held in July of 2008. A copy of the "Downtown Organizational Assessment Questionnaire" is located in the **Appendix as Attachment 1**. Additional input from partner organizations was solicited by PGAV when necessary and numerous other sources of information were utilized to determine various details about Downtown Caruthersville.

In addition the DREAM initiative reviewed various responses given to questions during the focus groups conducted as part of the Community & Consumer Survey task item identified for Caruthersville. The Focus Group Survey Report dated June 13, 2008 is a transcript of the comments of participants in the groups of two sessions of "Downtown Business Owners", "Elected Officials", and "New Residents and Students".

Focus group questions asked included a general question about the direction of the revitalization effort in Downtown Caruthersville.

Downtown Business Owners	"It's at a standstill. People say it looks worse now since the tornado than it ever has. We have no City maintenance. People need to work on their properties to keep them nice. We've got 3 blocks with 4 retail businesses. We've got to have enforcement. The safety issue is a lack of code enforcement. It tells people that we really don't care. Downtown has to be a focus. But I think code enforcement is the single biggest problem."
Elected Officials	"We're moving in the right direction I think. We don't have any more safety issues than any other small rural community."
New Residents and Students	"It's sliding downhill. Negative. More buildings and businesses closing. Overall, a depressed economy."

There were also questions asked in the various focus groups that elicited comments focused on the downtown organizational structure or the various groups involved in the structure. The responses included:

<p>Downtown Business Owners</p>	<p>“And the Chamber, I’ve been there, done that. It’s just another charitable organization. The Chamber does not help the downtown community. We work for the Chamber, we raise money to help beautify the City, but making something look nice doesn’t bring in customers.”</p> <p>“One thing...we’re not really used to the City really helping us out. The City gives us services, but that’s about it. You find your own customers.”</p>
<p>Elected Officials</p>	<p>“I do think the Chamber of Commerce tries to keep things posted on the City’s Web site.”</p>

The existing organizational structure for downtown has responded to some opportunities, but lacked any formal structure. The long-term plans in place have had some projects completed, but sustainable effort to drive the downtown revitalization hasn’t materialized and hasn’t focused on ongoing programming and organization.

To be discussed in Section IV, there is a definite need to create sustainable leadership specific to downtown while maintaining a proper relationship with the organizations that have been accepted by the community in the past. In addition, any recommendations for the existing organizations need to be sensitive to the fact that they have other parts of the community or other members to serve.

Understanding that there is also an issue of having enough human capacity to forge a new downtown organization, this is nonetheless, the preferred model of organization. In the case of Caruthersville, the timeframe needed to achieve the focused downtown leadership may need to be extended.

At the time the new lead organization is created, responsibilities will also need to be shifted to the appropriate groups and priorities will need to be realigned.

The following is a description of the organizations impacting Downtown and their current roles in supporting the Revitalization Program.

**A. City of Caruthersville**

The City has an important role to play in all aspects of revitalization, but particularly: building code enforcement; solving zoning conflicts; and financial assistance. Typically a City will also implement sign, building, and streetscape design standards through zoning and code enforcement departments.

The City has historically provided a policy framework that has enabled such successes as obtaining DREAM designation and investments such as the expanding streetscape. The City is also a common thread throughout the various other interested groups as the Chamber and Port Authority personnel are integral staff members. City Hall is located within the DREAM study area.

There are no incentive districts that benefit downtown and the only financial mechanism is a recently enacted Revolving Loan Fund for façade improvements. There is a hotel / motel tax that is utilized for various special projects as determined by the City Council.

## **B. Downtown Caruthersville Association**

The Downtown Caruthersville Association's purpose as a charitable organization is:

- a) to promote the historic preservation, protection and use of Caruthersville's traditional downtown area, including that area's commercial, civic, and area's enterprises and residences;
- b) to take remedial actions to eliminate the physical, economic and social deterioration of Caruthersville's traditional downtown area and thereby promote Caruthersville's historic preservation, contribute to its community betterment, while lessening the burdens of Caruthersville's government;
- c) to disseminate information of and promote interest in the preservation, history, culture, architecture and public use of Caruthersville's traditional downtown area;
- d) to hold meetings, seminars and other activities for the instruction of members and the public in those activities such as building rehabilitation and design, economic restructuring and planning management that foster the preservation of Caruthersville's traditional downtown area, and enhance the understanding and appreciation of its history, culture and architecture;
- e) to aid, work with and participate in the activities of other organizations, individuals and public and private entities located within and outside Caruthersville engaged in similar purposes;
- f) to solicit and receive and administer funds for educational purposes and to that end to take and hold by bequest, devise, gift, grant, purchase, lease or otherwise either absolutely or jointly with another person or corporation, any property, real personal, tangible or intangible, or any undivided interest therein, without limitation as to value; to sell, convey or otherwise dispose of any such property and to invest, reinvest or deal with the principal or income thereof in such manner as, in the judgment of the corporation's directors, will best promote the purposes of the corporation without limitation, except such limitation, if any, as may be contained in the instrument under which such property is received, the bylaws of the corporation, or any laws applicable thereto.

Although this purpose is broad, a common thread is historic preservation and the group's sole responsibility seems to be maintenance of the existing streetscape improvements.

The Association has a volunteer board of 11 members serving staggered three-year terms and bylaws and, according to the bylaws, can have its own dues paying members. The Board is required to have no less than 6 regular Board Meetings annually and elects the offices of President, Vice President, Secretary, and Treasurer. The Board has the capacity to hire a Project Manager to coordinate the implementation of policies and projects but it is unclear if there is currently a Project Manager hired by the Association.

### **C. Greater Caruthersville Chamber of Commerce**

The Greater Caruthersville Chamber of Commerce is a non-profit membership oriented organization formed in 1946 for the purpose of "promoting the welfare of all citizens; to develop in ordered manner the agricultural, commercial, cultural, industrial, residential, financial and other economic interest of the City of Caruthersville; to improve living, working, business and social conditions; to acquire and distribute agricultural, industrial, commercial and civic information regarding the area.

The Chamber is in good standing by the Missouri Secretary of State and has about 100 dues paying members. The Chamber holds regular monthly meetings and quarterly luncheons. There are 9 active committees, primarily focused on event planning.

The Chamber has by-laws in place that includes a dues structure as well as Board specifics. The 15 member Board is elected to staggered three-year terms and elects the offices of President, Vice President, and Treasurer. There are duties of the Secretary detailed in the bylaws, but no Secretary mentioned as an electable officer.

Funding for the Chamber comes from membership dues, contributions, and some sale of goods or services. Recently the annual budget was about \$36,000 for the entire Chamber. The Chamber provides fundraising assistance, consumer marketing, informational efforts, networking and assistance with social aspects such as youth arts programs and job training.

It is fortunate that the Chamber works closely with the City, Port District, and Downtown Caruthersville Association. Due to the geography of Caruthersville, most of the dues paying members are likely located in Downtown. This is helpful at the moment as the leadership seeks to develop programmatic downtown efforts, but as growth occurs and density is rebuilt throughout the City, the Chamber may come under criticism from the rest of its membership. To sustain the downtown revitalization efforts however, the Chamber should fully support the lead Downtown organization as it emerges. This may cause tension as the new organization seeks its own membership base and funding sources.

#### **D. Pemiscot County Port Authority**

The Pemiscot County Port Authority serves as a point of contact for development projects, maintains local partnerships, and is an advocate for various development and business issues for the entire County as well as the City. The Authority is a political subdivision formed in 1975 to promote general welfare, private capital investment, job creation, increased commerce, and economic development. The Authority also provides the City of Caruthersville's Economic Development Director.

The Port is located just north of Caruthersville and Downtown and is a large employer for the region with several companies having facilities in the Port.

#### **E. Pemiscot County Commission**

Along with the City, Pemiscot County is a significant property owner within the downtown revitalization area. The County Courthouse site on Ward Avenue is a great source of activity in Downtown. The County Courthouse has been beautifully restored, but is not a very prominent feature and is often hidden behind trees on Ward Avenue. The County Commission has been interested in various DREAM meetings and this interested should be encouraged as the County can be instrumental in assisting the City and the Downtown as it seeks funding sources and recognition on a regional basis.

The County could also be helpful in intensifying efforts in the areas of safety and protection as well as judicial issues that will affect the City.

## 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 have a different reason for being involved and fulfill a different purpose. Additionally, each Downtown organization will be uniquely developed to address the particular needs of a 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; and 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 and are the champions and defenders of downtown. They must be able to build grassroots community support and form effective public/private partnerships. Leaders are charged with informing and educating the public, as well as bringing focus and vision to the organization and Downtown Revitalization Program. Enthusiastic Leadership for the Downtown Revitalization Program must also allow for transitioning from individual to individual so momentum can be sustained. The Leadership must be adaptable.

#### **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. However, this does not suggest the board should be made up of all similar-minded people. It is important that the board represent diverse points of view from the community. It is also important that the board not be seen as the elite members who stand to benefit from the revitalization. The board should encourage discussions and debate differences to strengthen the ultimate decision and resulting 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. Larger boards are possible in larger communities. Potential members should be recruited from, but are not necessarily limited to: local banks; chambers of commerce; City government; downtown businesses; downtown stakeholders; downtown residents; and historic societies and preservation organizations. Board members for all of the downtown organizations should have a similar make-up in order to ensure continuity in leadership and 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 spur the cycle of sustainable development.

#### **E. Community Involvement**

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

#### **F. Organization Funding**

In addition to leadership, adequate funding is one of the most important components of successful Downtown Revitalization Programs. Downtown 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 may demand 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 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; and in-kind contributions. Outside funding opportunities include: grants; loans; and tax credit programs.

## **G. Organizational Strategic Planning**

Strategic planning is essential for building an organization that will be effective as well as thrive in the future. Successful organizations develop a strong vision and align their resources towards 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 in charge of downtown revitalization spearheads the many various improvement projects. Successful organizations keep a keen eye on progress by utilizing resources and overcoming obstacles in facilitating the completion of Revitalization Program goals and objectives. Project oversight will be a large component of all downtown revitalization organizations and the success of projects will depend on the organizations' oversight abilities.

## **I. Business Attraction, Retention, and Expansion**

Typically, efforts of the organization in charge of this activity first focus on retention and expansion of 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 through training, marketing assistance, access to capital, etc. More successful organizations are proactive in retention efforts by tracking lease expirations and acting to limit business losses.

Business attraction and new business development is an important component of a Downtown Revitalization Program, usually a component 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: capital, real estate, 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 the 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 downtown shops and restaurants. 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 constituent's 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/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 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 historical, 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 medium.

## **N. Special Events Planning**

Through the use of special events, downtown organizations build partnerships, fundraise, 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 and 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 included creating and maintaining cleanliness to ensure a positive first impression of downtown for visitors. Other efforts included; store window decoration, building façade improvement, flower boxes, benches, and awnings.

Improving safety for rural communities mainly focuses on pedestrian traffic through crosswalks, speed bumps, and road marking. Increased signage, banners, maps, and improved wayfinding lessen congestion and 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

A sustainable organizational effort with the capacity to champion exciting new roles for Downtown Caruthersville is the most critical component of the DREAM program.

Of definite concern as Caruthersville seek to enhance a sustainable downtown organizational structure is the lack of human capacity. There are limited functional businesses in Downtown Caruthersville and City residents and businessmen are typically 'just getting by'. But for the Downtown revitalization effort to be successful, the leadership requires formalization, proper funding, and broad support among all groups involved. If the existing Downtown Caruthersville Association can reenergize its members and leaders, this will most likely be the best route to achieving a better structure and an appropriate shifting of roles and responsibilities among all of the existing agencies. Although the groups involved may need to intensify and adjust their responsibilities, the people that are involved in the downtown leadership will likely remain the same. This is certainly acceptable and other responsibilities can be added as the area grows and attracts new people and new business.

The responsibilities for Downtown Caruthersville therefore, need prioritization. With such limited resources, the effort cannot afford any missteps and planning efforts need to ensure the short-term revitalization focus is efficient and vital. Eventually the long-term focus will emerge as resources are built.

The existing Organizational Structure is shown in **Attachment 2-A in the Appendix**. **Attachment 2-B** depicts the recommended Organizational Structure and the linkages between these groups. For the reasons discussed, there are short-term recommendations included in this organizational plan, but the long-term goal remains to achieve the structure shown in Attachment 2-B. The short-term recommendations will center on enhancements that the existing organizations can make by the shifting or prioritizing of the responsibilities in downtown, whereas the long-term recommendations will deal with the establishment of new organizations required.

It is assumed that Pemiscot County Port Authority will continue to fulfill the primary Economic Development functions for the City as well as Downtown Caruthersville.

Additionally the funding necessary to sustain new organizations will be addressed in more detail in the Financial Assessment Review component of the DREAM Initiative.

All organizations and committees will need to work together, as well as collaborate with many other interested groups, including the Chamber, the City, the County, and various State and Federal agencies, under one organization. The Downtown Caruthersville Association could make some relatively minor adjustments to its bylaws to serve as this 501 C(3) 'umbrella' organization.

## **EXISTING ORGANIZATIONAL ENHANCEMENTS (Short-term)**

### **A. City of Caruthersville**

Involvement of the City of Caruthersville is critical for the success of the Downtown Revitalization Program. City involvement demonstrates local government commitment and increases the likelihood of broad citizen participation. Eventually the City should assist in the development of all necessary political subdivisions and districts as well as participate in the appropriate boards.

In the near term, the City needs to consider bolstering its personnel. A City Manager or Administrator to which employee departments are accountable would be more advisable than the present structure. The responsibility of governing employees is a very complicated issue that shouldn't rest in the political arena.

City services are one of the essential elements for a successful Downtown Revitalization Program. The financial commitment by the City to support capital improvement projects should continue and exceed the current level of activity. The City can help with leveraging other resources by providing a local match investment. This practice is the most effective means for accomplishing large-scale capital and infrastructure projects. However, the local resources of the City must be distributed throughout the community and other financial resources should always be considered.

- The overabundance of inferior residential and commercial properties in the Downtown core should be addressed through zoning, code enforcement, and inspections. This situation is reaching a critical level and issues involving code enforcement were very prevalent in the DREAM focus groups.

The 2006 tornado was a very tragic event and the lives and buildings that were lost must never be forgotten, but the City needs to rebuild. The conditions in existence today are not only the result of the tornado, but years and years of lax building codes and neglectful enforcement. It is very likely the amount of damage the storm caused was a symptom of inferior buildings.

Firm and fair code enforcement administered by knowledgeable City staff will cultivate an atmosphere of involved, respectful, and informed residents and businesses. The downtown property owners will require much education and regular inspections. The City will need to set the tone for these efforts and will come under much criticism. However, strong enforcement will attract quality outside investment. Top priority should be given to ensure that adequate personnel and resources are allocated to these municipal functions.

- Existing enforcement staff should be offered training opportunities whenever possible to help 'legitimize' the enhanced enforcement efforts. Just as the City will come under criticism, so will the staff and the staff needs the correct tools and support to be successful.

- The City should pursue a rental occupancy inspection program and work with the utility providers to ensure residents are living in safe housing situations.
- The City should also continue its efforts to remove dilapidated buildings, but there should be a complementary effort to create new park land. Ideally older buildings would be rehabilitated into income producing properties, but over the short-term incoming investors are going to need to see that the City does not allow inferior property.
- The City should be clear that its job as a public entity and its contracted positions such as the Economic Development Director are open and transparent and tightly focused on the City services required. When residents have service needs not being met, they are not appreciative of other efforts in the community regardless of how important those other efforts are.
- The City will also need to provide attention to downtown nuisance code enforcement, design guidelines, and signage, not only in the DREAM Study Area, but throughout the City.
- The Municipal Court is an aspect not always present in many communities and the ability of Caruthersville to better manage its code offenders in this way can be used aggressively. The City should not frivolously issue citations, but should be fair and firm.
- The City will need to make certain that it is properly maintaining its own facilities and properties. If the City is not maintaining its property, the private property owners will not respect their efforts to enforce any codes.
- Streetscapes need to be maintained and municipal buildings should be well cared for from any angle. The current streetscape is not being maintained properly. The City needs to step in and take on the maintenance task as the volunteers involved are not adequate.
- The City should also aggressively pursue façade improvements and seek to assist private ownership as they restore their buildings. Financial mechanisms that the City can implement will be important to spur this aspect on. Currently the only one in existence is the Revolving Loan Fund administered by the Port Authority / Economic Development Director, but other options should eventually be pursued. This may verge on being a long-term recommendation as the City staff has other, more pressing issues to deal with, but way to encourage private investment with public money should not be overlooked. As buildings are improved, it will be more likely that a quality business is attracted to Downtown.
- In the longer term, it is recommended that the City take the lead initiative, in partnership with the Downtown Caruthersville Association in educating and informing the downtown community about the benefits of establishing the

Downtown Caruthersville Community Improvement District (DCCID). By using the economic activity created by businesses to generate special tax revenue in the Downtown Area, this financing tool will provide a much needed resource that will strengthen DCA's programming and sustainability and stimulate increased private reinvestment in buildings throughout Downtown. These "small-scale" projects are not easily funded by State and Federal resources, therefore the DCCID provides much needed revenue gap financing to make sure Downtown not only "leaps forward" with "big projects" but also makes incremental improvements on a recurring basis.

## **B. Downtown Caruthersville Association**

The Downtown Caruthersville Association has a focus heavy on historic preservation, although the only current activity seems to be maintenance of the existing streetscape improvements. There are some other, potentially more important aspects that the Association could address and leave the maintenance to the City staff.

The Association is in a position to play an integral role in the revitalization process, but leadership will need to increase their commitment and involvement. The Association needs to cultivate broad community support, but this is impossible to do without supportive members on the governing Board. In addition the Association should seek to formalize its efforts and increase its accountability.

The board of the Downtown Caruthersville Association should be made up of both public and private entities. It is very important that the City is a partner in the Downtown Revitalization Program and shares in responsibilities. However, the Revitalization Program must be driven by the private sector and residents; it is their efforts that will ultimately determine its success.

General Association membership should extend to the surrounding neighborhoods, not just Downtown businesses. Chamber members should be invited to join the Downtown Caruthersville Association and the two memberships should be complementary, perhaps having a discounted rate. Future funding should shift to the recommended Community Improvement District or other opportunities.

While the Association may need to coordinate its physical location with an existing organization such as the Chamber or City, all processes and finances should remain separate. Financial support is necessary, but the Association should be in complete control. While effective management of limited resources often requires efficiencies such as the sharing of personnel or office space, it is vital that the group be able to locate its own offices in Downtown and one day have Staff dedicated to advancing the Revitalization Program. Organizations that share space and personnel rarely operate effectively as there are usually conflicting forces exerting various pressures and this detracts from all the group's missions and work programs. That said, temporarily the situation can work, but the long-term plan should be a separate location.

- The Association should call a mandatory meeting of its current members to discuss the future direction of the group and its role in downtown. This could be a retreat setting, but whatever the specifics, it should be clear that attendees at this meeting are the attendees that will go forward with the organization. Board member positions filled by volunteers that do not attend this meeting should be considered for reappointment. If necessary, new officers dedicated to reinvigorating the group should be elected. It should be very clear that there is no blame associated with this meeting and any changes. Downtown needs a stronger, more involved leadership willing to take on different challenges, therefore the Association must change. The advocacy aspect that will follow as a result of these changes should be the DCA's top priority.
- The Downtown Caruthersville Association should then take the lead in organizing meetings with the Chamber and City with the goal of determining how best to invigorate the Downtown revitalization.
- Then the Association, now armed with committed leadership and direction from the community, should review the Associations purpose and bylaws. Consideration should be given to the purpose of the organization, the inclusion of activities not directly tied to historic preservation, the size of the Board, regular meeting times, membership dues, the Project Manager position, existing budget and finances, and the active committees.
- The next task for the leadership is to set goals; a one-year work plan, for itself and the various committees. Goals should include a public outreach aspect to let the community know changes are occurring, a collaboration aspect to complement other organizations involved in Downtown, and an assessment function to establish a baseline to measure progress. Another goal should be a project that is easily attainable; a 'low hanging fruit' that the group can accomplish and will help establish an effective organization. Comments were noted in the Downtown Business Owners Focus Group report that the current Chamber is only a social group and it is important for the Downtown Caruthersville Association to not get the same reputation.
- Areas that the Association should be addressing through its planning are:
  - o Strong Downtown Advocacy (By taking on this task, the other organizations will receive less criticism and be freed to conduct other important activities throughout the City)
  - o Volunteer and Leadership Development (Necessary to build future human capacity)
  - o Downtown Business Education (Design regular meetings to have a component that will address issues that are important to the business community, thereby gaining their support)

- Organizational Issues (Membership development, volunteer training, budgets, long-term planning, and potentially a paid staff member)
- Grants and Multi-Year Donations (The Association is set up with full capabilities to buy, hold, and transfer property and funds)
- In all cases, the Association, as well as the other entities, should be working together for the good of all Downtown. Press releases should regularly be sent to the papers with positive items about this cooperation. Disagreements can, and should, occur but should also be dealt with inside the organizations at internal meetings. The attitude toward the Downtown in the public's eye is often very fragile.

### **C. Greater Caruthersville Chamber of Commerce**

At present, with most of the Caruthersville activity located in the downtown core, the Chamber can support downtown efforts without much criticism from the rest of its membership. To sustain the revitalization efforts however, the Chamber will need to continue this support and encourage the new downtown specific responsibilities for the Downtown Caruthersville Association. The Chamber can assist the Association with the startup of various programs and ultimately the Association activity will free the Chamber to conduct work throughout the City for other members. There may be some tension as the two groups will seek similar membership and resources, but eventually this tension will ease as the appropriate funding sources are created.

- As noted above, the Chamber and other entities, should always be working together for the good of all Downtown. Press releases should regularly be sent to the papers with positive items about this cooperation. Disagreements can, and should, occur but should also be dealt with inside the organizations at internal meetings. The attitude toward the Downtown in the public's eye is often very fragile.
- The Chamber should encourage the Downtown Caruthersville Association and help guide the downtown planning process so that leaders from the Chamber are represented on the Board.
- Comments were noted in the Downtown Business Owners Focus Group report that indicate there is a feeling the Chamber is only a social group and there is no support for existing downtown business development. This is likely a breakdown in communication of the benefits of belonging to the Chamber and the Board should develop an increased effort concerning Membership Development and marketing. These efforts should be community wide and involve regular business visits, ribbon cuttings, and concentrated education of membership benefits. These areas should be the Chamber's top priority.
- The Chamber governing Board and Director should review existing membership benefits and determine the effectiveness or potential to expand service or add new services. These programs should be identified as Chamber

initiatives, but if there is a downtown focus, the Chamber should work in cooperation with the Downtown Caruthersville Association to provide the service. Effective 'member benefit' building programs might include:

- Membership Directories and Mailing Lists
- Member-to-member cross promotional marketing campaigns
- Member group marketing campaigns
- Business education initiatives and "How-to" seminars
- Business networking
- Leadership development (in cooperation with DCA)

There can be a role for capital improvement fundraising activities for the Chamber, but the Board leadership should be careful about creating an attitude of the Chamber "Always looking for a handout". Fundraising should be a special circumstance and the Chamber should seek to provide more benefits through services.

- There may be some Chamber Committees that will overlap with Downtown Caruthersville Association committees or efforts. These areas of overlap should be reviewed to determine if the Chamber is in a better position to provide the community a service or the Association. An example is downtown held events. If an event is to be held in the Downtown, that event should ultimately be the responsibility of the appropriate Downtown Caruthersville Association committee, but receive support and assistance from the Chamber.
- The Chamber will need to let go of some responsibilities, events, or programs that a reenergized Downtown Caruthersville Association could provide. The Association should be empowered to guide downtown and will need to be an important organization to the downtown businesses, just as the Chamber needs to be important to all the City's businesses.

#### **D. Pemiscot County Port Authority**

The Pemiscot County Port Authority has a broader focus than just the downtown core, but has proven to be very valuable to the City of Caruthersville. The economic impact of the port is critical to the area as is the provision of the City Economic Development Director.

The services that the Authority provides are on a contracted basis and those services need to continue. The Authority should also pledge full support and resources to the Downtown Caruthersville Association and help guide the efforts so that it can ensure Board representation and assist with downtown specific responsibilities.

- Any contracted responsibilities that are downtown specific being provided by the Port Authority should migrate to become the responsibility of the Downtown Caruthersville Association. This would not have to occur immediately, but should be an initiative of the DCA as it seeks to enhance its services.

- There may be opportunities for the Authority to continue to be the revolving loan fund administrator, but as the DCA grows and matures, the Port Authority will need to understand the desire for this function to be controlled by DCA. This understanding and ongoing support should be the Pemiscot County Port Authority's priority.
- In the longer term, there may be opportunities for the Authority to serve some Community Development Corporation functions, but these activities will likely be located along the river and it will be important for a CDC to be formed that is focusing its efforts on the Downtown on a constant basis.

#### **E. Pemiscot County Commission**

The County Commission should maintain its level of advocacy and leadership for the region and demonstrate the importance of Downtown Caruthersville by also maintaining involvement in the revitalization effort.

- The County can be an effective participant in regional matters relating to the establishment of Pemiscot County as a regional hub in the Missouri Bootheel. As opportunities arise for larger developments or transportation initiative in the County, the Commission should play an active role.
- Any future improvements to the Courthouse should be pursued. The existing improvements are impressive and the County should seek to enhance the grounds and perhaps acquire surrounding property. All too often County offices have left the Downtown core and this void can have a very negative effect on Downtown activity and moral. Future improvements should seek to encourage visitors around the Courthouse and maintenance of the existing features is critical.

### **RECOMMENDED NEW ORGANIZATIONS (Long-term)**

#### **F. Downtown Caruthersville Community Improvement District (DCCID)**

The Downtown Caruthersville Community Improvement District will provide an extra level of public service to the DREAM Study Area. The DCCID will channel private sector energy towards the solution of public problems. The CID will work with the Downtown Caruthersville Association, the City, the Port Authority and the potentially new CDC to provide increased public financing resources resulting from private investment to meet the comprehensive objectives of the Downtown Revitalization Program. Funds generated by DCCID should be used for district marketing, administrative support, event promotions, infrastructure, Downtown beautification, and redevelopment of buildings.

The DCCID should contract with DCA to provide administrative and technical services for ongoing administration of the DCCID, but this will immediately require appropriate staff and training at to be available at DCA. At the outset the organization can share office space and services with another organization or government entity, but should eventually be self-reliant and located in the Downtown Study Area.

The DCCID 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 to the hosting municipality that includes:

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

The DCCID should designate itself as a public benefit corporation organized according to Ch. 355. The board of directors of a non-profit CID is organized in the same manner as other non-profits, according to Ch. 355. The organization can be funded by a property assessment or by charging fees from tenants, economic development grants, voluntary donations and municipalities may fund through grants or contributions.

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 DCA, any proposed Redevelopment Corporation or new CDC, and the Port Authority). It is recommended that the Board consist of seven (7) to nine (9) members. A political subdivision CID may be funded by levying a tax on property, charging a fee for a business license, or charging an additional sales tax. Initially it is recommended that the DCCID be funded utilizing a real property tax levy. In future years once density building has occurred and the sales volume in downtown Caruthersville has begun to improve, this organization can shift its funding source to or supplement funding with an added sales tax.

Funding provided by DCCID to DCA will strengthen the capacity of DCA to expand its marketing and promotion programs and materials, increase Façade Improvement program funding, and concentrate on retail and business attraction, specifically for the Downtown District. CID downtown greeters focused on assisting casino patrons and encouraging trips into Downtown could be a very compelling way to target that market and increase Downtown business activity. The CID could contract with DCA to provide this service.

#### **G. Caruthersville Downtown Community Development Corporation (CDCDC)**

The Port Authority may be able to fulfill some of the traditional Community Development Corporation roles, but it is possible that Downtown efforts will constantly be competing for attention from the greater area served by the Port. Should the downtown require better service, a Community Development Corporation should be pursued.

The CDCDC will be a downtown based non-profit corporation formed to conduct public benefit projects and other redevelopment activities. The CDCDC can take on many roles in the effort, including housing development and commercial real estate development. Economic development could be a focus, but the City currently contracts with the Pemiscot

County Port Authority for these services. The CDC is organized in the same manner as other non-profits, pursuant to Ch. 355 statutes. Membership of the organization will be made up mainly of participating banks but can include local businesses. Several of the banks are currently attempting CDC type activities, but there is not an overall effort to which they all belong. Funding for the CDCDC can be through donations, grants, and investment from members. With a multi-bank, CDC 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, as well as the DCA.

#### **H. Caruthersville Downtown Redevelopment Corporation (CDRC)**

If necessary, The Caruthersville Downtown Redevelopment Corporation could be formed at a future date as private activity is attracted. The Redevelopment Corporation will be a tool for stimulating construction of new housing and commercial development. If a Ch. 353 Redevelopment Area is established the CDRC would be able to utilize unique financial tools as well as be a driver in property acquisition. The CDRC should work closely with the CDCDC in spurring real estate development in downtown. The CDRC should be organized as a for-profit corporation, with limitations on earnings, pursuant to Ch. 353 statutes. Board members for CDRC should be represented by board members of CDCDC, the City, DCA, and other key stakeholders in downtown. Through the 353 abatements, problem properties should be able to be assembled and long-term asset growth realized for the corporation as the properties are improved.

#### **I. Downtown Events Committee**

Ideally, as activity picks up in the Downtown, a Downtown Events Committee will be needed and will provide a focus on developing, promoting, & hosting events specifically designed to enhance downtown business activity. These events should promote the Downtown's strengths and attempt to establish the core of the City as an exciting and vibrant area. The Committee of the DCA can take the time and personnel intensive tasks of hosting events away from the majority of the Association and allow concentration on other vital tasks. In the short-term, the DCA should be serving as the events committee.

## SECTION V

### CONCLUSIONS, IMPLEMENTATION AND FUTURE WORK

The interaction of the various organizations and the assigned roles and responsibilities of each particular organization will remain dynamic as progress is made. Initial roles and responsibilities will change as goals are met, projects are completed, new issues arise, and organizations accept more responsibility. Preliminary recommendations of the responsibilities and roles of the various downtown organizations and committees are listed in the **Appendix as Attachments 3-A and 3-B**.

The strength of a Downtown Revitalization Program is realized through unified collaborative action of the organizations toward agreed upon Revitalization Program goals and objectives. The leadership of the board of directors of individual downtown organizations controls, in great part the amount of collaboration between them. In order to attain a high level of cooperation, and agreement in goals and objectives, the boards should contain the same make-up (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 best use of limited board recruit resources. Board make-up should include a majority of private or downtown interests with public entity participation making up the minority. This helps to make certain that a downtown focus will be kept, and that the private sector is driving the effort.

The next step towards implementation of the Revitalization Program begins with strengthening the lead organization, the Downtown Caruthersville Association. Gathering willing and appropriate participants as the group's leadership will be the priority task for all of Downtown. Only then can the group consider the development and creation of goals, objectives, work plans, and the supporting committees and organizations required. Ideally much of this effort will be led by the paid 'Project Manager' as noted in the DCA bylaws. Consideration should be given to changing the bylaws to make this position an "Executive Director" and clearly define the job description. A sample job description is found in the **Appendix as Attachment 4**.

As the DCA reinvents its purpose and gathers steam, the additional work of goal development, bylaw creation or adjustment, mission and vision development will follow. These activities can be very exciting and should not get politicized or hijacked for the grandstanding of any individual organization or project, but should be promoted to the public at every opportunity. Some Board and Committee recommendations can be found in **Attachment 5**. For the organizations that may undergo changes in roles and responsibilities **Attachment 6** may provide some insight as to how groups handle organizational change.

Future DREAM Initiative work will assist in development and improvement of the various funding components, market analysis, and overall strategy development. Formation of these downtown organizations is the first step towards the development of a comprehensive Downtown Revitalization Program.

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# APPENDIX

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# Attachment 1

## Downtown 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?
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

**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?
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?

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:
  - h. The board
  - i. The officers
  - j. Executive director
  - k. The committees
  - l. Specific individuals
  - m. The membership
  - n. Combination of above
- 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?
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
- 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
- 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?

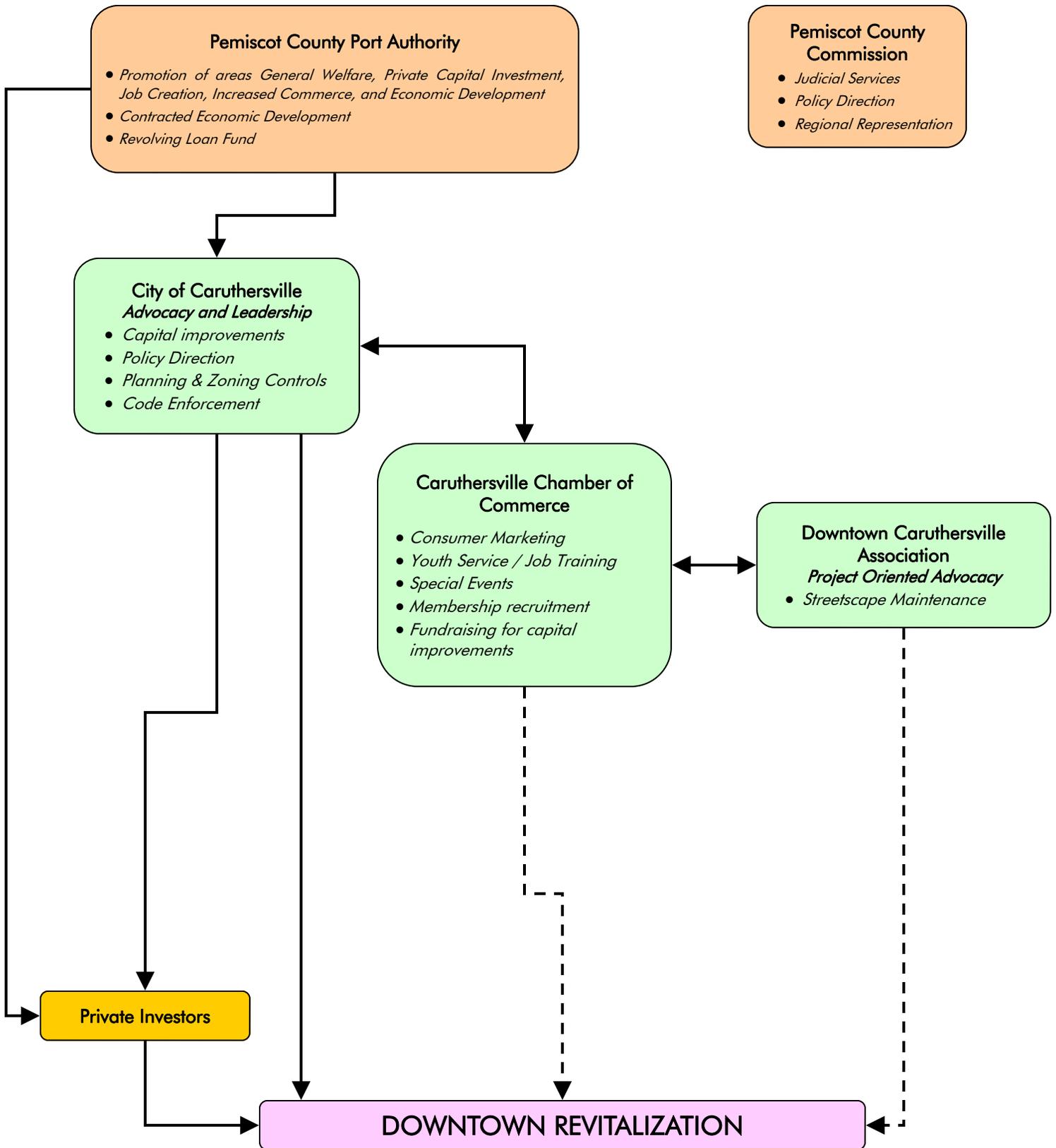
98. Does the organization network at the regional, state, national levels?

# Attachment 2-A

## Existing Downtown Organizational Structure



ATTACHMENT 2-A  
EXISTING DOWNTOWN ORGANIZATIONAL STRUCTURE



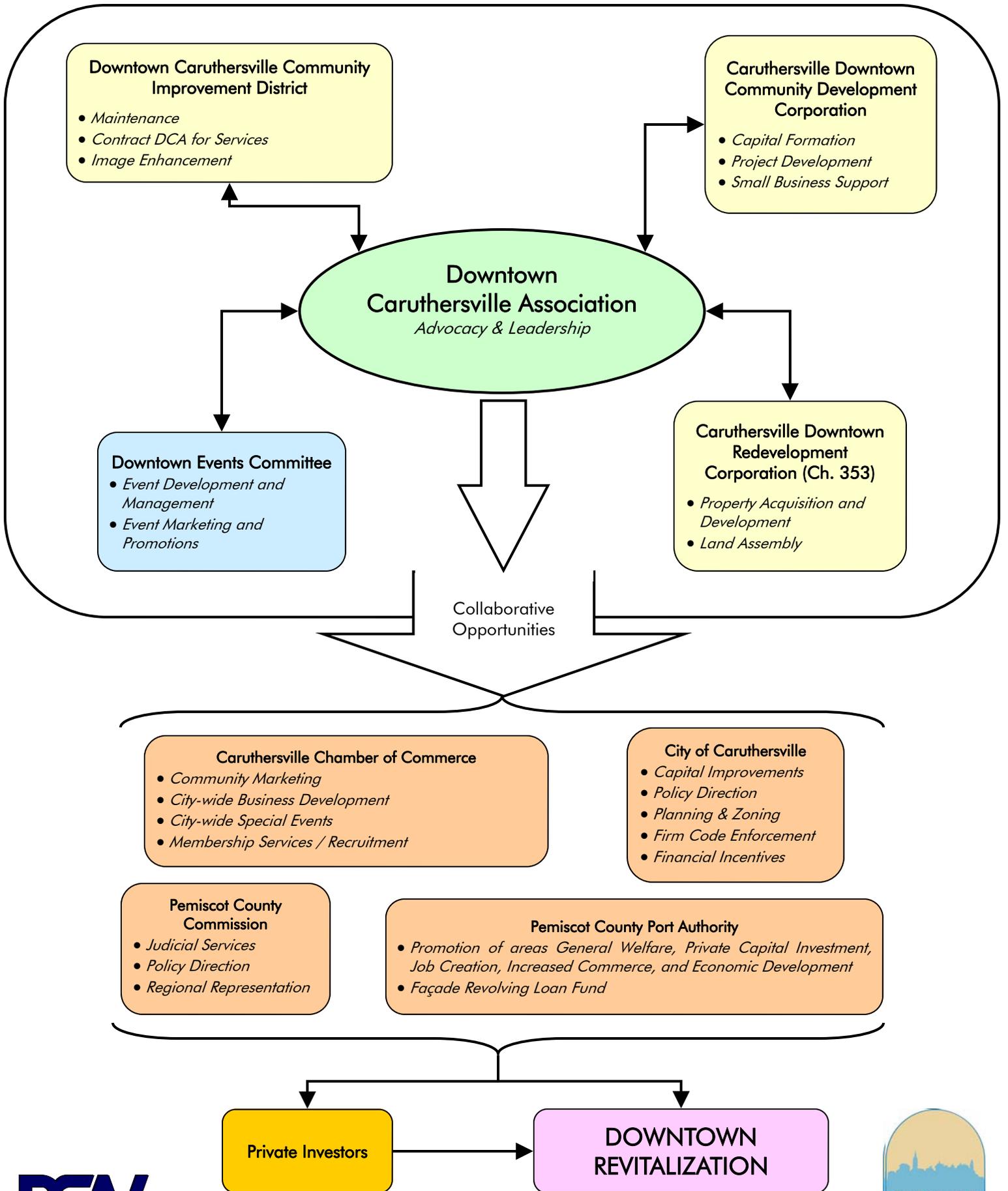


# Attachment 2-B

## Recommended Downtown Organizational Structure



RECOMMENDED DOWNTOWN ORGANIZATIONAL STRUCTURE





# Attachment 3-A

## Downtown Organizations and Responsibilities



### Attachment 3-A - Downtown Organizations and Responsibilities

Elements of a Successful Organization	Existing Organizations					Recommended Responsibility Changes or New Organizations				
	City of Caruthersville	Downtown Caruthersville Association	Greater Caruthersville Chamber of Commerce	Pemiscot County Port Authority	Pemiscot County Commission	Downtown Caruthersville Association	Downtown Caruthersville Community Improvement District (DCCID)	Caruthersville Downtown Community Development Corporation (CDCDC)	Caruthersville Downtown Redevelopment Corporation (CDRC)	Downtown Events Committee
Leadership	Essential Participant									
Management Characteristics	Essential Participant							Support Participant		
Board Attributes	Essential Participant							Essential Participant		
Forming Partnerships	Essential Participant	Support Participant			Support Participant					Support Participant
Community Involvement		Support Participant			Support Participant			Support Participant		Essential Participant
Organization Funding	Support Participant		Support Participant					Essential Participant		
Organizational Strategic Planning	Essential Participant				Essential Participant					
Project Planning and Facilitation	Essential Participant		Support Participant	Support Participant	Essential Participant			Essential Participant	Support Participant	
Business Attraction, Retention, and Expansion	Support Participant			Essential Participant		Support Participant		Support Participant	Support Participant	
Residential Development and Neighborhood Revitalization	Support Participant					Support Participant		Essential Participant	Essential Participant	
Downtown Advocacy	Essential Participant	Support Participant	Essential Participant	Support Participant		Essential Participant	Essential Participant			
Real Estate Development Body				Support Participant		Support Participant		Essential Participant	Essential Participant	
Direct Marketing						Support Participant	Essential Participant			Essential Participant
Special Events Planning	Support Participant		Support Participant			Support Participant	Support Participant			Essential Participant
Retail and Event Promotions						Support Participant	Essential Participant			Essential Participant
Safety, Security, and Beautification	Essential Participant	Essential Participant				Support Participant	Essential Participant			

Essential Participant

Support Participant



# Attachment 3-B

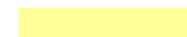
## Specific Downtown Issues and Responsibilities

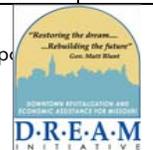


### Attachment 3-B - Specific Downtown Issues and Responsibilities

	Downtown Caruthersville Association	Downtown Caruthersville Community Improvement District	Caruthersville Downtown Community Development Corporation	Caruthersville Downtown Redevelopment Corporation	Downtown Events Committee	City of Caruthersville	Greater Caruthersville Chamber of Commerce	Pemiscot County Port Authority	Pemiscot County Commission
Infrastructure									
Streetscape Implementation									
Streetscape Maintenance									
Parking Lot Improvements									
Wayfinding Improvements									
Building & Historic Design Guidelines									
Façade Improvements & Funding									
Building Code Enforcement									
Safety									
Commercial Property Acquisitions									
Commercial Property Renovations									
Retail Attraction									
Merchant Education									
Retail Promotions									
Downtown Event Development & Promotions									
Tourism Marketing									
Transportation Enhancements									
Residential Development & Improvements									
Casino Visitor Relations									

 Essential Participant

 Support Respo





# Attachment 4

## Sample Job Description



## Attachment 4 Sample Job Description

### **Downtown Caruthersville Association Executive Director**

#### **Position Overview**

The Executive Director position requires an energetic, results-oriented professional eager to be the champion of the Downtown Caruthersville Association. The position will assume an increasingly responsible leadership and management role in the downtown organization which will lead the Downtown Revitalization Program. The ideal candidate will have the ability to manage complex projects, resolve issues, and work effectively with volunteers, public entities, private entities, the Greater Caruthersville Chamber of Commerce, the Pemiscot County Port Authority, and a diverse group of other stakeholders. Unification of the downtown groups involved will be critical and the Director will need to manage conflict and develop consensus. The Director will effectively and efficiently manage the use of limited resources available.

#### **Primary Duties and Responsibilities**

##### Leadership

- Charged with informing and educating the public through local media and marketing tools
- Bring focus and vision to the Downtown Revitalization Program and the Organization overall
- Ensure citizens and businesses have opportunities for input and involvement
- Form partnerships with the community and public and private enterprises in order to achieve revitalization goals
- Provide effective guidance for contracted work for various entities such as the future Community Improvement District
- Build grassroots community support for the Downtown

##### Downtown Advocate

- Act effectively as a downtown advocate, representing downtown in a variety of situations and addressing needs of constituents
- Facilitate communication and contacts between downtown stakeholders and government officials

- Respond to requests from businesses, citizens, and media in cooperation with other entities such as the Greater Caruthersville Chamber of Commerce or Pemiscot County Port Authority.

#### Organizational and Project Planning

- Responsible for aligning organizational resources towards achieving Revitalization Program vision
- Take lead in strategic planning of the downtown organization as well as the overall Downtown Revitalization Program
- Utilize resources and overcome obstacles in facilitating completion of goals and objectives

#### Management

- Assume a variety of administrative and operational duties including staff supervision, budget preparation, grant application and administration, developing and implementing work programs, and evaluating and entering into contracts for services
- Attend all board and committee meetings as well as appropriate government meetings

#### **Job Requirements**

- Creative, entrepreneurial self-starter, capable of working independently
- Diplomatic, able to work with a variety of people
- Excellent oral and written communication skills
- Five or more years experience in one or more of the following areas: architecture, business administration, downtown management, economic development, finance, historic preservation, planning, public administration, public relations
- Excellent organizational and administrative skills
- Strong computer skills, particularly internet, email, word processing and spreadsheet applications

# Attachment 5

## Board and Committee Recommendations



## Attachment 5

### Board and Committee Recommendations

#### GENERAL OPERATING RECOMMENDATIONS:

- **Boards and committees should annually review their mission statement to make sure that it clearly states what their mission is in 25 words or less, is clearly written in easy to understand language, and is something that is easy to articulate.**

Far too often mission statements are written in a clumsy fashion, often in legal language, and are of very little use to the organization. Frequently mission statements are filed away with the bylaws and are seldom used. The purpose of a clearly written, updated mission statement is to be able to have an organization use it in its public relations, in its communication with its board and its committees, and with the public in every way that it can.

- **The board of an organization should also carefully review the existing committee structure and membership to see if all committees are necessary, properly staffed, oriented on group goals, and supplied with the proper organizational resources.**

Any new goals required to attain the mission may mean that new committees need to be established.

- **Boards and committees should also annually review, establish, and publish their goals for the future.**

The board needs to establish both short-term goals (one or two years in length) and long-term goals (three to five years in length or more) for itself. A strategic planning committee should be established with members from the board and/or with each of the organization's committees for the purpose of establishing these sets of goals. Committees should meet to form their own goals so that their actions will complement the Board or other Committee's actions.

A voluntary community organization, board, or committee needs to be able to transfer its goals from board to board, from year to year. There is a tendency to rely on the leadership, enthusiasm, or charisma of a president or chair and achieve only the individual goals set for that year. Then, under a new president, the organization shifts in a different direction.

Leaders have difficulty in mobilizing a community organization around goals articulated by one or some of its members. It is much more effective when a group sits down at least once a year and articulates and votes on their goals together. Group goals can then be carried forward year after year regardless of who the office holders are.

Often the goals of an organization are implied or assumed but are not explicitly written and clear. Goals also need to be written in terms that are clear, measurable, and objective so that it is more readily obvious when and if the goals are being accomplished. (Example: To raise \$5,000 for capital improvements within twelve months.)

- **Boards and committees need to indeed be functioning, meeting regularly, communicating with other committees and carrying through with goals and objectives.**

When a given committee is working in cooperation with another committee it must be clearly understood by all members and the Board which one of the committees is the lead committee and which one is the support committee. Many organizations get into difficulty because they have not clearly established which of several committees is taking the lead in monitoring the progress on a given organizational goal.

- **Effective leadership does not happen by accident, but must be identified, recruited, and developed.**

Constant communication and involvement with all members will usually offer clues to where the leadership potential lies in an organization. Leadership positions require delicate handling. If

the leadership position of a board or committee has a one-year term of office it may result in revolving door leadership. On the other hand long terms with officers staying in the position too long do not allow for the fresh input of new officers.

Usually leaders are of the minority group that does the majority of the work. Leaders need to be challenged, empowered, and recognized constantly. A good leader usually walks a fine line between productivity and 'burnout'.

Leaders must be able to properly deal with power struggles in the open and be effective in getting hidden agendas on the table so that they can be dealt with at the board meetings. A meeting is the proper place for power struggles and hidden agendas to be dealt with rather than either before or after the board meetings are over. A leader can't just run an agenda, but has to be able to make difficult decisions.

- **A board and committee should follow its leader, but be diverse enough in its composition to effectively consider a broad selection of alternative ideas.**

The board itself should represent diverse points of view from the community and represent diverse geographical representation of the municipality. The board should encourage different points of view in discussion. Without debate decisions may represent superficial agreement rather than having covered the more difficult and underlying issues.

- **Agree to disagree - It is expected that people will have different ideas and conflict with each other from time to time, but it is important that board members basically get along well with each other in spite of their differences.**

It is natural for board or committee members to have different points of view and therefore conflicts, but the organization must make sure that people are not voting on their own self interests, but for the good of the group. Conflicts of interest, whether real or perceived, must be minimized and avoided if possible. The

integrity of the voting members of a board or committee is called into question where clearly they would benefit from the vote, but are not being up-front about their stake in the matter. A policy for handling such matters should be developed.

- **Board and committee members must set an example for other members by being active and engaged to drive the organization forward.**

Most volunteer work occurs between the meetings. Members who agree to serve in a leadership capacity have to understand and encourage this behavior.

Agendas and minutes are important communication tools to capture the actions that occur at meetings. It is important that decisions made at meetings are really understood by all of the members and responsibilities are understood for given tasks.

A process should be developed whereby results of activities are reported, whether positive or negative, and the board or committee can then apply further consideration, action, or reassignment of tasks if necessary.

- **It is important that efforts are made to fully utilize both board members' and general membership's talents.**

It is rare that an organization fully capitalizes on the talents of its members. An effective system for recruiting volunteers for specific needs must be developed. Often in volunteer organizations there is a tendency to 'settle' for the warm body that will take on a task, when a volunteer more suited to the task may go overlooked. It can be difficult to express that a volunteer isn't 'right' for a certain job, but sometimes productivity can be added by subtraction. Again, constant communication with members is critical.

- **Respect the volunteers time.**

Due to the nature of a volunteer organization, where people are giving up their time to work on matters of mutual concern, it is important that everyone is able to enjoy the work in which they are involved. Satisfaction of a job well done is often their only paycheck. Acknowledgment for contributions plays an important role in volunteer work, especially in view of the fact that these are principally activities being undertaken by people apart from their paid employment. Those involved in the process are motivated by emotion, passion, financial returns and many other unique and personal reasons. Contributions should be verbally acknowledged during meetings and, from time to time, in the organization's newsletter, press release, or at the annual meeting.

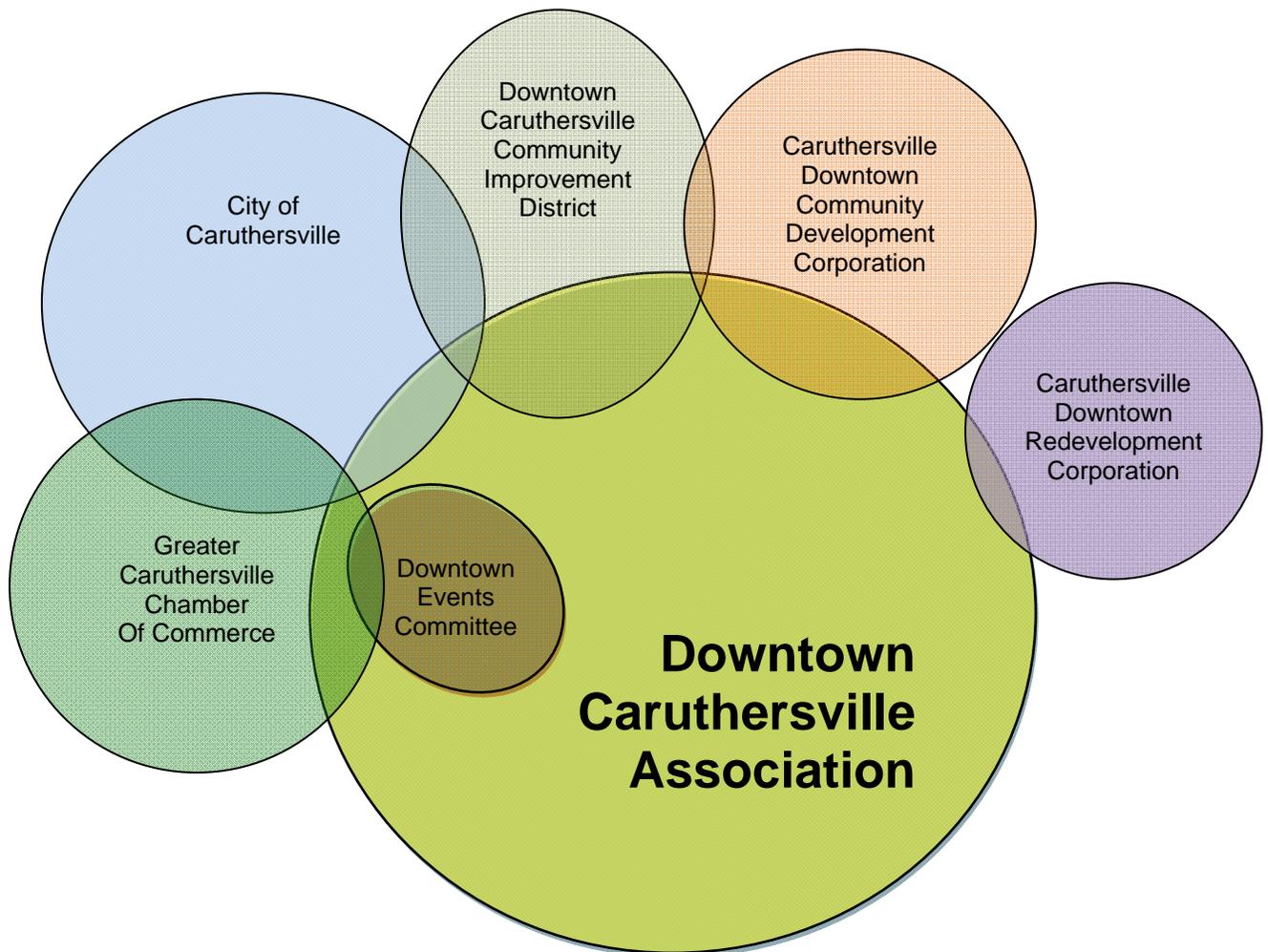
Meetings can, and should be, fun! Organizations with participants that do not enjoy their meetings have greater problems with attendance, retention, and task accomplishment.

Community organizations are dependent on many people acting together to be effective and suffer more difficulties when only a few people are, or are thought to be, responsible for leading the community organization in its efforts to accomplish its mission.

## SPECIFIC RECOMMENDATIONS FOR CARUTHERSVILLE:

- **Caruthersville Organizational Relationships:**

The individuals that serve on the various organizations proposed for Caruthersville should have the following relationships if possible:



As each group matures or develops its work plans, the above diagram may change. It is meant for reference only to strive for interrelationships between the groups to take advantage of a smaller group of people being involved in the revitalization effort.

- **Potential tasks for the Downtown Caruthersville Association Executive Director:**
  - Search for foundation grants for operating expenses
  - Schedule a Board & Staff retreat
  - Communicate & implement retreat outcomes
  
- **Retreat Outcomes should consist of:**
  - Establishment of overall goals and needed committees
  - Develop committee goals and oversight to keep committees on task to achieve their goals
  - Plan for membership dues, launching a contribution campaign, and/or other ways to obtain multi-year donation commitments
  
- **Formation Committees:**
  - The Downtown Caruthersville CID should be addressed as soon as possible as this is a critical step to develop a funding stream to support the operations of the DCA. The City should take the lead with assistance from DCA and other interested groups. This step will establish an added sales tax so it is critical to allow enough time for community education and outreach. The area to be designated needs to be identified, analyses developed, business and property owners contacted and convinced, and petitions circulated.
  - The formation of a downtown CDC could come next.
  - Finally the for-profit Downtown Redevelopment Corporation can be addressed in a similar manner. Although this group may not need to be created immediately, the DCA should be prepared for its eventual creation.

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# Attachment 6

## The Nature of Organizational Change



## Attachment 6

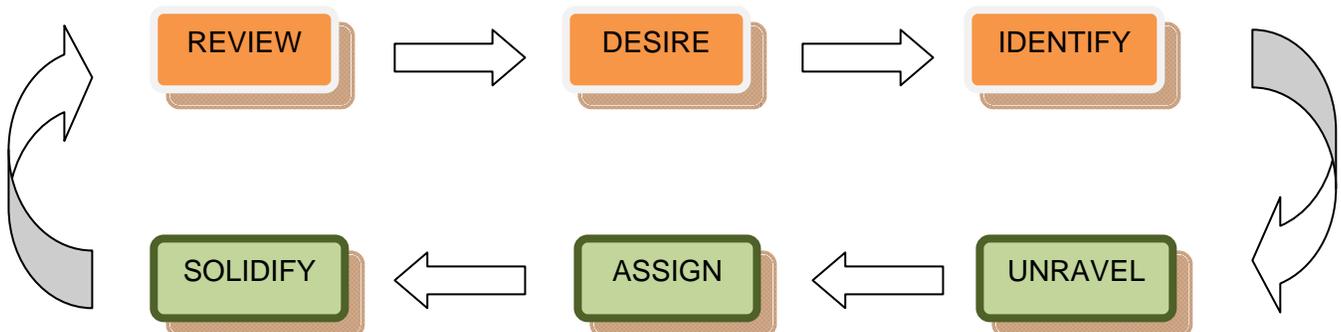
### The Nature of Organizational Change

There is constant pressure on organizations to adapt to the changing conditions of their marketplace. This pressure may be external or may come from within, but cannot be avoided. The challenge for downtown revitalization oriented organizations is adapting to these pressures while maintaining the work program required for revitalization advancement.

Each group involved with the downtown will have a unique set of factors that will drive its changes and each group will also respond in its own way. Effective leadership will be required to guide the groups to a harmonious and effective solution.

#### Attributes of Change:

- Change is inevitable and does not discriminate
- Organizations that prepare for change will change more smoothly
- *Micro Changes* are focused on the individual and are common
- *Organizational Changes* are throughout the structure and involve reassignment of roles, reporting, and responsibilities
- *Macro Changes* are shifts of a complete and total nature
- Some changes will be more than one of the above
- Change is a process whereby the leadership of the organization desires to change, identifies the changes, unravels the old ways, assign the groups the new roles and responsibilities, and allow the structure to solidify before further review



**Review:**

The review step is the component where the pressures for change are monitored and recorded. This step needs to be well documented to provide the necessary reasons for changes made in later steps. This step is an honest look at the successes, and consequences, of the current organization. As the review data is analyzed, any desires to change will become clear.

**Desire:**

Desire is absolutely critical to effect change. From within the groups a champion or sponsor should emerge that will publicly support the effort and commit resources and attention to seeing the change through. This individual or group should work to unite the affected organizations and demonstrate the shared reasons and vision for the change.

**Identify:**

It is important, at this point to move into the identification step. Too often groups jump into action without proper planning and at the earliest scrutiny these actions fall apart as they have no substantive planning methodology to support them. Commitments should be obtained from the organizations and downtown stakeholders as the shared vision emerges.

It is also important to learn the motives of the key stakeholders, interested volunteers, and potential opponents to the change effort.

**Unravel:**

This will be a difficult task, but careful attention to the details involved in the earlier steps should help the effort.

The personal benefits of the changes, ("What's in it for Me?"), will need attention and promotion. On an individual level, the support for the changes will be decided by how difficult it will be to resist the changes. This is an important consideration.

The new roles and responsibilities must be very clear. Communication and understanding must occur effectively and timely. There will be a tendency to shift any responsibility for failures onto the new structure and this must be overcome.

**Assign:**

As new tasks and roles are assigned, distrust will grow. There will be questions by the individuals who desire to be the victims of the changes rather than participants. The leaders of the change effort and the champion group or individual, will come under scrutiny. The leaders will have to communicate clearly and honestly. The leaders cannot take the oppositions comments personally but should instead continue to promote the reasons why the change is important to the downtown.

Active volunteers that demonstrate the initiative to help guide the change should be encouraged. These individuals can be the examples for others to enhance their support and will have the ability to infuse the organization with their own opportunities for growth and development.

### **Solidify:**

As the new roles and responsibilities are adapted to, an environment of trust must be built, both among the organizations and with the public. This will take time. It is critical that all groups present full support for all the other groups. Conflicts will occur, but should be discussed as objectively as possible at Board Meetings. Conflict needs to be managed in a constructive way. Avoidance or denial of the issue is not constructive and only bolsters the dissent.

Some groups will feel they need to fight for their very existence, when what they are being asked to do is to play a different role in downtown. Potentially that role could be more important than the current role, but that will depend on the desire of that group to be involved in the changes needed.

These issues may not be apparent at first. The structure will need some time to develop and the leadership must pay careful attention to address the problems that arise. Swift action may mean the difference between a total loss of support or just a needed review meeting.

As the structure stabilizes, it will be important to have honest, ongoing review sessions. This review may lead to new changes.

Change will create conflict. The leaders involved need to enter the process with the knowledge that most people will resist it, that any that support it are involved because of their own motives, and that the leadership itself will come under scrutiny. If the change is based on a solid review of existing conditions, related to the core values and efforts of the downtown revitalization efforts, and is promoting personal benefits to the involved organizations and individuals it stands a better chance at being an effective change.

There will be barriers to change. New responsibilities must not only be taught, but constantly reinforced and the individuals involved held accountable. Those resistant to changes may simply attempt to ignore the new structure and hope it goes away. Leadership must be focused on the long-term vision and willing to take on the responsibilities of leading the changes. Expectations must also be realistic and flexible.

## Specific Roles for Downtown Organizational Structure Change:

There are a few roles that are typical in downtown organizational structures. Some groups or individuals will fall into more than one role. Everyone involved should seek to understand their responsibilities.

Cities tend to be sponsors as they are given legislative power over the geography of the downtown. A City government must understand the needs of downtown to effect any changes in its organizational structure. A County Commission may play a part in being a sponsor.

It is possible that a Chamber of Commerce will be strong enough to play a sponsor role. This will come about only if the City Government has relinquished its role in downtown and this is not an effective structure.

### **SPONSORS**

This group has the power to influence the change to occur. It provides support, resources, and legitimacy.

The Champion of the change effort will likely come from this group.

The downtown organizational model has at its core a facilitation group responsible for the Downtown Revitalization effort, and is therefore responsible for any organizational structure changes required to sustain the revitalization effort.

In addition to the recommended 'umbrella' organization, other groups such as City Council Committees, Chamber Boards, Incentive Districts, and others may fill facilitator roles.

### **FACILITATORS**

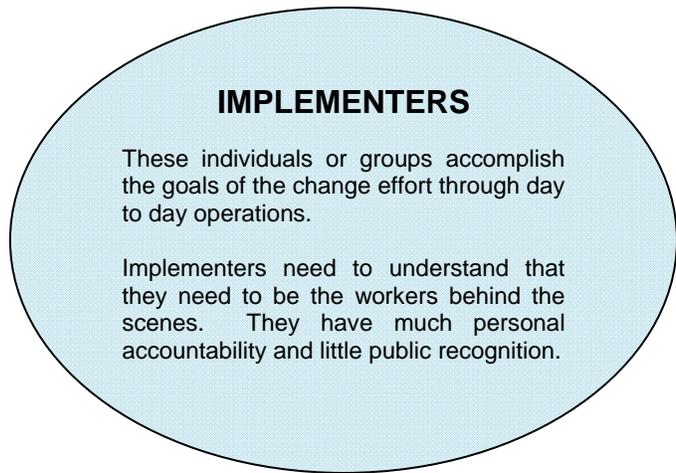
The individual/s responsible for causing the required work programs to be adopted that will affect the changes.

The umbrella downtown oriented non-profit recommended organization is in this group.

The implementers are the groups or people who actually conduct the effort of change. In a downtown this will likely be a City Staff person such as an Administrator, Planner, or a Development Director.

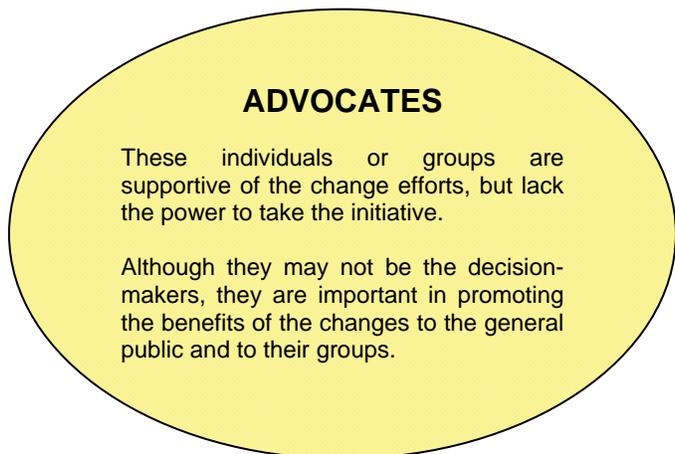
Executive Directors, Presidents of the Chamber, and Committee Chairs will also help to fill this role. There should be many implementers.

These individuals will also be the analysts as to the effectiveness of the changes occurring. It is critical that these implementers are honest about their reviews as they report to the sponsors and facilitators.



Advocates to downtown changes can be identified throughout the organizational structure and will be helpful in sustaining a broad base of support and momentum.

Business and property owners, periphery organizations such as libraries and museums, newspapers, school boards, colleges, and other City Departments are examples of advocates.



Effective leadership and desire will need to be in place at all levels of a downtown's organizational structure to adjust roles and responsibilities among groups and individuals. Knowing the process and traits of organizational changes should help those leaders bring about a smoother transition to a more effective structure. The rural downtowns of today face so many challenges, that an ineffective leadership structure can be disastrous.

