

ORGANIZATIONAL STRUCTURE REVIEW

EVALUATION FINDINGS AND
PRELIMINARY RECOMMENDATIONS

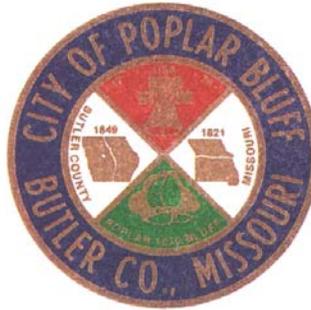
CITY OF POPLAR BLUFF, MISSOURI

December 10, 2008



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ACKNOWLEDGMENTS



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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. Poplar Bluff has leveraged various land gifts and mounted a revitalization effort of a programmatic nature, responding to opportunities as they arise. Recent projects include; construction of The City owned and operated Black River Coliseum for \$16 million, assemblage of Wiseman & Clinton Parks, and construction of a \$200,000 Founders Bridge walkway to connect the parks over the Black River. Projects being promoted include renovations to a historic theatre, renovation of an active train depot, a potential hotel and parking area improvements, streetscape enhancements, and the rather lofty goal of a river channel and Riverwalk construction. None of these projects have adequate funding and all have various groups that are either supporters or detractors. In addition, each of these groups has focused on their own projects and holds them up as the panacea that will revitalize Downtown. Downtown Poplar Bluff is in need of unification and has issues larger than any one of these projects.

There are no incentive districts or financial mechanisms that benefit downtown. There are Transportation Development Districts in place to improve the highway 60 and 67 arteries through the City and a hotel / motel tax in place, but there are no lodging services within the DREAM boundary.

The City of Poplar Bluff has developed a recently updated Comprehensive Plan for Poplar Bluff with sections specific to the Downtown. There has been much community survey work completed that provided input into this plan. The City Government has played the integral role in keeping the Downtown efforts alive, promoted the importance of a vibrant downtown, and is seen as the lead organization providing the most overall benefit to revitalization efforts. In addition to the typical City Government role, the City has successfully attained Certified Local Government Status and established the Poplar Bluff Commercial Historic District that is guided by the City's Historical Preservation Commission.

The next, most broadly influential organization affecting the revitalization effort is the newly formed (2005) Downtown Revitalization Committee of the Greater Poplar Bluff Area Chamber of Commerce. The Committee is not focused on any one particular project and is ready and willing to accept the challenges involved with coordinating all of the various efforts. Recently this Committee has developed Downtown specific events, surveyed property owners, and is attempting to generate investment interest in available downtown properties. These activities are typical of a community development corporation.

The Poplar Bluff Community Development Corporation began as a Main Street group called the Poplar Bluff Downtown Development Corporation. Support for this group dropped and the organization's response was to become the Poplar Bluff Community Development Corporation. This organization has a mission statement focused on Downtown, but promotes events and receives funding throughout the City. The driving

project of the CDC is the Riverwalk and their main responsibility seems to be to fundraising events. However, the Riverwalk project is isolated from the Downtown core by three sets of Union Pacific rail lines and the Black River. The Riverwalk project itself and any attempt to connect it to the downtown core will be very costly.

Along with the City, Butler County is a key property owner within the downtown revitalization area. Various County offices and regional service centers populate many of the Downtown buildings. There are numerous other institutional, rehabilitation, and charitable services and property owners as well.

Other organizations that should be engaged include the citizens groups that have formed to renovate the depot and theatre. Other private sector support seems scarce. Like many cities, Downtown Poplar Bluff is competing with other areas within the City where retail has developed. There are few stable Downtown businesses and the magnet to attract more does not seem to be in place. An example of the private sector impacting Downtown is the overwhelming presence of the Union Pacific rail lines. Amtrak also utilizes these lines infrequently. These entities cannot be ignored as they are directly related to the heritage of Downtown Poplar Bluff. A positive relationship must be cultivated and maintained with these businesses.

The following is a description of the organizations impacting Downtown and their current role in supporting the Downtown Revitalization Program. The DREAM Initiative discussed the function of the existing organizational structure with representatives of the Greater Poplar Bluff Area Chamber of Commerce, the Poplar Bluff Community Development Corporation, and the City of Poplar Bluff within the context of a "Downtown Organizational Assessment Questionnaire." Additional input from partner organizations was solicited by PGAV when necessary. A copy of the "Downtown Organizational Assessment Questionnaire" is located in the **Appendix as Attachment 1**.

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 Poplar Bluff. The Focus Group Survey Report dated August 14, 2008 is a transcript of the comments of participants in the groups of "City Staff & Elected Officials", "Longtime Residents", "Business Owners", and "New Residents". The questions asked included a general question about the direction of Downtown Poplar Bluff.

City Staff & Elected Officials	"Heading in the right direction, but on hold. Not going backwards, but not going forward as of late."
Longtime Residents	"I'm not sure it's moving at all. It's stagnant."
Business Owners	"Positive direction. I think we hit bottom several years ago and now we're moving up. I think the only way we can go is up. I think we're starting to come around a bit."
New Residents	"In general, the right direction in spite of itself. It's moving kind of slowly."

The existing organizational structure for downtown has responded to some opportunities, but lacked any sustainability for future planning and is severely fractured into various power struggles. This environment will be unable to address the needs of an emerging revitalization in downtown, and indeed it appears that the stagnancy noted in the focus groups is a symptom of an inefficient organizational structure.

The organizations that have taken the lead in the past are not specifically downtown oriented but have successfully obtained DREAM designation downtown. 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 successful, and 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.

Responsibilities may also need to be shifted to the appropriate groups and priorities will need to be realigned. With future improvements to highway 67 and the additional activity that will bring to Poplar Bluff, the Downtown needs to establish itself as a viable destination immediately. Some tough decisions will need to be made.

A. City of Poplar Bluff

The City has an important role to play in all aspects of revitalization, but particularly: building code, nuisance, and law enforcement; solving zoning conflicts; and financial assistance. The City of Poplar Bluff has well established City Departments and seeks advisory input through Citizen Boards. Typically a City will also implement sign, building, and streetscape design standards, but these standards may need to be strengthened to benefit the Downtown. The City has historically provided a policy framework in regard to grant funding, the DREAM application, and sizeable investments such as the Black River Coliseum in the Downtown Area. Recently the City has approved efforts to establish a Streetscape Implementation Plan to establish an attractive atmosphere in the Downtown. The City is also a common thread throughout the various other interested groups. City Staff serve on many of these groups and both the City and County contract with the Chamber for various Economic Development and promotion oriented services. City Hall is located within the DREAM study area along the Northern boundary.

The municipal utility services can also play a role in assisting small businesses and has already set an example for Downtown with improvements to the surrounding streetscape.

1) Poplar Bluff Historical Preservation Commission

It is important to review the Poplar Bluff Historical Preservation Commission as this Commission has put into place design guidelines for the Poplar Bluff Commercial Historic District and was instrumental, along with the Poplar Bluff Historical Society, in encouraging the City to obtain Certified Local Government (CLG) status. This Commission can take a front seat in the revitalization efforts by ensuring that improvements to the Downtown's buildings are always a step in the right direction, but qualified and knowledgeable appointments to this Commission will be a critical issue.

B. Greater Poplar Bluff Area Chamber of Commerce

The Greater Poplar Bluff Area Chamber of Commerce is a non-profit membership oriented organization formed for the purpose of “advancing the commercial, industrial, agricultural, and civic interests of the City of Poplar Bluff and its entire trade area. The Chamber shall also promote the integrity and good faith, and represent the business community in the consideration and decisions of local, state, and national issues.” The Chamber is in good standing by the Missouri Secretary of State and has over 700 dues paying members.

The Chamber has adequate by-laws in place and is governed by a board of 15 members who serve three year, staggered terms so that 1/3 of the Board terms expire in a given year. Members may not serve consecutive full terms, but must have a one-year absence to be eligible for reelection. The Board is elected by the membership, the immediate past Chairman, and the President. The City of Poplar Bluff and the Butler County Commission provide ex-officio members. The Board elects a Chairman, Chairman Elect, Vice Chairman, and Treasurer in December of each year and fixes an annual salary for the President. The President is the chief administrative officer of the Board and also serves as Secretary. The Chamber employs the President, Office Manager, and Administrative Assistant.

Funding for the Chamber comes from membership dues, events, and contributions. The City also provides financial support from its General Fund as well as City Staff assistance. The Chamber offices are located at 1111 West Pine Street in Poplar Bluff, just outside the DREAM study area.

The Chamber has responded and played a role in some downtown needs and projects, primarily through the Downtown Revitalization Committee noted below. The Chamber provides a wide variety of business education functions, networking, development services, informational and promotional efforts, and lists available Poplar Bluff properties on its website. The Chamber holds an Annual Meeting where volunteer efforts are recognized.

1) Downtown Revitalization Committee

The Downtown Revitalization Committee is a branch of the Chamber that has arguably operated more along the lines of a downtown non-profit or Community Development Corporation. There are about a dozen active Committee volunteers that meet regularly at the Chamber offices. It is considered that a Chamber Member located in Downtown Poplar Bluff is also a member of the Committee, but that doesn't mean they are an active volunteer. The Committee has no formal membership and the only recognition for its volunteers is through the Chamber Annual Meeting.

The Downtown Revitalization Committee was founded in 2005 and has some written goals, called Vision 20/20, but these goals are not officially adopted by the City or the Chamber. The goals are fairly specific and have no formal review

process. The Committee seems to operate relatively autonomously as the Chamber doesn't even list the Committee as a committee on its website.

The Downtown Revitalization Committee has held events and promoted Downtown to visitors and to potential investors. There are a few subcommittees to address specific needs, events, or issues and the Committee has a good relationship with the City Council, periodically attending Council Meetings. The annual budget for the Downtown Revitalization Committee is \$1,000.

C. Poplar Bluff Community Development Corporation

The Poplar Bluff CDC is a non-profit corporation 501(C)3 that started as the Poplar Bluff Downtown Development Corporation in 1989 and is based on the Main Street organizational model. The CDC is in good standing with the Missouri Secretary of State and with adequate by-laws, although the by-laws appear to be from 1989 and have only changed due to the name change in 1995. The mission of the CDC is "To assist in establishing a downtown that is a viable mixture of residential, cultural, civic, educational, retail, service, and recreational opportunities, and as the heart of the community, a symbol of community pride and progress."

The Poplar Bluff CDC Board consists of 16 members serving staggered, three year terms and the CDC has over 100 members that do not pay dues, but show some interest in Downtown by monetary or in-kind contributions. The officers consist of a President, Vice President, Secretary, and Treasurer and there are standing committees of Organizational, Economic Restructuring, Design, and Promotions. The offices are located at 213 S. Main Street in the DREAM study area and the CDC employs an Executive Director, a Secretary, and a Bookkeeper. Although by-laws state there is to be a "Project Manager" that is hired for its daily operations it is assumed this is the Executive Director.

The current operation of the CDC seems to have strayed from their by-laws and it does not appear that the committee structure is functioning. There is no formal budget adopted and most of their funding is derived from events that are hosted. From year-to-year there is no guarantee of funding levels. There is an indication of three staff members employed, however only the Executive Director and Office Manager / Assistant are currently employed. Fundraising efforts seem to be solely concentrated on the development of the Riverwalk project, which is separated from the downtown core. There would appear to be no stability and sustainable efforts beyond this one project. There do not appear to be goals and only event specific committees now meeting. There is an indication of monthly meetings occurring but apparently only at the Board level.

The Poplar Bluff CDC does provide assistance with several large festivals, but doesn't seem to be effective with typical Community Development activities such as the promotion of commercial real-estate development and business oriented issues.

D. Butler County Commission

The County has invested in the downtown area and owns a fair amount of property. The Butler County Courthouse and the Sherriff's Department are prominent features. The County Commission is involved in the Downtown organizations and has provided political support to grant funding and projects.

The County can be instrumental in assisting the City and the Downtown as it seeks funding sources and recognition on a regional basis. The effort to expand State highway 67 to four lanes from St. Louis to Poplar Bluff is a good example of this cooperation and advocacy.

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 Poplar Bluff is the most critical component of the DREAM program.

Poplar Bluff's existing downtown organizational structure requires unification, proper funding, and broad support among all groups involved. This will most likely be achieved by the creation of a new non-profit agency and an appropriate shifting of roles and responsibilities among the existing agencies.

Aside from the City, via the Historical Preservation Commission, there is not an agency working specifically for downtown revitalization. It appears that the Poplar Bluff CDC has the mission in place to be the overall umbrella organization, but the group does not seem to adhere to their by-laws and are primarily concerned with a recreational project that is isolated from the downtown businesses. The Chamber, through the Downtown Revitalization Committee, is focused on the issues of the downtown area. But with limited resources the Committee can only make a slight impact and being only a Chamber committee has no real public input, accountability, or goal structure. The City, Chamber, and County all have pressures that may limit their continued focus on the downtown and could potentially bring scrutiny from other areas of their respective jurisdictions or membership.

It is not important what organization emerges as the lead revitalization effort, but that this organization has an appropriate focus for downtown, adequate resources including personnel and funding, support from existing groups as well as grassroots support from citizens, a proactive business community, and a dedicated local government to create the critical mass needed for a successful Revitalization Program. It is vital to coordinate these elements into a forward facing, non-project based, broadly supported, sustainable effort.

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

Other groups on the periphery of the Downtown efforts that have gotten involved and may have potential for future inclusion are the groups of citizens concerned with the Rodger's Theatre, the Union Pacific & Frisco Depot renovations, the Poplar Bluff Garden Club, the regional tourism group, the Poplar Bluff Historical Society, the community betterment group and other service organizations.

The recommendations to be made will fit into two categories: "Existing Organization Enhancements" and "Recommended New Organizations". In some instances these recommendations may take other means to arrive at the end organization, but the spirit of the recommendations should be clear. In all cases, the recommendation indicated is seen as the preferred way to enhance or establish an organization.

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. These organizations, specific to downtown, must be pursued in order to bring the Downtown Poplar Bluff Revitalization Program up to speed. The organizations should include a non-profit corporation leading the effort, providing the downtown community as a whole with advocacy, unification, and leadership. This lead organization will be supported by three additional organizations; 1) a community development corporation whose role is to spur real estate development as well as provide financial support to the lead organization, 2) a redevelopment corporation to assist in property acquisition and assembly, and 3) a community improvement district to bring the necessary services to downtown, as well as provide financial support to the lead organization. In addition to these organizations there will need to be other realignments of responsibilities made to ensure an orderly effort and not disrupt important current activities. A successful downtown requires an events committee, which may benefit from the existing lodging tax and tourism marketing efforts and an economic development committee specific to downtown. These are two of the standing committees listed in the Poplar Bluff CDC by-laws and potentially the CDC could provide these functions.

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 a lead 501 C(3) organization that might be named "Poplar Bluff Downtown" (PBD).

EXISTING ORGANIZATION ENHANCEMENTS

A. City of Poplar Bluff

Involvement of the City of Poplar Bluff is critical for the success of the Downtown Revitalization Program. City involvement demonstrates 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.

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 City will have an important role to play in all aspects of revitalization and has already maintained a steady effort for downtown. This attitude is to be commended and will hopefully remain. The City should take the lead in the tough decisions that lie ahead.

- The overabundance of non-property tax generating entities in the Downtown core should be addressed through zoning. This situation may lead to a problem with the erosion of that revenue source and indeed, has been noted by DREAM focus groups. Institutional ownership can provide stable jobs and

involved volunteers, but care must be taken as the clients of Justice Centers, Rehabilitation Clinics, and Shelters do not tend to shop themselves and do not necessarily promote an inviting atmosphere for other shoppers and visitors. Poplar Bluff may need to provide strict code, nuisance, and law enforcement and find a very narrow niche for its downtown businesses to thrive.

- The City will need to provide attention to downtown code enforcement, design guidelines, and signage, not only in the DREAM Study Area, but throughout the City. Building codes should be pursued aggressively and fairly. A routine check of the buildings and knowledge of property owners should occur on a regular basis. The Police Department is responsible for Code Enforcement, but a procedure should be in place where any City Staff member or Official can lodge a complaint.
- The Municipal Court is an aspect not present in many communities and the ability of Poplar Bluff to better manage its code offenders in this way can be used aggressively as well. The City should not frivolously issue citations, but should be fair and firm.
- The City should also aggressively pursue the façade improvements and establish the streetscape implementation plan. The streetscape plan is an effort that will need enforcement and constant maintenance. Issues like graffiti, safety, and unsecure vacant buildings will need to be addressed alongside streetscape implementation to ensure a positive downtown environment.
- One policy decision that the City needs to research and rectify is that there is no mixed-use zoning category. The multi-story buildings in the Downtown are either zoned completely commercial or completely residential. This is a typical response in communities where a past fire has claimed several buildings and lives. The community responds by eliminating the human population in the area and this severely handicaps the businesses as well. Downtown businesses need the built-in market of consumers that quality upper floor residential can provide. A better response to such an unfortunate tragedy is tighter and more aggressive code enforcement. In addition, building science has progressed and simple additions like smoke detectors and required firewall separation have advanced the safety for dwellers in mixed-use buildings.
- It is recommended that the City take the lead initiative, in partnership with Poplar Bluff Downtown (PBD) or the new lead organization, in educating and informing the downtown community about the benefits of establishing the Downtown Poplar Bluff Community Improvement District (DPBCID). 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 PBD'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 DPBCID 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.

- It is also recommended that the City take the lead in forging better relationships with Amtrak and Union Pacific Railroad. Perhaps beginning with low-key, mixer-type meetings to demonstrate the City’s concern and interest and eventually progressing to real work issues at hand. The City should start this process and encourage activity and assistance from DPB or the Chamber.
- With the City owning the utilities of water / sewer, electricity, cable, & internet research should occur to determine possible rate structures to be used as an incentive for Downtown businesses. Often small benefits like fees or deposits being waived can encourage a small business start-up.
- The Historical Preservation Commission requires a good relationship with the City code enforcement officials and departments. The Commission and historic design guidelines should not be seen as restrictive, but as protective and the Council needs to continue to appoint strong members and weigh their recommendations seriously. City Staff need to ensure they are inclusive and accessible to the Commission members and should alert the members about training opportunities.

B. Greater Poplar Bluff Area Chamber of Commerce

It is fortunate that the Chamber has developed a downtown focus without criticism from the rest of its membership. To sustain the revitalization efforts however, the Chamber may need to allow the Downtown Revitalization Committee to evolve into the lead Downtown organization. This may cause tension as the new organization seeks its own membership base and funding sources, but the Chamber has expressed its commitment to do what is required to further the Downtown revitalization efforts.

- The Chamber should encourage meetings between the Downtown Revitalization Committee and the Poplar Bluff CDC with the goal of determining how both organizations are to fit into a unified vision of Downtown Poplar Bluff. This effort should occur before the PBD is put into place and the results of these meetings used to assist the PBD start-up.
- The preferred recommendation is for the Downtown Revitalization Committee to become the Downtown Economic Development Committee. Potentially, it is understood that there may be some members of the Downtown Revitalization Committee that would prefer to conduct events and would therefore serve on the Downtown Events Committee.
- In all cases, the Chamber, as well as the CDC, should portray that they are 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 very fragile.

- The Chamber should also work to educate its members on the importance of fully supporting PBD as it is forming. As PBD grows the Chamber should review dues and donations and encourage a way that members or donors of both organizations can occur in concert. The current budget from the Chamber of \$1,000 for Downtown Revitalization is inadequate. All organizations involved will need to increase their support and the Chamber can take the opportunity to lead by example.
- In addition to the support of the formation of PBD, if any version of the Downtown Revitalization Committee is to remain, it will need increased support from the Chamber as well. Currently the Chamber doesn't list the Committee on its website and this may be the Chamber's attempt to "keep the peace" with other members throughout the community. However, a volunteer looking for a worthy effort might find it difficult to obtain information about Downtown Revitalization.

C. Poplar Bluff Community Development Corporation

The Poplar Bluff Community Development Corporation as it currently operates needs to change dramatically. The priority, indeed the only priority, of the existing CDC is the Riverwalk. The Riverwalk may become a very successful recreational project, but it will require massive resources to construct and more resources to connect the park to Downtown properly. Resources used by this one project would be better utilized to address other Downtown issues such as appearance, safety, and lack of businesses and residents.

- The CDC should cooperate with the Chamber and attend meetings with the goal of determining how both organizations are to fit into a unified vision of Downtown Poplar Bluff. This effort should occur before the PBD is put into place and the results of these meetings used to assist the PBD start-up.
- In all cases, the CDC, as well as the Chamber, should portray that they are 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 very fragile.
- Ideally the existing CDC will adapt and fit into a new downtown structure.
- The existing CDC should relinquish the Riverwalk concept as its only priority and include other activities, as guided by PBD, beyond fundraising events. The Riverwalk concept can be an effective project, but by itself will not fix the Downtown's issues. It is a recreational project and may spur some Economic

Development, but at a very great resource cost. It should not be abandoned, but it should not be a top priority as limited resources and funding are needed for more critical efforts in the shorter term. These efforts require a community development attention and that CDC should logically be the Poplar Bluff CDC already in existence. By no means, should a project of this level proceed without an economic feasibility study. Until such a study shows market support and a healthy economic return on anticipated development, it should be relegated to a long-range planning initiative.

- If the Poplar Bluff CDC is to play a larger role in the revitalization of Downtown Poplar Bluff it will need to operate by its by-laws and provide support to all efforts in Downtown. The CDC will need to operate more transparently and formally. A budget must be made available and funding plans for a three year period are important to attract investors. With greater investment, the CDC can begin to effect development changes instead of just providing event administration and a tourism draw.
- If the above changes cannot or will not, be effected, PBD will have no choice but to seek to form a new downtown CDC that fulfills the traditional role of commercial and residential development activities. This will be a difficult task as there is a finite amount of resources to be found in Poplar Bluff. The existing Poplar Bluff CDC will likely no longer serve any real purpose for the downtown revitalization.

Regardless, a downtown CDC should take on many roles in the revitalization effort including; housing development and commercial real estate development as well as economic development, particularly small business development. The CDC is organized in the same manner as other non-profits, pursuant to Ch. 355 statutes. Membership of the organization should be made up mainly of participating banks but can include local businesses. Funding 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 PBD. This would be the ideal vehicle in which to ask Union Pacific Railroad to participate.

D. Butler County Commission

Recent efforts are underway for the improvement of property data at the County level and these types of improvements need to continue. The County should work to be ahead of the curve and set an example for its communities.

- The County should maintain and provide accurate property data. This information is critical for the City to effectively enforce its codes.
- The County can also be an effective participant in regional matters relating to the rail lines or the Black River. This capability has already been demonstrated

with the improvements to highway 67 and should be leveraged for further downtown benefit.

RECOMMENDED NEW ORGANIZATIONS

E. Poplar Bluff Downtown (PBD)

Poplar Bluff Downtown will be a private non-profit corporation designed to have broad community support and lead the revitalization efforts. PBD will be responsible for advocacy on behalf of the downtown community and the promotion of its member's interests. It will act as the leader of the downtown revitalization effort, rallying volunteers, gathering resources, and pressing for progress. The organization should be formed according to MO Ch. 355 statutes and meet IRS non-profit requirements as well.

In order for the organization to function as intended it would require a full-time manager to oversee operations and a support person to handle administrative duties. Membership would be made up of a broad array of residents and businesses interested in downtown revitalization. Membership would not be restricted to the downtown and business owners but extend to the surrounding neighborhoods. Also Chamber members should be invited to join PBD and the two memberships should be complementary, perhaps having a discounted rate.

The board of PBD 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; it is their efforts that will ultimately determine its success or failure.

Funding for PBD is available from numerous sources including; grants, membership fees, donations, fundraising, and contracting for services (e.g. from the CID to be formed).

PBD may choose to coordinate physical locations with an existing organization such as the Poplar Bluff CDC or Downtown Revitalization Committee of the Chamber. While effective management of limited resources often requires efficiencies such as the sharing of personnel or office space, it is vital that PBD be able to locate its own offices in Downtown and have Staff dedicated to advancing the Revitalization Program. Organizations that share space and personnel rarely operate effectively as there are usually conflicting forces exerting pressure on the less established organization and this detracts from the mission and work program.

F. Downtown Poplar Bluff Redevelopment Corporation (DPBRC)

The Downtown Poplar Bluff Redevelopment Corporation will be a tool for stimulating construction of new housing and commercial development. If a Ch. 353 Redevelopment Area is established the DPBRC would be able to utilize unique financial tools as well as be a driver in property acquisition. The DPBRC should work closely with the PBCDC in spurring real estate development in downtown. The DPBRC should be organized as a for-profit corporation, with limitations on earnings, pursuant to Ch. 353 statutes. Board members for DPBRC should be represented by board members of PBCDC, the City, PBD,

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. The purchases alone should increase downtown property values which will feed into the abatements and the following recommendation concerning a Community Improvement District.

Having a for-profit corporation operate closely with the non-profits in downtown should also complement all organizations abilities for handling fundraisers, donations, event income, and other unrelated business income.

G. Downtown Poplar Bluff Community Improvement District (DPBCID)

The Downtown Poplar Bluff Community Improvement District will provide an extra level of public service to the DREAM Study Area. The DPBCID will channel private sector energy towards the solution of public problems. The DPBCID will work with Downtown Poplar Bluff, the City, and the PBCDC to provide increased public financing resources resulting from private investment to meet the comprehensive objectives of the Downtown Revitalization Program. Funds generated by DPBCID should be used to provide district marketing, administrative support, event promotions, infrastructure, Downtown beautification, and encourage redevelopment of buildings. The DPBRC can obtain problem properties, obtain 353 abatement, identify improvements with input from the PBCDC and DPBCID, and apply for DPBCID funding. The property value should increase and bring along surrounding property not abated by 353...creating increased funding in the DPBCID.

The DPBCID could contract with PBD to provide administrative and technical services for ongoing administration of the DPBCID, but this will immediately require appropriate staff and training at to be available at PBD.

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 DPBCID 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 DPBCID 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 PBD, the proposed DPBRC, and the proposed or existing PBCDC). 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 DPBCID be funded utilizing a real property tax levy. In future years once density building has occurred and the low sales volume in downtown Poplar Bluff has begun to improve, this organization can shift its funding source to or supplement funding with an added sales tax.

Funding provided by DPBCID to PBD will strengthen the capacity of PBD to expand its marketing and promotion programs and materials, increase Façade Improvement program funding, and concentrate on retail and business attraction.

H. Downtown Events Committee

The existing organizations of the Chamber, Downtown Revitalization Committee, and the Poplar Bluff CDC all seem to have personnel very skilled at providing events. The City contributes as well through the activities at the Black River Coliseum. The issue is that these events each seem to occur to further the various organizations goals and not the overall goal to further the overall visibility and enhancement of the Downtown.

Therefore, the necessary personnel exist and are experienced. Through the umbrella of PBD a Downtown Events Committee would be responsible for downtown event development and management (including all of the current events) and downtown event overall marketing and promotions. The City could contract with PBD to provide event development at the Black River Coliseum through the Downtown Events Committee. One committee organizing and promoting the downtown activities will ensure that the Area capitalizes and makes the most out of the added activity that accompanies events.

The Downtown Events Committee can be a collaboration of the Black River Coliseum Staff, PBD, City, and Chamber of Commerce. However, the PBCDC should not have events as a responsibility.

Downtown Events promotion can be specifically the job of the Committee, leveraging resources from the existing marketing efforts and relieving the other groups from the need to promote downtown. The Library or Depot Museum should also be included in this committee.

I. Downtown Economic Development Committee

A committee to address specifically the economic development needs of downtown should be formed with guidance from PBD. The Downtown Revitalization Committee might be adjusted to meet these responsibilities, but will have to operate with a more formal structure and accountability. This committee should include members from PBD, the Chamber, and the City of Polar Bluff and may overlap into the Downtown Events Committee or the CID. 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.

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 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 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 gathering willing and appropriate participants to organize Poplar Bluff Downtown. This 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 PBD can be found in the **Appendix as Attachment 4**. Additionally, after creating the board of directors for PBD the foundation will be laid for the remaining boards. As soon as PBD is formed attention should be turned to the creation of the supporting organizations and committees. If the Poplar Bluff Community Development Corporation is to be adapted to better serve the traditional CDC roles, those articles and by-laws may require some revision.

The following recommendations outline the easiest and swiftest route to establishing an effective Downtown organizational structure in Poplar Bluff:

- #1 Establish Poplar Bluff Downtown with help from a broad formation committee.
- #2 PBD guides PBCDC to adapt its by-laws, work program, and strategies while simultaneously the Downtown Event Committee is formed.
- #3 The City begins the task of developing outreach plans for the Downtown Poplar Bluff Community Improvement District. PBD will need to be involved as well.

- #4 At some later point, the Downtown Revitalization Committee should draft a work program that will fulfill the Economic Development Committee need and begin promotion of the development of the Redevelopment Corporation as needed.

Along with the above responsibility and role adjustments, also required will be realignment of resources such as personnel and funding sources. It will be critical that most, if not all of these organizations show public support of the coming changes. Disagreements should be discussed in meetings and the best unified front possible provided to the public.

The additional work of goal development, bylaw creation or adjustment, mission and vision development can be very exciting and should not get politicized or hijacked for the grandstanding of any individual organization or project. Poplar Bluff Downtown will need strong leadership to ensure this doesn't occur. Assistance in evaluating these aspects can be found in the **Appendix as Attachment 5**.

One of the key traits necessary for the Downtown Poplar Bluff revitalization effort to grow is the ability of all the groups involved with the current organizational structure to accept and manage change. This is an integral point, because change will continue in Downtown Poplar Bluff. It is important to understand the dynamics of change. In the **Appendix, Attachment 6** discusses the nature of 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.

APPENDIX

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 or 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?

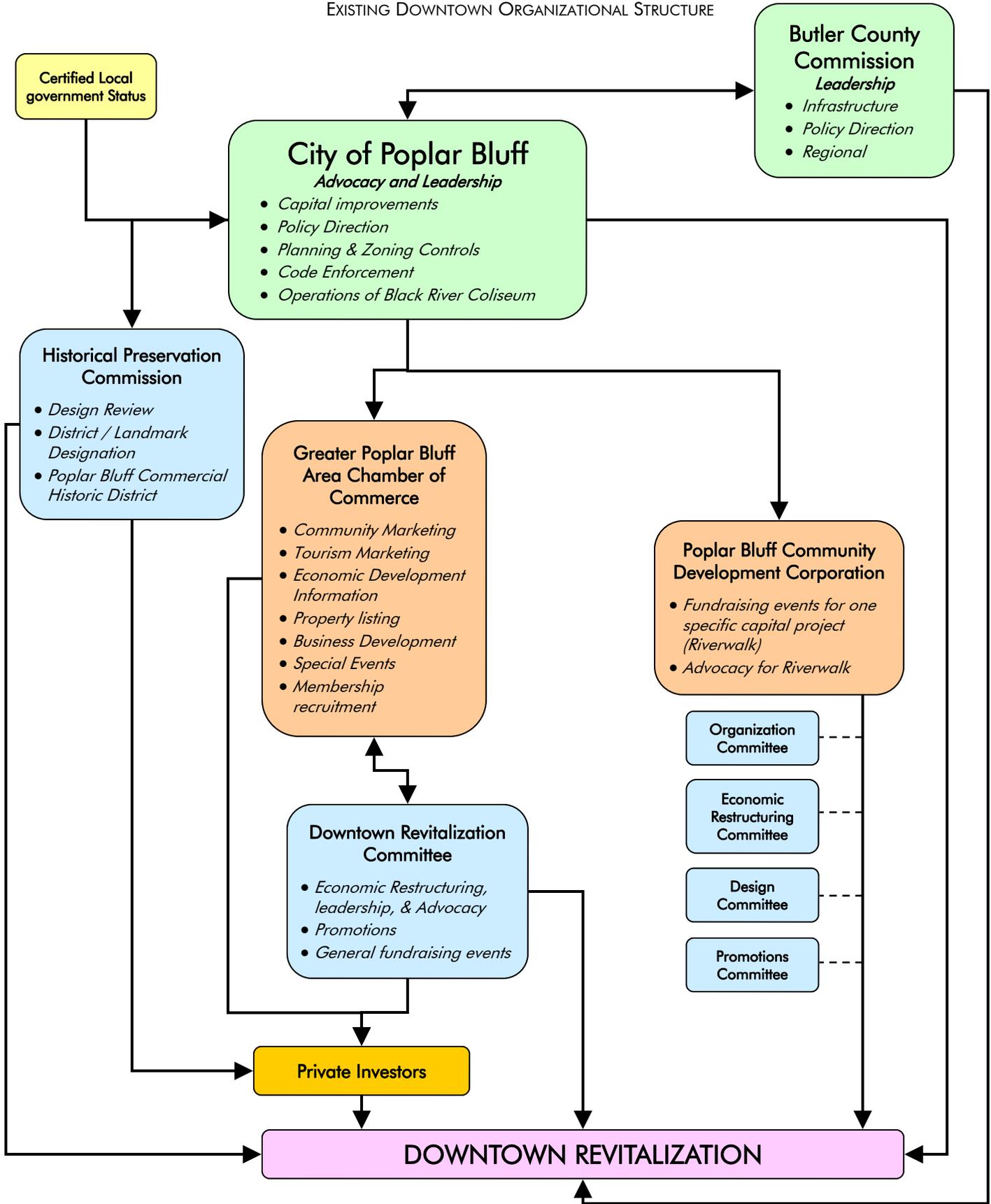
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Attachment 2-A

Existing Downtown Organizational Structure

ATTACHMENT 2-A

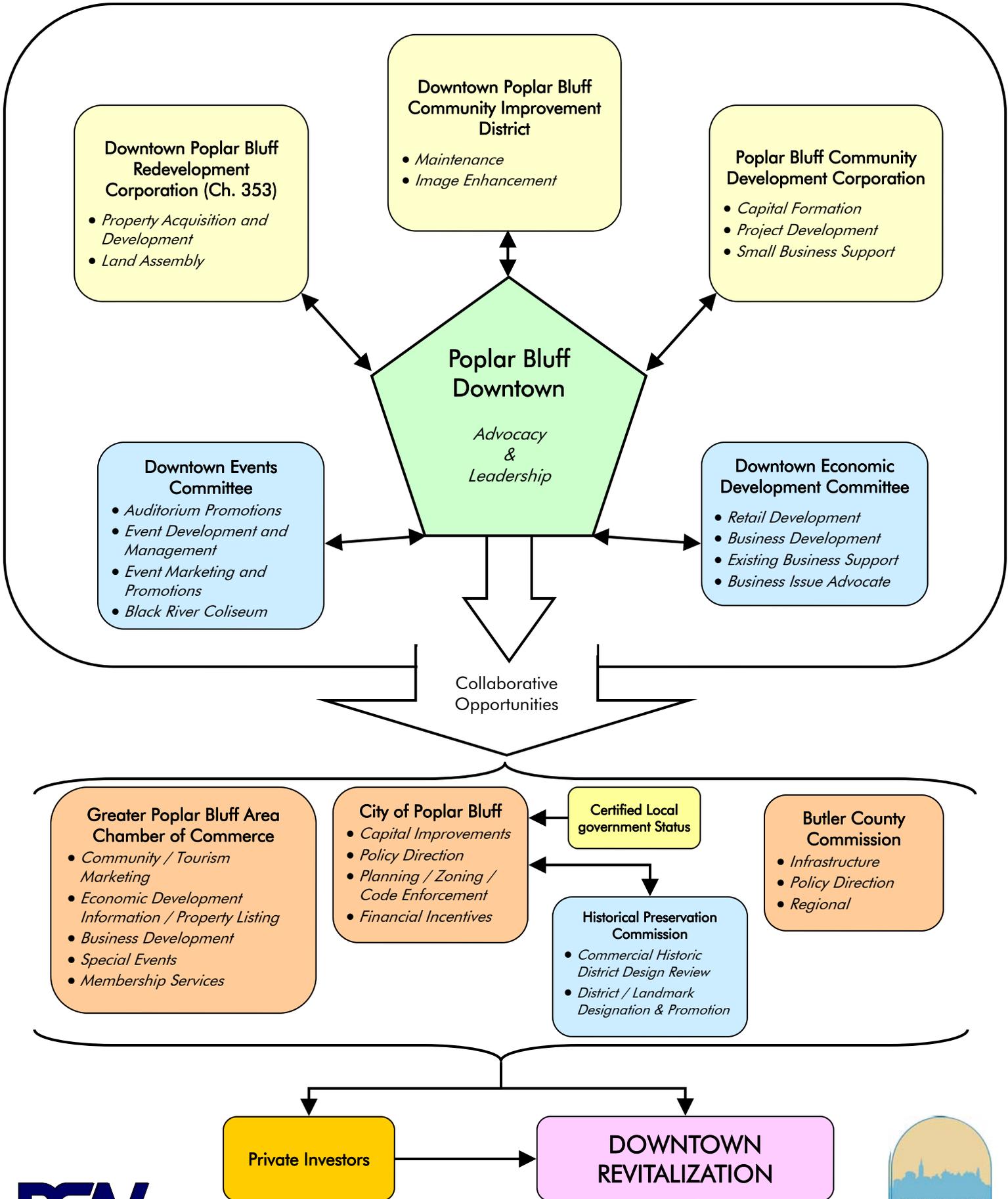
EXISTING DOWNTOWN ORGANIZATIONAL STRUCTURE



Attachment 2-B

Recommended Downtown Organizational Structure

RECOMMENDED DOWNTOWN ORGANIZATIONAL STRUCTURE



Attachment 3-A

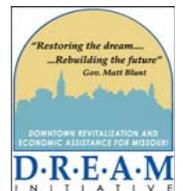
Downtown Organizations and Responsibilities

Attachment 3-A - Downtown Organizations and Responsibilities

Elements of a Successful Organization	Existing Organizations				Recommended Organizations					
	City of Poplar Bluff (incl. Historical Preservation Commission)	Greater Poplar Bluff Area Chamber of Commerce (incl. Downtown Revitalization Commission)	Poplar Bluff Community Development Corporation	Butler County Commission	Poplar Bluff Downtown (PBD)	Poplar Bluff Community Development Corporation (PBCDC)	Downtown Poplar Bluff Redevelopment Corporation (DPBRC)	Downtown Poplar Bluff Community Improvement District (DPBCID)	Downtown Events Committee	Downtown Economic Development Committee
Leadership	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant					
Management Characteristics	Essential Participant	Essential Participant		Essential Participant	Essential Participant	Support Participant		Essential Participant		
Board Attributes	Essential Participant	Essential Participant	Support Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant		
Forming Partnerships	Essential Participant	Support Participant		Essential Participant	Essential Participant				Support Participant	Support Participant
Community Involvement	Essential Participant	Support Participant	Support Participant	Essential Participant	Essential Participant	Support Participant			Essential Participant	
Organization Funding	Essential Participant	Support Participant		Essential Participant	Essential Participant	Essential Participant		Essential Participant		
Organizational Strategic Planning	Essential Participant	Support Participant		Essential Participant	Essential Participant			Essential Participant		
Project Planning and Facilitation	Essential Participant			Essential Participant	Essential Participant	Essential Participant	Support Participant	Essential Participant		Support Participant
Business Attraction, Retention, and Expansion	Essential Participant	Support Participant			Support Participant	Support Participant	Essential Participant			Essential Participant
Residential Development and Neighborhood Revitalization	Essential Participant				Support Participant	Essential Participant	Essential Participant			Support Participant
Downtown Advocacy	Essential Participant	Support Participant			Essential Participant			Essential Participant		Support Participant
Real Estate Development Body					Support Participant	Essential Participant	Essential Participant			
Direct Marketing		Support Participant			Support Participant			Essential Participant	Essential Participant	Essential Participant
Special Events Planning		Support Participant	Support Participant		Support Participant			Support Participant	Essential Participant	
Retail and Event Promotions		Support Participant			Support Participant			Essential Participant	Essential Participant	
Safety, Security, and Beautification	Essential Participant				Support Participant			Essential Participant		

Essential Participant

Support Participant



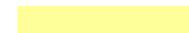
Attachment 3-B

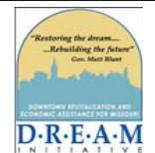
Specific Downtown Issues and Responsibilities

Attachment 3-B - Specific Downtown Issues and Responsibilities

	Poplar Bluff Downtown	Downtown Poplar Bluff Community Development Corporation	Downtown Poplar Bluff Community Improvement District	Downtown Poplar Bluff Redevelopment Corporation	Downtown Events Committee	Downtown Economic Development Committee	City of Poplar Bluff	Greater Poplar Bluff Area Chamber of Commerce	Butler County Commission
Infrastructure									
Streetscape / Landscape / Green Space Implementation									
Streetscape / Landscape / Greenspace Maintenance									
Parking Gargage / 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									
Railroad Relationship									

 Essential Participant

 Support Responsibility



Attachment 4

Sample Job Description

Attachment 4 Sample Job Description

Poplar Bluff Downtown Executive Director

Position Overview

The Executive Director position requires an energetic, results-oriented professional eager to be the champion of Poplar Bluff Downtown. 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. 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
- 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 promotion of the Black River Coliseum for the City or services for a future Community Improvement District
- 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 giving particular attention to significant organizations such as Union Pacific Railroad, Amtrak, the Butler County Commission, and others

- Respond to requests from businesses, citizens and media in cooperation with other entities such as the Greater Poplar Bluff Area Chamber of Commerce

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.

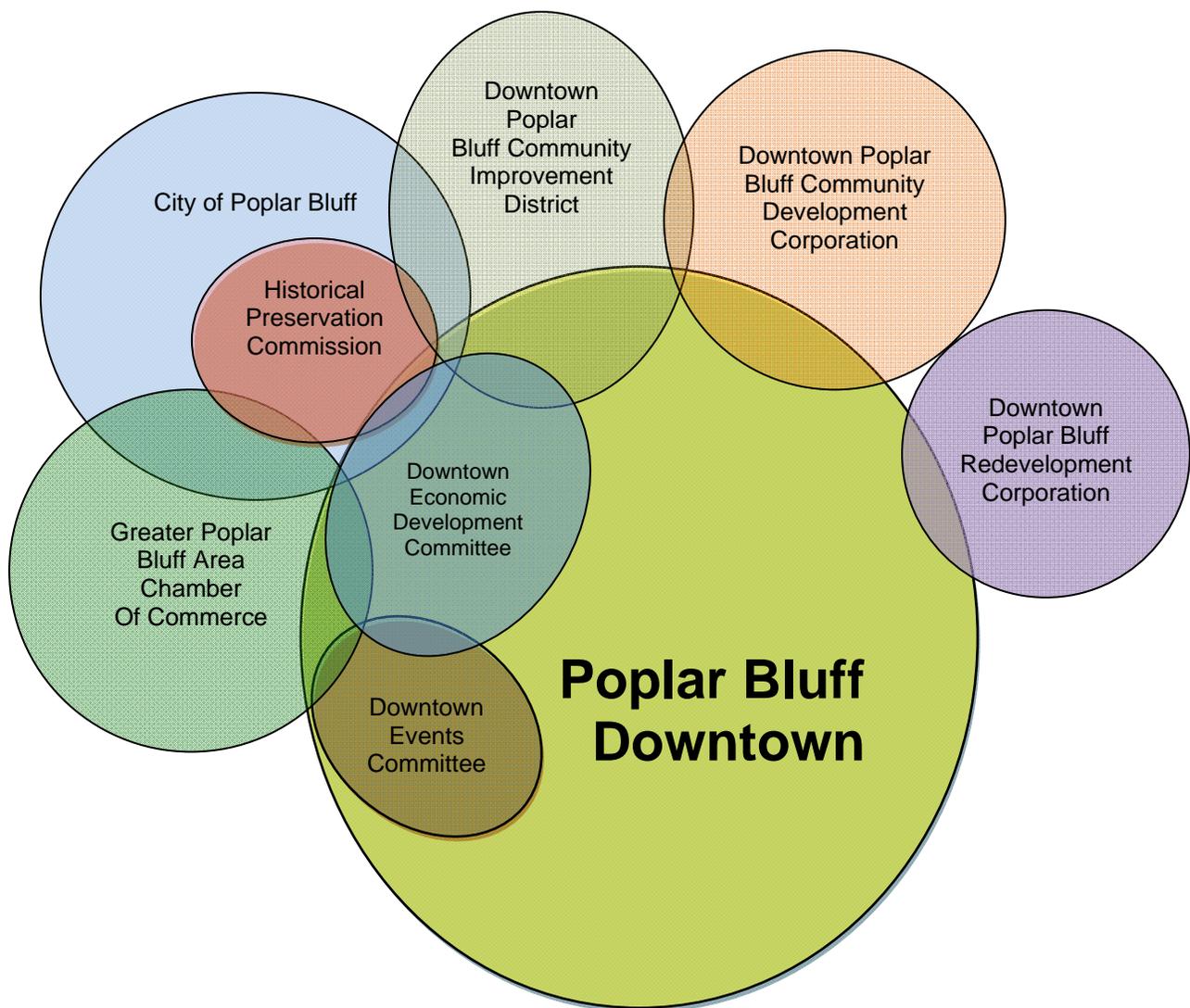
Meetings can, and should be, fun! Organizations with participants that do not enjoy their meetings have greater problems with attendance, retention, and task accomplishment.

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 POPLAR BLUFF:

- **Poplar Bluff Organizational Relationships:**

The individuals that serve on the various organizations proposed for Poplar Bluff 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.

- **Formation of Poplar Bluff Downtown:**

This umbrella organization is the first and most critical step for downtown revitalization. In the case of Poplar Bluff there are a couple groups that might consent to adapting their purposes for this organization. The Poplar Bluff Community Development Corporation or the Downtown Revitalization Committee might fill this role. In any case, Poplar Bluff Downtown and a true Community Development Corporation are required for sustained revitalization in the downtown core.

Poplar Bluff Downtown should consist of the major stakeholders in downtown. The first step is to identify these stakeholders and determine who might be potential board members. This will need to be initiated by knowledgeable people willing to serve on a formation committee. It is suggested that members of the CDC, Chamber, Downtown Revitalization Committee, and City serve on this formation committee. The committee should review chapter 355 statutes and non-profit guidelines to develop a suggested mission statement and general bylaws. The services of an attorney and accountant are recommended.

The next step is for the formation committee to identify contacts of and approach the desired PBD members to 'sell' them on the need for the group.

Once the board members are meeting, PBD should:

- Adopt a mission statement and bylaws
- Proceed with the incorporation of PBD
- Adopt the Executive Director's job description and start a job search
- Identify funding sources before and in addition to the CID to be formed
- Begin meeting and discussing committees and goals

- **New Director tasks:**

- 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 Poplar Bluff CID should be addressed first as this is a critical step to develop a funding stream to support the operations of PBD. The city should take the lead with assistance from PBD and other interested groups. This step will establish an added sales tax so it is critical to allow enough time for education and promoting the effort. This step could begin before the PBD Executive Director is hired as there will be a lag before revenues are generated. The area needs to be identified, analyses developed, the property owners contacted and convinced, and petitions circulated.
 - The formation of a downtown CDC or the reformation of the Poplar Bluff CDC could come next. Ideally the Poplar Bluff CDC will review its articles of incorporation and bylaws and rejuvenate itself. However the resulting Community Development Corporation occurs, it should consist of financial institutions and other members willing to 'buy in' to the Corporation and the focus of activities should be on commercial development. Representatives of the banking community that are already involved with the Chamber and Downtown are the initial potential investors.
 - Finally the for-profit Downtown Redevelopment Corporation can be addressed in a similar manner as the PBD. This group may not need to be created immediately, but the PBD should be prepared for its eventual creation.

Attachment 6

The Nature of Organizational Change

Attachment 6

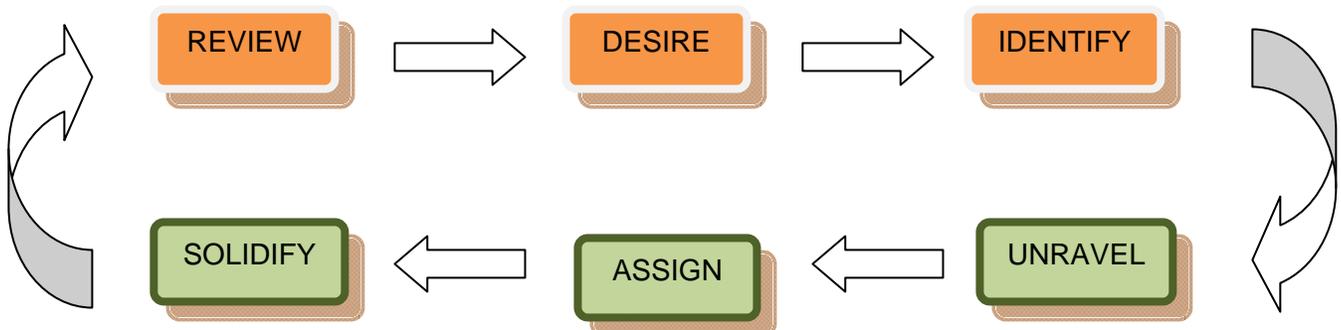
The Nature of Organizational Change

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

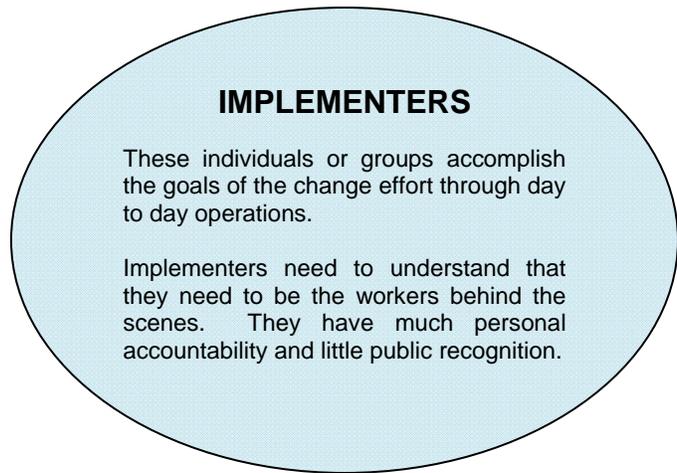
The individual/s responsible for causing the required work programs to be adopted that will affect the changes.

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.

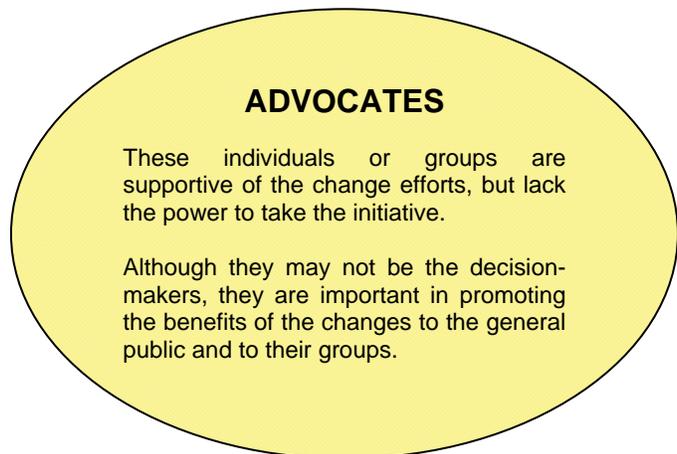
Executive Directors, Presidents of the Chamber, and Committee Chairs will also help to fill this role. There should be many implementers.

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.

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