

ORGANIZATIONAL STRUCTURE REVIEW

EVALUATION FINDINGS AND PRELIMINARY
RECOMMENDATIONS

CITY OF HERMANN, MISSOURI

June 2009



D·R·E·A·M
I N I T I A T I V E

ACKNOWLEDGMENTS



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

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

Successful revitalization depends on a variety of components including:

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

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

1. Encouraging the sustainability of existing organizations that are effectively carrying out the Downtown Revitalization Program,
2. Revamping, or changing, an existing organization to achieve the objectives of the Downtown Revitalization Program, or

3. Establishing new organizations (sometimes replacing one or more ineffective, existing organizations) to complete the Downtown Revitalization Program.

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

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

SECTION II

EXISTING ORGANIZATIONS AND REVITALIZATION EFFORTS

A prerequisite of DREAM Program selection requires that a city demonstrate broad community-wide support for the revitalization of downtown. Hermann residents, businesses and political leaders all speak of the importance of a vibrant downtown. And as such there are a number of organizations and interested parties involved in efforts to revitalize downtown Hermann. To be discussed in Section IV, there is a need to increase and enhance the organizational structure for the anticipated future growth and development of the Downtown Revitalization Program. The following is a description of the organizations affecting Downtown and their current roles in supporting the Downtown Revitalization Program.

Currently there is no single, pronounced lead downtown organization involved in spearheading a Downtown Revitalization Program (the “Program”), the Chamber of Commerce and the City of Hermann act in concert in Downtown Revitalization efforts. The City and several ad hoc committees, operating mainly through the Chamber of Commerce work toward Downtown Revitalization. Providing additional direct or indirect support to Downtown are the Hermann Entrance Committee, Schiller Street Merchants Association, and the Hermann Arts Council.

A. Hermann Area Chamber of Commerce

The Chamber is an independent membership-funded organization whose programs involve small business assistance, regional marketing, business advocacy, and events planning and promotion. The Chamber is committed to Downtown revitalization and provides resources and expertise towards that end. Additionally, the Chamber is a Downtown property owner, located on Market St. and houses the Hermann Visitors Center.

The Chamber’s role as the broader community representative entails a wider mission, goals, and objective than those specific to Downtown’s revitalization. The Chamber operates a number of committees in the community, including the Events Committee. The Events Committee supports events community-wide, and has broader interests than only Downtown.

The Chamber of Commerce has taken a proactive role in efforts to revitalize Downtown and commissioned a Downtown Redevelopment Plan in 2005. The Chamber formed a committee to focus on Downtown and began to adopt the Main Street approach to downtown revitalization.

B. City of Hermann

The City has an important role to play in all aspects of revitalization, in particular: building code enforcement; solving zoning conflicts; financial assistance; and implementing building and streetscape design standards. The City increased its own “organizational capacity” to address Downtown’s unique issues and needs through the hiring of an Economic

Developer and Tourism director, as well as participation in the Americorp Vista program resulting in two volunteer positions for three years. This attention has translated into development and private investment in Downtown.

The City has worked hard at committing finances to Downtown as well through infrastructure improvements and special projects, such as the establishment of a “quiet zone”. Currently the City has not placed in service a dedicated tax revenue allocation process for continuous reinvestment in the Downtown as it must balance community-wide needs with those of a Downtown’s aged infrastructure.

C. Schiller Street Merchants Association (“SSMA”)

The SSMA is an ad hoc organization comprised of Downtown businesses for the purpose of marketing and promoting the Downtown area as a destination for commercial activity. The SSMA has no staff and relies on volunteers to conduct marketing activities. Currently the organization consists of a few very active merchants and is working to include more merchants in its activities and management.

D. Dierberg Educational Foundation, Inc.

The Dierberg Educational Foundation, originally formed as the Dierberg Operational Foundation in 2005, operates as a 501(c)(3) corporation. The foundation provides an important tax-credit vehicle for downtown revitalization projects targeting the Gutenberg Corridor and environs. Through the Foundation Mr. Dierberg has accomplished many major development and redevelopment projects in the Gutenberg Corridor and environs. Additionally, many more projects are planned for that area which will ultimately completely transform the landscape of that side of Downtown as well as increase the “product” offerings of Hermann.

E. Historic Hermann Inc.

Historic Hermann Inc. was founded in 1952 in order to preserve the German School Museum as well as promote German heritage through promotions, events, and education. The Museum is located in Downtown Hermann and continually works to improve its viability as a centerpiece of Hermann’s German heritage. Additionally, Historic Hermann Inc. is an active participant in Downtown revitalization efforts and serves as a conduit for tax credits.

F. Landmarks Commission

The Landmarks Commission was created to implement the Historic District Regulations of the City. The commission is responsible for identifying and preserving the historic and architectural characteristics which represent the City’s history. The commission reviews rehabilitation and development projects that are located within the Historic District boundaries.

SECTION III

ELEMENTS OF SUCCESSFUL ORGANIZATIONS AND REVITALIZATION EFFORTS

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

A. Leadership

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

B. Management Characteristics

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

C. Board Attributes

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

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

F. Funding

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

G. Organizational Strategic Planning

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

H. Project Planning and Facilitation

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

I. Business Attraction, Retention and Expansion

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

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

J. Residential Development and Neighborhood Revitalization

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

K. Downtown Advocacy

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

L. Real Estate Development Body

Successful Revitalization Programs include a real estate development body that encourages private investment in real estate. There are many ways to aid real estate development including land assembly, preparing property for development, financial assistance, and

tax incentives. Many successful Revitalization Programs create a catalytic development firm to develop initial projects that market and consumer research shows have potential demand, but at higher than acceptable market risk. Through these initial projects the organization demonstrates to the development community and investors that downtown development is both feasible and profitable.

M. District Marketing

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

N. Special Events Planning

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

O. Retail/Event Promotions

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

P. Safety, Security and Beautification

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

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

SECTION IV

RECOMMENDED ORGANIZATIONAL STRUCTURE DEVELOPMENT & ENHANCEMENT

Hermann's Downtown "organizational structure" has several entities involved in the City's evolving Downtown Revitalization Program. As such, the current "organizational structure" has established a foundation for incorporating some of the elements of successful organizations and revitalization efforts described in Section III. However, there are many elements that are not currently being addressed, or have not been historically needed, which may become important features of the Downtown Revitalization Program. The evolving needs of a Downtown Revitalization Program require increased "organizational structure capacity" to address these elements in the future. What is important is that the community has the necessary components: a proactive business community, grassroots support, and a dedicated local government to create the critical mass needed for a successful Revitalization Program. In addition, several of the existing organizations could increase their own capacity to support the Downtown Revitalization Program through growth, collaboration, planning and increased financial resources.

In addition to these new organizations there will need to be other committees and efforts made. A successful downtown requires an Events Committee which can be formed as a subcommittee of the Hermann Area Chamber of Commerce Events Committee. Also, an Economic Development Committee for downtown should be created. All of these organizations and committees will work together, as well as collaborate with other interested groups, including the Downtown Historic District, Chambers of Commerce, the City of Hermann, Schiller Street Merchants Association, Hermann Arts Council, and various State and Federal agencies under the lead Downtown Hermann Coalition. Additionally, the funding necessary to sustain these organizations will be addressed in more detail in the Financial Assessment Review component of the DREAM Initiative.

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

RECOMMENDATIONS FOR NEW ORGANIZATIONS

These recommended new entities focus primarily on providing Downtown with a unified direction and expanding financial capacity of the Downtown Revitalization Program. A number of new organizations, as illustrated in **Attachment 1 in the Appendix**, with specific purposes must be pursued in order to better position the Downtown Revitalization Program to incorporate all of the elements of successful organizations and revitalization efforts in Section III. The organizations should include a non-profit corporation leading the effort, providing the downtown community as a whole with advocacy and leadership. This lead organization will be supported by two additional organizations:

1. A community development corporation whose roles is to spur real estate development as well as provide financial support to the lead organization,
2. A community improvement district to bring the necessary services to downtown, as well as provide financial support to the lead organization.

Board membership for the new organizations should be represented by existing Board Members from other key organizations involved in Downtown in order to ensure continuity of planning, policy, and administration of the Downtown Revitalization Program.

A. Downtown Hermann Coalition

The Downtown Hermann Coalition (“Coalition”) should be a private, non-profit corporation designed to encourage broad community support as well as lead the Downtown Revitalization Program (the “Program”). The Coalition will be responsible for advocacy on behalf of the downtown community and the promotion of its members’ interests. It will act as the leader of the Program, rallying volunteers, gathering resources, and pressing for progress. In order for the organization to function as intended it will require a full-time manager to oversee operations and if possible a support person to handle administrative duties. The manager of this organization is instrumental to the Program as they will be the point person, community liaison, and motivating force of the Program.

Membership should include a wide array of residents and businesses interested in downtown revitalization. Membership will not be restricted to the Downtown business owners and Downtown residents, but extend to the surrounding neighborhoods. The board of the organization should be comprised by public and private entities. The board should consist of 7 to 13 people potentially drawn from the following organizations:

- Hermann Community Development Corporation,
- Hermann Community Improvement District,
- Schiller Street Merchants Association,
- Downtown Hermann Events Committee,
- Downtown Hermann Economic Development Committee,
- Downtown Historic District,
- Hermann Arts Council,
- Hermann Chamber of Commerce,
- City of Hermann,
- Downtown Hermann Business Owners, and
- Downtown Hermann Residents.

It is very important that the City is a partner in the Program and shares in responsibilities; however, the Program must be driven by the private sector. Efforts from the private sector ultimately determine the Program’s success or failure.

The organization should be formed pursuant to the Missouri Nonprofit Corporation Act, MO. Rev. Stat. chapter 355, as amended, and should also comply with IRS non-profit regulations. Funding for the Coalition is available from numerous sources including grants, membership fees, donations, fundraising, and contracting for services (e.g. from

the DHCID). Identification of fee structures for membership-based organizations will be covered in greater detail in the Financial Assistance Review component of the DREAM Initiative.

B. Downtown Hermann Community Development Corporation (“DHCDC”)

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

C. Downtown Hermann Community Improvement District

The Downtown Hermann Community Improvement District (DHCID) will provide an extra level of public service to the area through an added tax, assessment, or fee. The DHCID will channel private sector energy toward the solution of public problems. The DHCID will work with the Coalition and act as the ombudsman between downtown citizens, businesses, daytime workers, stakeholders, and the community at large. Additionally, the organization should provide district marketing, retail promotions, help improve local business practices, and assist with downtown beautification. In order for the organization to function as intended it will require a full-time manager to oversee operations and a support person to handle administrative duties. At the outset the organization can share office space and services with another organization or government entity, but should eventually be self-reliant.

It is recommended that DHCID contract with the Coalition to provide administrative and technical services for ongoing administration of DHCID (note this will require staff time from the Coalition but also provide needed financial support to the Coalition). Essentially, the funds provided by DHCID to the Coalition will strengthen the capacity of the Coalition to expand its marketing and promotion programs and materials, increase funding to support the Downtown capital improvement programs, and concentrate on retail and business attraction.

By using the economic activity created by businesses to generate special district tax revenue in the Downtown area, this district financing tool will provide a much needed resource to begin a capital improvement program, strengthen the Coalition’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 DHCID 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.

The DHCID 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:

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

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

D. Downtown Hermann Business & Economic Development Committee

A new committee should be formed to address specifically the economic development needs of downtown. This committee should include members from the DHCDC, Coalition, Chamber of Commerce, City of Hermann, and Schiller Street Merchants Association. Not only will the committee be responsible for general business development, it will be charged with downtown retail development. Retail development should encompass the majority of the work for the committee as this is the most pressing need for downtown.

E. Downtown Hermann Events Committee

The Downtown Hermann Events Committee will be responsible for downtown event marketing, development, and promotions. The Downtown Hermann Events Committee should include members from current event committees and leadership from the new downtown organizations. It should be a collaboration of the Chamber of Commerce, the Coalition, Schiller Street Merchants Association, and the City of Hermann.

RECOMMENDATIONS FOR EXISTING ORGANIZATIONS

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

F. Hermann Arts Council

The Arts Council, while not a direct driver in the Downtown Revitalization Program, can provide additional support to the Downtown Revitalization Program. The Arts Council works to enrich, enhance and nurture communities through Arts programs. These programs and their outcomes are often effective economic development partners. The Arts Council should continue to work toward improving the quality of life for the community by adding to the unique sense of place which is inherent in a successful Downtown.

G. City of Hermann

The City of Hermann is an essential component of a successful Downtown Revitalization Program. City involvement illustrates local government commitment and increases the likelihood of broad citizen participation. The City should assist in the development of all necessary political subdivisions and districts as well as participate in the appropriate boards. However, efforts should be made to avoid politicizing the Revitalization Program. The City will have an important role to play in all aspects of revitalization but particularly in building code enforcement, solving zoning conflicts, financial assistance, and implementing building and streetscape design standards.

The financial commitment by the City to support capital improvement projects should continue and exceed the current level of activity. The City’s recent commitments have leveraged significant Public and Private resources, and 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 be considered. It is recommended that the City take the lead initiative, in collaboration with key stakeholders, in educating and informing the Downtown community, and community at large, about the benefits of establishing the Downtown Hermann Community Improvement District and the Coalition.

The additional capacity that the Americorp Vista positions provide should be used to complement the downtown activities resulting from the DREAM Initiative. These positions could potentially be used to begin the Coalition and/or help start the formation process of the other recommended structures.

H. Schiller Street Merchants Association (“SSMA”)

The Schiller Street Merchants Association should expand to welcome all merchants in the Downtown. The SSMA should play a larger role in promoting improvements to the Downtown business environment, specifically the retail business climate. One step that the SSMA can take to improve their standing would be to organize the effort into a non-profit corporation. Once organized the SSMA can more effectively become the “lead” entity for the downtown merchants. Additionally, this role will help the organization to recruit additional members and become more representative of the Downtown retail community.

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 2-A and 2-B**.

The strength of Downtown Revitalization Programs 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 composition 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 toward implementation of the Program begins with gathering willing and appropriate participants to organize the Downtown Hermann Coalition. The Coalition will be the lead downtown revitalization organization and, once formed, can then assist with the development and creation of the supporting organizations and committees. A sample job description for the Executive Director position leading the Downtown Hermann Coalition can be found in the **Appendix as Attachment 3**. This job description can also be used to give direction to the future Vista Internships in the future. Additionally, after creating the Board of Directors for the Coalition the foundation will be laid for the remaining boards. As soon as the Coalition is formed attention should be turned to the creation of the supporting organizations and committees. Special "Formation Committees" can be developed for this sole purpose. Additional work will include development of organizational goals, bylaws, mission, vision, etc. for the various organizations and committees. Assistance in evaluating these organizational guidelines can be found in the **Appendix as Attachment 4**. 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 toward the development of a comprehensive Downtown Revitalization Program.

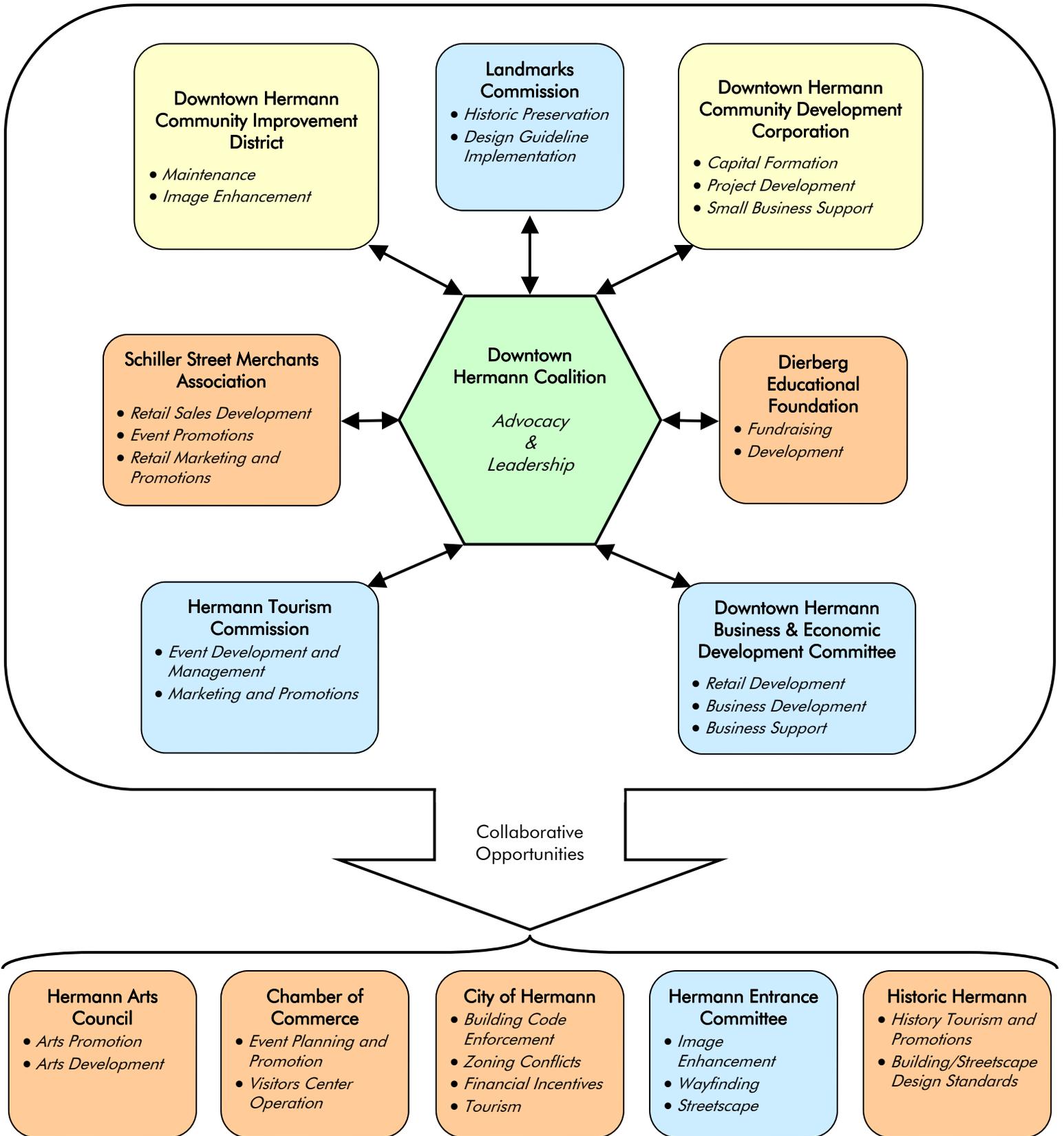
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APPENDIX

Attachment 1

Organizational Structure Flow Chart

ATTACHMENT 1
RECOMMENDED ORGANIZATIONAL STRUCTURE



Attachment 2-A

Downtown Organizations and Responsibilities

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Downtown Organizations and Responsibilities

Elements of a Successful Organization	Downtown Hermann Coalition	Downtown Hermann Community Improvement District	Downtown Hermann Community Development Corporation	Dierberg Educational Foundation	Downtown Hermann Events Committee	Downtown Hermann Economic Development Committee	Schiller Street Merchants Association	City of Hermann	Hermann Arts Council	Chamber of Commerce	Hermann Entrance Committee	Landmarks Commission	Historic Hermann
Leadership	Essential Participant							Support Responsibility		Support Responsibility			
Management Characteristics	Essential Participant	Essential Participant											
Board Attributes	Essential Participant	Essential Participant	Essential Participant	Essential Participant									
Forming Partnerships	Essential Participant			Support Responsibility	Support Responsibility	Support Responsibility				Support Responsibility			
Community Involvement	Essential Participant			Support Responsibility	Essential Participant				Support Responsibility	Support Responsibility			
Coalition Funding	Essential Participant	Essential Participant		Support Responsibility				Essential Participant					
Organizational Strategic Planning	Essential Participant	Essential Participant						Support Responsibility					
Project Planning and Facilitation	Essential Participant	Essential Participant	Support Responsibility	Essential Participant		Support Responsibility		Essential Participant			Support Responsibility	Essential Participant	Support Responsibility
Business Attraction, Retention, and Expansion		Essential Participant	Support Responsibility	Support Responsibility		Essential Participant		Essential Participant		Support Responsibility			
Residential Development & Neighborhood Revitalization	Support Responsibility	Support Responsibility	Essential Participant	Essential Participant		Support Responsibility		Essential Participant				Essential Participant	
Downtown Advocacy	Essential Participant	Essential Participant		Essential Participant		Support Responsibility	Support Responsibility					Support Responsibility	Support Responsibility
Real Estate Development Body	Support Responsibility		Essential Participant	Essential Participant									
Direct Marketing	Support Responsibility	Essential Participant			Essential Participant	Essential Participant	Essential Participant	Support Responsibility	Support Responsibility				
Special Events Planning	Support Responsibility	Support Responsibility			Essential Participant		Support Responsibility	Support Responsibility	Support Responsibility	Support Responsibility			Support Responsibility
Retail and Event Promotions		Essential Participant			Essential Participant		Essential Participant		Support Responsibility	Support Responsibility			
Safety, Security, and Beautification	Support Responsibility	Essential Participant					Support Responsibility	Essential Participant	Support Responsibility		Essential Participant	Essential Participant	Support Responsibility

Essential Participant

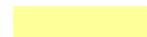
Support Responsibility

Attachment 2-B

Specific Downtown Issues and Responsibilities

Specific Downtown Issues and Responsibilities													
	Downtown Hermann Coalition	Downtown Hermann Community Improvement District	Downtown Hermann Community Development Corporation	Dierberg Educational Foundation	Downtown Hermann Events Committee	Downtown Hermann Economic Development Committee	Schiller Street Merchants Association	City of Hermann	Hermann Arts Council	Chamber of Commerce	Hermann Entrance Committee	Landmarks Commission	Historic Hermann
Building Design Standards	Essential Participant	Essential Participant					Support Responsibility	Essential Participant				Essential Participant	Support Responsibility
Streetscape Design Standards	Essential Participant	Essential Participant		Support Responsibility			Support Responsibility	Essential Participant			Essential Participant	Essential Participant	Support Responsibility
Visitor Center	Essential Participant		Essential Participant		Essential Participant	Support Responsibility		Essential Participant		Essential Participant	Essential Participant		Support Responsibility
Railroad Noise Abatement	Essential Participant	Essential Participant		Support Responsibility		Essential Participant	Support Responsibility	Essential Participant					
Public Facility Improvements	Essential Participant	Essential Participant					Support Responsibility	Essential Participant			Essential Participant		
Coalition Funding	Essential Participant	Essential Participant	Support Responsibility	Support Responsibility			Support Responsibility	Essential Participant		Support Responsibility		Essential Participant	
Downtown Parks	Essential Participant	Essential Participant			Essential Participant		Support Responsibility	Essential Participant	Support Responsibility	Support Responsibility		Essential Participant	Essential Participant
Pedestrian Improvements	Essential Participant	Essential Participant	Support Responsibility				Support Responsibility	Essential Participant		Support Responsibility	Essential Participant	Essential Participant	Support Responsibility
Housing Stock Improvements	Essential Participant		Essential Participant	Essential Participant		Support Responsibility		Support Responsibility					
Façade Improvements	Support Responsibility	Essential Participant		Essential Participant			Essential Participant	Support Responsibility		Support Responsibility		Essential Participant	Support Responsibility
Building Code Enforcements	Support Responsibility	Support Responsibility	Support Responsibility	Essential Participant			Support Responsibility	Essential Participant		Support Responsibility		Support Responsibility	Support Responsibility

 Essential Participant

 Support Responsibility

Attachment 3

Sample Job Description

Sample Job Description

Downtown Hermann Coalition Executive Director

Position Overview

The Executive Director position requires an energetic, results-oriented professional eager to be the champion of Downtown Hermann. 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 and a diverse group of stakeholders.

Primary Duties and Responsibilities

Leadership

- Charged with informing and educating the public through local media and marketing
- Bring focus and vision to the organization and Revitalization Program
- 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
- Build grassroots community support as well as form effective public/private partnerships.

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

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, 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 word processing and spreadsheet applications

Attachment 4

Organizational Assessment Questionnaire

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? Are the goals achievable?
23. Is there a process for setting/renewing goals?
24. Are short term (1 to 3 years) objectives understood and agreed upon by their respective committees/boards?
25. Are long term (3 years+) objectives understood and agreed upon by their respective committees/boards?
26. Are the bylaws current and functional?
27. Do the bylaws contain language requiring short and long term planning for the committees/boards?
28. 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?
 - h.

Internal Organization Assessment – Committees

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

- 33. Do the committees function?
- 34. Do the committees have specific roles and responsibilities that all members of the organization understand?
- 35. Is the committee structure and membership make-up reviewed annually for relevancy?

Internal Organization Assessment – Board

- 36. How many members are on the governing board?
- 37. Does the organization's board currently have committed and active members?
- 38. Does the organization's board currently have enough people to carry out its purposes and goals?
- 39. Do board members have diverse downtown/community interests and perspectives?
- 40. Do board members have the right mix of skills to lead and direct?
- 41. Does the organization have a system for recruiting board members for specific needs?
- 42. Do terms of office provide for stable yet renewing leadership?
- 43. Does the organization have an orientation session for new board members?
- 44. Does the organization's board have a drop-out or non-attendance problem?
- 45. Do board members trust each other?
- 46. Do board members get along well with each other?
- 47. Do board members avoid conflicts of interest?
- 48. Do board members act as a team and work together?
- 49. Do board members enjoy the organizations meetings and activities?
- 50. Are board members talents being fully utilized?
- 51. Are board members individual contributions recognized?

52. Are board members collective efforts acknowledged?

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

Internal Organization Assessment – Membership

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

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

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

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

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

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

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

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

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

63. Are general member's individual contributions recognized?

64. Are general member's collective efforts acknowledged?

Leadership Characteristics and Effectiveness

65. Are board decisions usually made by:

- i. The board
- j. The officers
- k. Executive director
- l. The committees
- m. Specific individuals
- n. The membership

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

82. Does the leadership see to it that those persons clearly understand their assignments and specific tasks?
83. Does the leadership see to it that visible results occur?
84. Does the leadership see to it that results are reported to the group?
85. 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

86. Approximately what is the organizations annual budget?
87. 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

88. What fundraising activities does the organization undertake?
89. Are the organization's resources sufficient to achieve its goals?
90. Are the organization's resources being used effectively?
91. Is the organization driven primarily by its:
- a. Budget
 - b. Goals/strategic plan
 - c. Outside factors

Community Networking and Coalition Building

92. Does the organization relate to other community groups and governmental units through ongoing, working relationships?
93. 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

94. Does the organization seek out new relationships and build coalitions of mutual interest?
95. Does the organization have input into public policy?
96. Does the organization network at the regional, state, national levels?