

# ORGANIZATIONAL STRUCTURE REVIEW

EVALUATION FINDINGS AND PRELIMINARY  
RECOMMENDATIONS

CITY OF ST. JOSEPH, MISSOURI

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**D·R·E·A·M**  
I N I T I A T I V E

# ACKNOWLEDGMENTS



DOWNTOWN REVITALIZATION AND ECONOMIC ASSISTANCE FOR



PLANNING CONSULTANT



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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 declining Downtowns 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, social interaction, and recreational outlets to residents and visitors. Downtown revitalization can benefit cities by improving their economic base, fiscal condition, and well being of residents.

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

It is important to assess the existing Downtown organization, revitalization efforts, the Downtown business community, and the community at-large. In evaluating 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 completed 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.

## 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. St. Joseph residents, businesses and political leaders speak of the importance of a vibrant Downtown. The St. Joseph Downtown benefits from the organizational direction of two principal organizations: (1) St. Joseph Downtown Partnership Corporation and (2) the City of St. Joseph. Providing additional direct or indirect support to Downtown are the St. Joseph Chamber of Commerce, the St. Joseph Downtown Association, Downtown Special Business District, the Allied Arts Council and the St. Joseph Convention and Visitor's Bureau. **Exhibit 1- Existing Organizational Structure**, located in **Appendix A**, depicts the relationship of various organizations impacting the Downtown Revitalization Program. The following is a description of the organizations impacting Downtown and their current role in supporting the Downtown Revitalization Program. As the lead "non government" organization in the Downtown Revitalization Program, the DREAM Initiative discussed the function of the existing organizational structural with representatives of the St. Joseph Downtown Partnership Corporation within the context of an "Organizational Assessment Questionnaire." Additional input from partner organizations was solicited by PGAV and the Program Sponsors when necessary. A copy of the "Organizational Assessment Questionnaire" is located in **Appendix B**.

Generally speaking, the existing organizational structure has been rebuilding from previous attempts at downtown revitalization through Urban Renewal programs and the Main Street Program. Emblematic of the organizational structure rebuilding is the St. Joseph Downtown Partnership which has embraced an increasing role in Downtown planning and policy advocacy through its own strategic planning. To be discussed in Section IV, there is a need to increase and enhance the organizational structure for the anticipated future growth and development of the Downtown Revitalization Program, but the existing organizational structure provides a strong foundation for future action.

#### **A. St. Joseph Downtown Partnership Corporation ("Partnership")**

The Partnership is a 501(c)6 established in 1998 as a collaborative effort of individuals and organizations committed to maintaining the vitality of the Downtown area. The Partnership was formed by five organizations to serve as an umbrella organization for Downtown revitalization. The Partnership was preceded by previous Downtown organizations (the St. Joseph Development Corporation and Main Street). Currently, the Partnership employs one full-time employee, the Executive Director, and one part-time administrative assistant. The Executive Director is charged with the direction of all administrative, promotional and ongoing duties of the organization. The Partnership offices are located in the Missouri Valley Trust Building which also serves as a museum space.

The Partnership's Board of Directors is comprised of the five (5) founding partners and four (4) at-large Board seats. The five founding partners include the City of St. Joseph, the St. Joseph Area Chamber of Commerce, the Downtown Association, the Downtown

Special Business District, and the St. Joseph Convention & Visitor's Bureau. The four at-large members on the Board represent major industry, banking, health care, and architecture. The City of St. Joseph's representative is the City Planner. The City Manager attends Board meetings in an "advisory capacity". New Board member nominations are reviewed by a panel of three current Board members. The Executive Director provides an orientation for each new Board member.

The most recent annual budget (2007) for the Partnership was \$73,500. Funding is derived from four of the founding partners. The Chamber of Commerce contributes 35%, the Special Business District contributes 27%, the City of St. Joseph contributes 29%, and the Downtown Association contributes 9%.

The Partnership operates without a committee structure and utilizes an annual strategic planning process to guide the goals and objectives of the organization. This annual strategic planning process (the Action Plan) provides excellent policy and program direction for the organizational mission. The basis for the annual Action Plan update is the Downtown Master Plan which was formally adopted by the City of St. Joseph in 2001. The annual Action Plan focuses on activities to implement the goals established in the Downtown Master Plan as well as to address other actions of importance to the Downtown Revitalization Program. An outcome of the DREAM Initiative is to provide a comprehensive update to the Downtown Master Plan for future Action Plan updates.

The mission of the Partnership, as presented in the most recent Action Plan, concentrates on three components: (1) Economic Development; (2) Promotion; and (3) Preservation. The Partnership's role in Economic Development is centered on information gathering and dissemination, business/developer recruitment, and project advocacy. Promotional responsibilities for the Partnership include special events, a quarterly newsletter and Downtown public relation activities. The Partnership serves as an informational clearinghouse for preservation education and markets the City's Awning and Façade Programs (although the Awning Program was unfunded for 2006).

In short, the Partnership is the central collaborative Downtown organization (an alliance of interested stakeholders) that serves as the chief policy and program advocate for Downtown interests within the community. The Executive Director attends City Planning Department staff meetings and all Chamber meetings to enhance communication and garner support for the unique issues of the Downtown area.

## **B. City of St. Joseph ("City")**

The City has an important role to play in all aspects of revitalization, but particularly: building code enforcement; solving zoning conflicts; financial assistance; and implementing building and streetscape design standards. The City's annual financial contribution to the Partnership demonstrates the City's commitment to providing organizational structure to the Downtown Revitalization Program.

The City's elected officials and City staff have provided a policy framework for the Downtown Revitalization Program through a number of planning initiatives such as the Downtown St. Joseph Retail Strategy, Quiet Zone Report, Downtown Master Plan, and the Downtown Precise Plan, and the Capital Improvement Plan.

The City increased its own “organizational capacity” to address Downtown’s unique issues and needs through the creation of the Downtown Team. Comprised of two City Council Members, the City Manager, the City Economic Development Manager, a City Project Manager as well as the Partnership’s Executive Director, the Chamber of Commerce CEO and the Chamber of Commerce Economic Development Manager, the Downtown Team selects a few key goals and dedicates their efforts toward achieving them in a timely manner.

The City’s financial commitment to Downtown has fluctuated in response to the City’s budgetary limitations. The City receives Community Development Block Grant funding and a portion of those funds are dedicated to Downtown Improvements. The City’s Capital Improvements Program Sales Tax has been allocated toward certain Downtown projects. The City has used tax increment financing (“TIF”) to support two, project specific developments in Downtown. With the exception of TIF, the City has not placed in service a dedicated tax revenue allocation process for continuous reinvestment in the Downtown as the City must balance community-wide needs with those of a Downtown’s aged infrastructure.

#### **C. St. Joseph Special Business District (“SBD”)**

After a vote of Downtown property owners, the City established the SBD in 1990 to levy an ad valorem property tax on property within the SBD to carry out certain improvements for the district. The City established a tax rate which shall not exceed eighty-five cents (\$0.85) per one hundred dollars (\$100) of assessed valuation. The original impetus behind the SBD was the removal of the Downtown pedestrian mall to curb continued deterioration of the Downtown business community.

The SBD Board of Directors consists of property owners, business owners, and residents with specified City designees. Board members are appointed by the City. The SBD is an advisory board whose recommendations require final approval by the City Council. In practice, the SBD is the key decision making body for the SBD tax revenue.

The SBD tax has a sunset of seven years and has been renewed by Downtown property owners on two occasions. Since the removal of the Downtown pedestrian mall, the SBD tax revenues have been dedicated to capital improvements and maintenance in Downtown. This is the sole tax revenue source dedicated to the Downtown area as a whole.

#### **D. St. Joseph Chamber of Commerce (“Chamber”)**

The Chamber is an independent membership-funded organization whose programs involve small business assistance, regional marketing, business advocacy and economic development. The Chamber, under contract to the City, is the lead agency in St. Joseph’s economic development partnership. As the lead agency, the Chamber is charged with business recruitment and retention for the St. Joseph community.

The Chamber is represented on the Downtown Partnership Board of Directors as well as the St. Joseph Dream Team. As a committed partner to Downtown revitalization, the Chamber is willing to provide expertise and resources for special projects and/or issues as may be needed. However, the Chamber encourages a “downtown specific” organizational structure of which the Chamber is a supporting member rather than a leading member. In part, the Chamber’s role as the broader community representative requires a wider mission, goals, and objective that impede the ongoing development of the specific expertise and capacity necessary for the unique issues faced in Downtown’s revitalization.

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

#### **E. Downtown Merchants Association (“DMA”)**

The DMA is a membership-based organization comprised of Downtown businesses for the purpose of marketing and promotion of the Downtown area as a destination for commercial activity. The DMA has no staff and relies on volunteers to coordinate and conduct marketing activities. The Partnership’s Executive Director often serves as a “quasi” staff person lending administrative assistance to DMA activities. The DMA has a relatively stable membership of 80 and is in good financial health. There is little overlap of DMA and Chamber members.

#### **F. St. Joseph Convention and Visitor’s Bureau (“CVB”)**

The CVB promotes Buchanan County to increase the number of visitors to the area, thus making a strong contribution to the economic and cultural environment. The CVB is the lead organization concerned with the development and promotion of tourism activities on behalf of the Buchanan County Area.

Projects of the CVB include:

- Supporting groups visiting St. Joseph by offering assistance in the areas of event planning, special functions, and appreciation activities;
- Marketing and promotion of the St. Joseph Area and encouraging visitors to select St. Joseph as their destination; and
- Special projects to enhance the St. Joseph Area as a visitor destination.

The CVB Director is responsible for implementation of tourism plans and coordinates tourism development activities.

## **G. Urban Core Capital Corporation (“UCCC”)**

The UCCC is a for-profit, multi-bank Community Development Corporation created to facilitate economic development in the City’s distressed commercial areas. The UCCC provides “gap” financing, i.e., provides small business loans and/or equity to entrepreneurs unable to obtain a complete package of conventional financing. The UCCC provides partial financing of a project’s needs while leveraging funds from other sources.

The UCCC participates with lending institutions or other financing mediums and its participation is the smaller of 50 percent or \$35,000. It requires the applicant to have a leverage ratio of at least 1:1. The match must be from conventional lending institutions or private equity.

The UCCC target area includes the Downtown Central Business District. To date, the UCCC has not been utilized to any great extent by the local community and businesses within City. The existence of this organization is a tremendous asset and better utilization of these financial resources should be explored by the Downtown Organizational Structure entities.

## **H. The Allied Arts Council of St. Joseph (“AAC”)**

The AAC is the lead organizing, fund raising, advocating, educating, coordinating, and servicing agency of the St. Joseph arts community. The ACC is operated with a staff of four people with nearly 2,000 volunteers. Organizational membership is open to non-profit agencies who provide arts related activities. As an umbrella agency, the ACC assists with scheduling, funding and marketing for all member agencies. The ACC is also working with the City to increase marketing for the Missouri Theater in Downtown.

## 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.

#### 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. 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. 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 it is very important to fostering an overall sense of community. Involving the community in the Downtown Revitalization Program will help to foster that sense of community.

#### **F. Funding**

In addition to leadership, adequate funding is one of the most important components of successful Downtown Revitalization Programs. 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 completion of Revitalization Program goals and objectives. Project oversight will be a large component of all Downtown revitalization organizations and project success depends upon the organizations' abilities to do so.

## **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 viewed Downtown as a destination, as well as, to tourists from outside the Area.

## **O. Retail/Event Promotions**

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

## **P. Safety, Security and Beautification**

In one fashion or another, every successful Downtown Revitalization Program improves safety, security and the appearance of Downtown. Beautification improvements 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 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 aesthetic presentation of Downtown – an important component in creating a “sense of place”. Efforts should be made to improve or control parking in order to turn motorists into pedestrians and encourage walking throughout Downtown.

## SECTION IV

### RECOMMENDED ORGANIZATIONAL STRUCTURE DEVELOPMENT AND ENHANCEMENT

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

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

#### RECOMMENDATIONS FOR NEW ORGANIZATIONS

The following recommendations for a new organization primarily focuses on increasing the financial capacity of the existing "organizational structure" in order to utilize public funding, attract and leverage private capital, and promote increased economic activity. **Board membership for the new organization should be represented by existing Board Members from other key organizations involved in Downtown in order to ensure continuity of planning, policy, and administration of the Downtown Revitalization Program.** The City and the Partnership already utilize this practice in recruiting Board Members; and its extension to the new organizations should be promoted. **Exhibit 2-Recommended Organizational Structure**, located in **Appendix A**, depicts the recommended interaction of the various existing and new organizations impacting the Downtown Revitalization Program.

#### A. Downtown St. Joseph Community Improvement District ("DCID")

The DCID will provide an extra level of public service to Downtown through an added sales tax. The DCID will channel private sector energy towards the solution of public problems. The DCID will work with the City and the SBD to provide increased and dedicated public financing resources resulting from private investment to meet the

comprehensive objectives of the Downtown Revitalization Program. The majority of funds generated by DCID should be used to assist with Downtown beautification (such as streetscape and parking enhancements), maintenance of critical infrastructure, safety enhancements (such as a part-time/special event safety officer) and to encourage redevelopment of buildings. A small portion of funds should be earmarked to provide district marketing, administrative support, retail promotions, and to help improve local business practices.

It is recommended that DCID contract with Partnership to provide administrative and technical services for ongoing administration of DCID (note this will require an increase in staffing at the Partnership). Essentially, the funds provided by DCID to Partnership will strengthen the capacity of Partnership to expand its marketing and promotion programs and materials, increase funding to support the City's façade improvement programs, and concentrate on retail and business attraction.

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

- 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, and
- Cost estimates of improvements

A political subdivision CID is organized through a petition which states whether the Board is elected or appointed by the ranking city official. The City should retain majority representation on the Board with Downtown property owners, residents, or business owners representing the remaining membership (proposed to include a member or members from the Partnership Board, the SBD, and the UCCC if possible). 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. The DCID is recommended to levy an additional sales tax only, unless the property tax is also assessed to "eliminate" the SBD property tax.

## **B. Downtown St. Joseph Redevelopment Corporation ("Downtown Corporation")**

The facilitation of private investment in Downtown, particularly retail and/or mixed-use development projects, may require an organization capable of acquiring and possibly completing the redevelopment or rehabilitation of targeted buildings within the Downtown area. The existing organizational structure does not provide for a lead organization in facilitating development projects. Often, complex redevelopment or "early" development projects within a revitalization timeline require a collaboration of private interests willing to share the risk of land acquisition (to possibly hold for future opportunities or to direct redevelopment) with a "public purpose" of eliminating blighting conditions, accelerating revitalization and coordinating private investment.

Large and mid-size communities have successfully utilized redevelopment/development corporations to facilitate the construction of business parks as well as redevelopment projects. St. Joseph benefits from two such examples – the St. Joseph Business Park Corporation affiliated with the Chamber and the Uptown Development Corporation.

It is recommended that the Downtown Corporation be organized as a not-for-profit entity under Chapter 353 for the purpose of facilitating redevelopment in Downtown. Although a not-for-profit entity, the Downtown Corporation is encouraged to be a “private sector” collaboration of interested parties sharing a common vision for the revitalization of Downtown. The Downtown Corporation should not have members as such, but in lieu thereof, shall have only a Board of Directors. The Board of Director membership should have a majority representation from the private sector, with public sector representation being a minority of key stakeholders such as the City, Buchanan County, Partnership, DCID, and Chamber. Private sector membership should reflect a broad representation of resources and skills consistent with the objectives and needs for Downtown revitalization.

The Downtown Corporation will serve as a catalyst for facilitating redevelopment projects through either the promotion of development opportunities or by directly investing and “developing” projects in order to demonstrate success, take on challenging development issues, or attract “target” business consistent with the Downtown Master Plan. This facilitation of redevelopment may occur through “land banking” (today’s acquisition of buildings or properties for a future anticipated “highest and best use” at some point in the future), direct property reinvestment or ownership, and serving as a “flip agency” in brokering development projects among property owners. Additional financial tools may also be made available under Chapter 353.

## **RECOMMENDATIONS FOR EXISTING ORGANIZATIONS**

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

### **C. St. Joseph Downtown Partnership Recommendations**

The current staffing of the Partnership should be increased to support the administrative, promotion, and advocacy activities of the organization. The part-time administrative position should be expanded to a full-time administrative assistant to significantly improve the Executive Director’s ability to focus on Program and Marketing duties.

Should the DCID recommendation be put in place, it is recommended that Partnership hire a promotions/marketing coordinator to assist the Executive Director. The administration of both the DCID and Partnership by the Executive Director should emphasize policy and program development, organizational planning, and project

financing administration. A promotions/marketing coordinator will improve coordination among other partner organizations (such as the Merchants Association, the Chamber, the ACC and the CVB) and the anticipated Marketing Plan to be developed as a part of the DREAM Initiative.

With increased staffing, the Executive Director will be able to allocate resources towards the goals and objectives of the Partnership. The continuation of annual strategic planning (the Action Plan) should continue and the Executive Director's role in implementing the objectives of the Action Plan should be expanded. The additional staffing provides the Executive Director with increased opportunities to enhance Downtown business recruitment and expansion through one-on-one meetings with developers (in or out of area), prospective business owners and property owners.

A consistent effort by the Partnership's Board Members and the Executive Director can be made to actively solicit greater resources (financial, knowledge, political, etc.) for the benefit of Downtown.

#### **D. City of St. Joseph Recommendations**

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's recent commitments have leveraged significant State and Federal resources, and this practice is the most effective means for accomplishing large-scale capital and infrastructure projects such as the streetscape program (including enhancement funds). However, the local resources of the City must be distributed throughout the community and other financial resources should be considered.

It is recommended that the City take the lead initiative, in collaboration with the Partnership, in educating and informing the Downtown community about the benefits of establishing the Downtown St. Joseph Community Improvement District. By using the economic activity created by businesses to generate special district tax revenue in the Downtown Area, this district financing tool will provide a much needed resource to continue the City's capital improvement program, strengthen the Partnership'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 DCID provides much needed revenue gap financing to make sure Downtown not only "leaps forward" with "big projects" but also makes incremental improvements on a recurring basis.

The City should continue the evaluation of designating a TIF for the Downtown Area in order to support critical public infrastructure projects as well as assist in the attraction of private reinvestment. In combination with the DCID, a Downtown TIF District will provide the much needed financial resources to be designated solely for projects within the Downtown area.

#### **E. Urban Core Capital Corporation Recommendations**

Working within the partnership of the Downtown Organizational Structure, the availability of “gap financing” through UCCC should be increasingly promoted to potential redevelopment projects. It is recommended that the preparation of a summary marketing/informational brochure regarding the possible UCCC assistance be developed and distributed to prospects.

#### **F. Buchanan County Recommendations**

Buchanan County provides services from offices and buildings located within the Downtown. As a property owner and government agency, the historic contribution of Buchanan County towards Downtown Revitalization has not been clearly defined. In order to include Buchanan County within the planning and dialogue for Downtown, Buchanan County should become a member of the Partnership. With this commitment and active participation in Downtown, it is recommended that Buchanan County increase its financial commitment to the Downtown area has a partner in the revitalization program.

## SECTION V

### SUMMARY OF ROLES AND RESPONSIBILITIES FOR SUCCESSFUL REVITALIZATION

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

The strength of 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, unless noted in the recommendations. This helps to make certain that a Downtown focus will be kept, and that the private sector is driving the effort.

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

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

# Appendix A

## Organizational Structure Exhibits

EXHIBIT I  
EXISTING DOWNTOWN ORGANIZATIONAL STRUCTURE

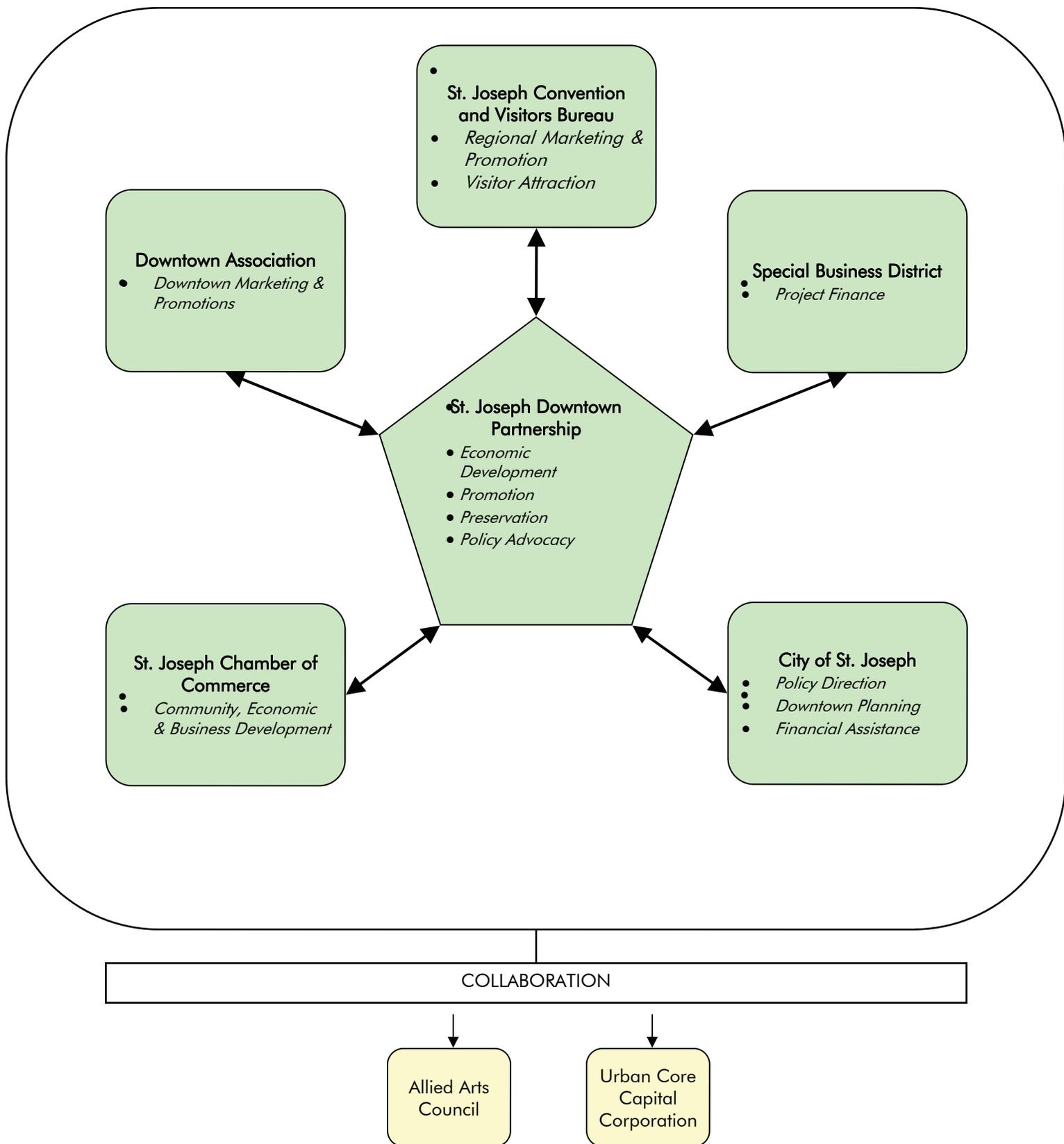
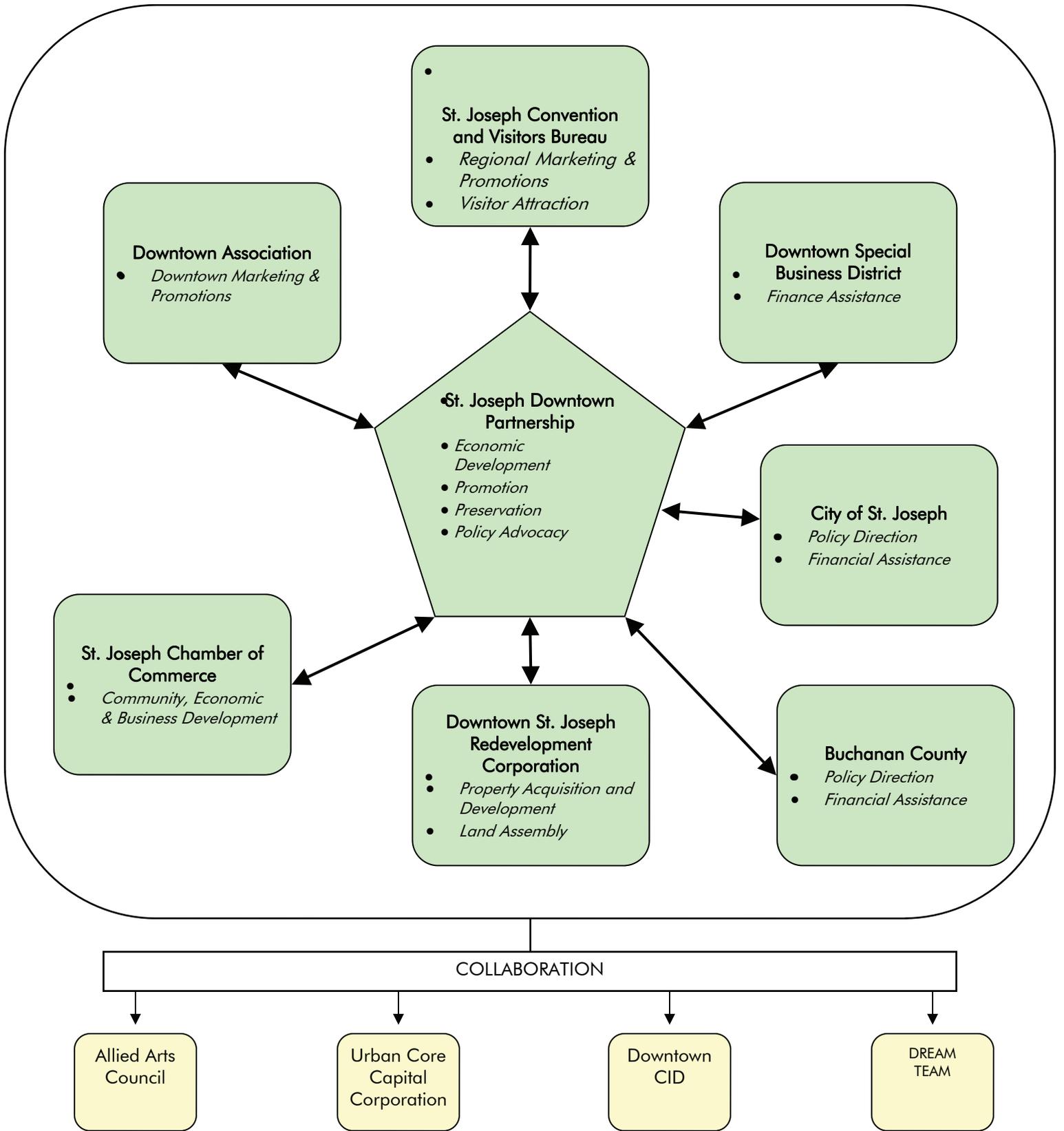


EXHIBIT 2

RECOMMENDED DOWNTOWN ORGANIZATIONAL STRUCTURE



**Exhibit 3a - Downtown Organizations and Responsibilities**

| Elements of a Successful Organization                   | St. Joseph Downtown Partnership | St. Joseph Community Improvement District | UCCC                  | St. Joseph Redevelopment Corporation | Downtown Merchants Association | Special Business District | City of St. Joseph    | Chamber of Commerce   | Buchanan County       | CVB                   | Allied Arts Council   |
|---|---------------------------------|---|-----------------------|--------------------------------------|--------------------------------|---------------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Leadership  | Essential Participant           | Essential Participant                     | Support Participant   | Essential Participant                | Support Participant            | Support Participant       | Essential Participant | Support Participant   | Support Participant   | Support Participant   | Support Participant   |
| Management Characteristics                              | Essential Participant           | Essential Participant                     | Support Participant   | Essential Participant                | Support Participant            | Support Participant       | Support Participant   | Support Participant   | Support Participant   | Support Participant   | Support Participant   |
| Board Attributes  | Essential Participant           | Support Participant                       | Support Participant   | Essential Participant                | Support Participant            | Support Participant       | Essential Participant | Support Participant   | Support Participant   | Support Participant   | Support Participant   |
| Forming Partnerships                                    | Essential Participant           | Support Participant                       | Support Participant   | Support Participant                  | Essential Participant          | Support Participant       | Support Participant   | Support Participant   | Support Participant   | Support Participant   | Support Participant   |
| Community Involvement                                   | Essential Participant           | Support Participant                       | Support Participant   | Support Participant                  | Essential Participant          | Support Participant       | Essential Participant | Essential Participant | Essential Participant | Support Participant   | Essential Participant |
| Organization Funding                                    | Support Participant             | Essential Participant                     | Support Participant   | Essential Participant                | Support Participant            | Essential Participant     | Essential Participant | Support Participant   | Support Participant   | Support Participant   | Support Participant   |
| Organizational Strategic Planning                       | Essential Participant           | Support Participant                       | Support Participant   | Support Participant                  | Support Participant            | Support Participant       | Support Participant   | Support Participant   | Support Participant   | Support Participant   | Support Participant   |
| Project Planning and Facilitation                       | Essential Participant           | Essential Participant                     | Support Participant   | Essential Participant                | Support Participant            | Essential Participant     | Essential Participant | Support Participant   | Support Participant   | Support Participant   | Support Participant   |
| Business Attraction, Retention, and Expansion           | Essential Participant           | Support Participant                       | Essential Participant | Essential Participant                | Support Participant            | Support Participant       | Support Participant   | Support Participant   | Support Participant   | Support Participant   | Support Participant   |
| Residential Development and Neighborhood Revitalization | Essential Participant           | Support Participant                       | Support Participant   | Support Participant                  | Support Participant            | Support Participant       | Support Participant   | Support Participant   | Support Participant   | Support Participant   | Support Participant   |
| Downtown Advocacy                                       | Essential Participant           | Essential Participant                     | Support Participant   | Essential Participant                | Essential Participant          | Support Participant       | Essential Participant | Essential Participant | Support Participant   | Support Participant   | Support Participant   |
| Real Estate Development Body                            | Support Participant             | Support Participant                       | Support Participant   | Essential Participant                | Support Participant            | Support Participant       | Support Participant   | Support Participant   | Support Participant   | Support Participant   | Support Participant   |
| Direct Marketing  | Essential Participant           | Essential Participant                     | Support Participant   | Support Participant                  | Support Participant            | Support Participant       | Support Participant   | Support Participant   | Support Participant   | Essential Participant | Essential Participant |
| Special Events Planning                                 | Essential Participant           | Support Participant                       | Support Participant   | Support Participant                  | Essential Participant          | Support Participant       | Support Participant   | Support Participant   | Support Participant   | Essential Participant | Essential Participant |
| Retail and Event Promotions                             | Essential Participant           | Support Participant                       | Support Participant   | Support Participant                  | Essential Participant          | Support Participant       | Support Participant   | Support Participant   | Support Participant   | Support Participant   | Support Participant   |
| Safety, Security, and Beautification                    | Support Participant             | Essential Participant                     | Support Participant   | Support Participant                  | Support Participant            | Support Participant       | Essential Participant | Support Participant   | Support Participant   | Support Participant   | Support Participant   |

Essential Participant

Support Participant



**Exhibit 3-b Specific Downtown Issues and Responsibilities**

|                              | St. Joseph Downtown Partnership | St. Joseph Community Improvement District | UCCC                   | St. Joseph Redevelopment Corporation | Downtown Merchants Association | Special Business District | City of St. Joseph     | Chamber of Commerce   | Buchanan County        | CVB                   | Allied Arts Council    |
|------------------------------|---------------------------------|---|------------------------|--------------------------------------|--------------------------------|---------------------------|------------------------|-----------------------|------------------------|-----------------------|------------------------|
| Building Design Standards    | Essential Participant           | Support Responsibility                    |                        |                                      | Support Responsibility         | Support Responsibility    | Essential Participant  |                       |                        |                       |                        |
| Streetscape Design Standards | Essential Participant           | Support Responsibility                    |                        |                                      | Support Responsibility         | Support Responsibility    | Essential Participant  |                       |                        |                       |                        |
| Retail Attraction            | Essential Participant           | Support Responsibility                    | Support Responsibility | Essential Participant                | Essential Participant          | Support Responsibility    | Essential Participant  | Essential Participant |                        |                       | Support Responsibility |
| Auditorium Event Planning    | Essential Participant           |   |                        |                                      |                                |                           | Essential Participant  | Essential Participant |                        | Essential Participant | Support Responsibility |
| Railroad Noise Abatement     | Essential Participant           | Essential Participant                     |                        |                                      |                                | Support Responsibility    | Essential Participant  |                       | Essential Participant  |                       |                        |
| Parking Lot Renovations      | Essential Participant           | Essential Participant                     |                        | Support Responsibility               |                                | Essential Participant     | Essential Participant  |                       | Essential Participant  |                       |                        |
| Wayfinding Improvements      | Essential Participant           | Support Responsibility                    |                        |                                      |                                | Support Responsibility    | Essential Participant  | Essential Participant | Essential Participant  | Essential Participant |                        |
| Pedestrian Improvements      | Essential Participant           | Essential Participant                     |                        |                                      |                                |                           | Essential Participant  |                       | Support Responsibility |                       |                        |
| Housing Stock Improvements   | Essential Participant           | Support Responsibility                    | Essential Participant  | Essential Participant                |                                |                           | Support Responsibility |                       |                        |                       |                        |
| Façade Improvements          | Support Responsibility          | Support Responsibility                    |                        |                                      |                                | Support Responsibility    | Essential Participant  |                       |                        |                       |                        |
| Building Code Enforcements   | Support Responsibility          | Support Responsibility                    |                        |                                      |                                |                           | Essential Participant  |                       |                        |                       |                        |

 Essential Participant

 Support Responsibility



# Appendix B

## Organizational Assessment Questionnaire

### 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, Etc.**

19. Is there a clearly written, updated mission statement?

20. Is there a strategic plan?

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 an annual process for setting/renewing goals?

25. Does the board/steering committee agree on what it should accomplish in the short term (2 years)?

26. Does the board steering committee agree on what it should accomplish in the long term (3-10 years)?
27. Are the organizations bylaws up to date?
28. Is there a mechanism requiring short and long term planning for the board and its committees?
29. Does the organization periodically assess its:
- k. Mission, goals and strategic plan?
  - l. Committee structure and performance?
  - m. Board membership and participation?
  - n. General membership participation?
  - o. Follow through on commitments?
  - p. Budget and goal setting process?
  - q. 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:
- r. The board
  - s. The officers
  - t. Executive director
  - u. The committees
  - v. Specific individuals
  - w. The membership
  - x. Combination of above
67. Does the leadership of the board and its committees effectively encourage different points of view in discussions?
68. Does the leadership of the board and its committees effectively minimize personality differences?
69. Does the leadership of the board and its committees effectively deal with power struggles and hidden agendas?
70. Does the leadership of the board and its committees encourage teamwork?
71. Does the leadership of the board and its committees instill enthusiasm for work to be accomplished?

72. Does the leadership of the board and its committees identify and celebrate milestones?
73. Has the board clearly identified its roles and responsibilities as a board?
74. Has the board clearly identified the roles and responsibilities of the executive director, and his/her relationship to the entire board?
75. Has the board developed a means for minimizing the communication of conflicting board members' expectations to the executive director?
76. Has the board established a process for obtaining staff input for board decision making?
77. Do board and committee meetings have agendas and are they announced in advance of the meeting?
78. Do board and committee meetings follow these agendas?
79. Do board and committee meetings proceed efficiently and effectively?
80. Do board and committee meetings have minutes prepared and distributed in a timely manner?
81. Does the leadership ensure that action goes forward in an orderly manner by seeing to it that decisions are actually made?
82. Does the leadership see to it that all members understand that decision?
83. Does the leadership see to it that someone takes responsibility?
84. Does the leadership see to it that those persons clearly understand their assignments and specific tasks?
85. Does the leadership see to it that visible results occur?
86. Does the leadership see to it that results are reported to the group?
87. Has the organization established standards of performance or benchmarks from which to evaluate outcomes? If so, please identify and explain those that apply:
  - a. Crime Rates
  - b. Taxable retail sales
  - c. Number of jobs created
  - d. Pedestrian/visitor counts

- e. Lease rates
- f. Customer attitude survey
- g. Occupancy rate
- h. Business license revenue
- i. Population
- j. Change in tax base
- k. Value of real property investment
- l. Population density
- m. Other

### **Fiscal Resources**

88. Approximately what is the organizations annual budget?

89. Which of the following are sources of funding for your organization (estimate percentage of total budget for each)?

- a. Special tax assessment on property and/or business
- b. Bonds (public or private)
- c. Voluntary donations
- d. In-Kind contributions
- e. City general tax revenues
- f. Subsidies or grants from Federal Gov't
- g. Subsidies or grants from State Gov't
- h. Sale of goods or services

90. What fundraising activities does the organization undertake?

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

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

93. Is the organization driven primarily by its:

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

## Community Networking and Coalition Building

94. Does the organization relate to other community groups and governmental units through ongoing, working relationships?
95. What types of other community groups and governmental units does the organization work with?
- a. Municipality
  - b. Community Improvement District
  - c. Business Associations
  - d. Chamber of Commerce
  - e. Economic Development Organization
  - f. Visitor or tourism association
  - g. Service Club
  - h. Environmental Groups
  - i. Historic Preservation of Conservation Groups
  - j. Historical/Heritage Society
  - k. Museum
  - l. Churches/Places of faith
  - m. Schools/Colleges/Universities
  - n. Horticulture Organizations
  - o. Arts and Culture Groups
  - p. Senior Groups
  - q. Youth Centers/Groups
96. Does the organization seek out new relationships and build coalitions of mutual interest?
97. Does the organization have input into public policy?
98. Does the organization network at the regional, state, national levels?