

DOWNTOWN
REVITALIZATION &
ECONOMIC
ASSISTANCE FOR
MISSOURI

JULY 2010

ORGANIZATIONAL STRUCTURE REVIEW

EVALUATION FINDINGS AND RECOMMENDATIONS



Farmington, Missouri



PGAVPLANNERS

ACKNOWLEDGMENTS



DOWNTOWN REVITALIZATION AND ECONOMIC
ASSISTANCE FOR MISSOURI (DREAM)
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SECTION I

INTRODUCTION AND EXECUTIVE SUMMARY

A. INTRODUCTION

All cities are unique in terms of their physical assets, community resources, history, and sense of place. However, many cities share the characteristic of a declining downtown brought about by major shifts in consumer and demographic trends. This steady deterioration of city centers has been an ongoing problem for economic developers, governments, and residents of communities ranging from small rural towns to large metropolitan regions. A consequence of a declining downtown is a negative effect on the remainder of the city and region. The viability and relevance of a city's core directly influences its overall health. Downtown is the face of the community; the embodiment of its heritage. A thriving downtown provides the city with a sense of pride and identity and serves its residents and visitors in many ways. Downtown revitalization encourages the reestablishment of the city center as a dynamic area with unique retail opportunities, tourist attractions, employment options, residential amenities, and recreational outlets. These activities increase the importance of downtown and benefit the community by improving the economic base, fiscal condition, and well-being of the city's residents.

Downtown revitalization is a community process that requires local champions willing to invest time and effort. Concerted planning and strategic implementation by many organizations is required. The City government, as stewards of the public infrastructure invested in downtown, must be dedicated to expanding and maintaining improvements and supporting active downtown groups and initiatives. A Downtown Revitalization Program involves coordinating a complex but interrelated series of events, relying heavily upon 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 strategies
- Recognition of efforts
- Use of outside resources

To achieve the goal of a revitalized Downtown, it is important to assess the existing organizational structure, revitalization efforts, business community, and citizen perceptions. An examination of the community in the context of known components of successful organizations and revitalization efforts begins the process of the DREAM Organizational Structure Review.

Upon analysis, it may be determined that the existing organizational structure is adequate to continue revitalization efforts, the structure will benefit from some adjustments, or significant changes are required. In any event, the evaluation of existing groups includes

a review of their relevance and effectiveness in meeting revitalization responsibilities. An objective critical analysis helps determine how funding, personnel, and volunteers are used. Recommendations may include encouraging the sustainability of an effective organization, revamping an existing organization, or establishing a new organization.

The preferred action is to encourage an effective organization by identifying additional resources or structure improvements that enhance its ability to achieve program objectives. However, significant changes to a group's roles and responsibilities may be necessary to meet the needs of the emerging Downtown revitalization. In these cases, the implementation of organizational change recommendations will build capacity and effectiveness. The capacity of an organization may include financial resources, personnel or staffing, volunteer activity, and Board leadership. A clearly defined mission and strategic plan to guide the organization's limited resources strengthen the fulcrum necessary to leverage this capacity.

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. Downtown can form a new board with broad based support, a clearly defined and independent mission, new goals, and an infusion of fresh ideas. A new group can combine all the principles and functions of a successful revitalization organization into a single working unit. However, forming a new organization requires additional resources and care in development. Disenchanted citizens may only see a new group as an extension of previously failed efforts or ineffective organizations.

Farmington's Downtown Revitalization Program will have the advantage of building upon previous successes. The City of Farmington has been very active and visionary in promoting and improving Downtown. Projects such as the streetscape and Courthouse Annex demonstrate Farmington's commitment to Downtown. The City has also initiated efforts such as the revolving loan fund, designation of historic districts, lodging tax, Tax Increment Financing, and several marketing and promotion events to assist Downtown businesses, residents, and property owners. The primary existing organizations that were involved in these projects include the City, The Downtown Development Association, and the Farmington Chamber of Commerce. This review will consider these organizations, their subcommittees, and their local and regional connections.

B. EXECUTIVE SUMMARY

Recommendations noted in this report represent steps to achieve an Organizational Structure with the components to attain sustainability and drive the Farmington Downtown revitalization well into the future. The organizations can implement these recommendations in part, or in whole, and there may certainly be other possible scenarios that Farmington leadership feels are more fitting to its unique circumstances. This report simply represents the most effective solution in the opinion of PGAV PLANNERS. The principal recommendations for improving Downtown Farmington's organizational structure include:

- **Energize the Downtown Development Association (DDA) to be more effective as the Lead Organization in Downtown Farmington’s Revitalization**

The City and Chamber should play the primary roles of encouraging any added responsibilities and roles for the DDA. The DDA needs involved leadership and enthusiastic volunteers to guide all Downtown revitalization pursuits. The task of improving and maintaining Downtown Farmington will require a major commitment of the entire community. As the DREAM Initiative develops various planning studies and documents, it will become very apparent that a considerable amount of work is required over the coming years. The DDA will require paid staff to help facilitate DREAM Initiative goals.

As the DDA expands its efforts and responsibilities, it should consider real estate development activities such as Downtown retail retention and recruitment efforts. If the group does not have the ability or desire to expand activities, the formation of a Downtown Community Development Corporation, with the backing of several banks and other investors, becomes a necessary recommendation.

- **Formation of a Downtown Farmington Community Improvement District (DFCID)**

A CID is effective for funding a broad range of development and organizational activities that can benefit Downtown. The recommended format of the DFCID is that of a political subdivision. An additional sales or property tax will generate funds if the CID is a political subdivision. The DREAM Financial Assistance Evaluation will provide specific revenue estimates for a CID based on the DREAM Study Area. Any effort to establish a CID must include adequate community outreach where the benefits of the district far outweigh projected costs. The DFCID should collaborate with DDA regarding the expenditure of CID funds. The City will need to play a leadership role in the effort to form the DFCID.

- **The Farmington Chamber of Commerce (Chamber) should continue support for Downtown efforts.**

The Chamber provides a significant service by connecting Farmington to the region through overall City marketing. The Chamber is also a critical connection between Downtown and larger retailers in the City. In the context of Downtown, the Chamber should continue to provide representation on the DDA and support to its Downtown members and fundraising events. However, it is critical that the Chamber allow the DDA to step in and provide business services and promotions specifically for Downtown businesses. The Chamber has resources to share, but can focus efforts on the wider area of promoting the City as a whole. Over time, the responsibility for marketing Downtown and promoting its businesses should shift from the Chamber to DDA. The Chamber and DDA memberships can mesh nicely for the benefit of Downtown members of each group.

While not affecting the organizational structure directly, there are activities that will underscore support for the Downtown Leadership structure and bolster all the organizations involved. **Successful Downtown Revitalization Programs all demonstrate a focus on the importance of Downtown to the rest of the community. This focus must begin with the City government.** Recommendations for the City of Farmington that will help demonstrate its support for Downtown efforts include:

- Provide added attention to Downtown building, maintenance, and nuisance code enforcement to create a safe and friendly pedestrian atmosphere.
- Establish building design guidelines for Downtown commercial property.
- Review zoning codes to ensure prime retail spaces remain as retail uses.
- Consider enhancements to wayfinding signage, streetscape elements, and beautification efforts.

SECTION II

OVERVIEW

A. FARMINGTON

Farmington is located in southeast Missouri approximately 70 miles south of St. Louis and is the most populous City in St. Francois County. Highway 67 runs along the western edge of the City and State Route 32 along the northern. Farmington Regional Airport provides light air transportation.

Kentuckian William Murphy settled in the Spanish ruled area in 1798. Murphy had acquired a Spanish land grant allowing him to establish a settlement along the St. Francois River. William died on his way back to Kentucky, leaving his widow Sarah Barton Murphy and their sons Joseph, William, and David to return and establish the settlement in 1802. By 1821, the land joined the United States via the Louisiana Purchase. In 1822, David Murphy contributed 52 acres in what is now Downtown Farmington to establish the St. Francois County Seat. In 1825, leaders selected the name "Farmington" and incorporated the town by 1836. Early Farmington enjoyed growth primarily due to the building of Plank Road, running from Pilot Knob to St. Genevieve. Plank Road was one-way through Farmington along what is now Columbia Street.

Today, Farmington is a significant retail trade market for surrounding communities and has a diverse economy supported by major employers such as Accent Marketing, Parkland Health Center, the State of Missouri Farmington Correctional Center, and the Mineral Area Regional Medical Center. These employers, although not tourist attractions, add visitor activity to the community. Additionally, the St. Francois County Courthouse, City Hall, and numerous offices and services anchor Farmington's Downtown. The 2010 population estimate of Farmington is 16,000 people.

B. DOWNTOWN FARMINGTON

As part of the Organizational Structure Review, it is important to review the overall status of Downtown Farmington as well as recent planning efforts.

Downtown Farmington is the center of local government. The St. Francois County Courthouse is located at 1 N. Washington Street. Farmington City Hall is located at 110 West Columbia Street. The Farmington Police Department, Fire Department, Post Office, public library, municipal skate park, various places of worship, variety of small businesses and neighborhood services (gas stations, convenience stores, etc.), and historical sites (Long Park, St. Francois County Jail) are located within the DREAM Study Area. The Farmington Chamber of Commerce is located on N. Washington Street, just north of the DREAM Study Area boundary.

Downtown Farmington was the main shopping district until the City began to grow and more businesses, including Wal-Mart, began to sprout in other areas of the City. Although many retail and service businesses are located in other areas of the community,

the businesses that continue to operate Downtown generate a significant amount of pedestrian and vehicular traffic.

Most of the commercial buildings in Downtown Farmington are multi-story with many ground floor spaces occupied. Some of the upper floor spaces appear occupied as well, but most look vacant. Primarily residents and people conducting business use Downtown Farmington.

Downtown is located in the central section of the City. The boundaries of the DREAM Study Area are generally College Street to the north, 2nd, McIlvane, and Warren Streets to the south, Long Avenue to the east, and A Street to the west, including a two-block section to Clay Street. The following map indicates the Study Area:



In December of 2001, the City of Farmington commissioned a Downtown Revitalization Report conducted by Drury University. In 2003, the City of Farmington adopted a Comprehensive Plan and in 2006 approved a plan amendment. Although the Downtown Revitalization Report is rich in detail and there are some recommendations included in the Comprehensive Plan that affect Downtown Farmington, the City Council has not adopted specific Downtown planning objectives and strategies.

As noted, there are several key entities involved in the revitalization of Downtown Farmington. The City, DDA, and Chamber have all played important roles to date with the City and DDA leading the Downtown efforts. Other entities reviewed for their potential roles in Downtown Farmington revitalization efforts include St. Francois County and the recently formed Farmington Convention and Visitors Bureau.

- In addition to standard municipal governmental roles, the **City of Farmington** provides leadership on several important aspects for the DREAM Initiative. Some benefits that the City has provided for Downtown Farmington include:
 - Management of active Administration, Economic Development, and Planning and Zoning departments.
 - Administration of property, sales, and lodging tax revenues.
 - Streetscape and other infrastructure improvements and maintenance.
 - Tourism efforts such as the Tour of Missouri, Tran-America Trail Route, and collaboration with Crown Country Winery.
- The **Downtown Development Association** is a membership driven, all volunteer organization that promotes economic, aesthetic, and historic aspects in the Downtown commercial district. The DDA provides extra Downtown support services including:
 - Limited business recruitment efforts in coordination with the City.
 - Revolving Loan Fund Façade program administration.
 - Beautification and wayfinding initiatives.
 - Historic District Designation.
 - Business promotions and marketing.

Along with the City, the County is a key property owner within the Downtown revitalization area. Institutional and governmental property ownership can provide stable jobs and involved volunteers, but the area must not become known for just service offices. Additionally, there are several group homes throughout Downtown. Often, governmental offices and group home residents do not attract customers that create a friendly and safe image for shoppers.

The DREAM Initiative discussed the function of the existing organizational structure with representatives of the City, DDA, and Chamber within the context of a questionnaire. Each organization completed the questionnaire and a copy is located in **Appendix 1 – Downtown Organizational Assessment Questionnaire**. PGAV PLANNERS solicited additional input from the organizations as needed and used other sources of information to determine various details about Downtown Farmington’s organizational structure. Additionally, the DREAM Initiative reviewed responses given to questions during the focus groups conducted as part of the Community & Consumer Survey task item identified for

Farmington. The Focus Group Survey Report dated October 2009, is a transcript of the comments of participants in the groups of "Downtown Business Owners", "Local Government, City Staff, and Officials", "New Residents", and "Longtime Residents".

Focus group questions asked included a general question about the direction of the revitalization effort in Downtown Farmington. Some of the answers received from the various groups follow:

Downtown Business Owners	<p>"It's definitely improving."</p> <p>"There have been some nice renovations, too."</p> <p>"There's still work to be done, but it's better than it was."</p>
Local Government, City Staff, and Officials	<p>"Absolutely the right direction."</p> <p>"I don't think there are any finer downtown areas. I think the City has done a marvelous job."</p> <p>"I think the Downtown is in transition. It's not going backwards, but it used to be retail, and now it's more financial and governmental. There also used to be more people that live down there."</p>
New Residents	<p>"One thing that attracted me to here is that Farmington seemed to have a plan and a good City Administration that knew how to grow properly."</p> <p>"Downtown Farmington has to upgrade quick."</p> <p>"There's nothing to do. Nothing's open."</p> <p>They've got to promote it...it should look inviting."</p>
Longtime Residents	<p>"Right."</p> <p>"We need to emphasize our Downtown more."</p> <p>"It's beautiful, but we have trouble keeping people in stores because something's going wrong. Part of it's the hours, part of it's the parking, but the atmosphere is coming back and we're getting some restaurants."</p> <p>"The new Courthouse Annex has tremendously improved the Downtown area."</p>

There were also questions asked that elicited comments about the Downtown organizational structure or various groups involved. These responses included:

<p>Downtown Business Owners</p>	<p>"The DDA has done design recommendations and they actually make interest-free loans for façade rehab, but you have to get your plans approved."</p> <p>"You're at the whim of City Council."</p> <p>"There's a group of ten people who do everything here. You're wearing out the same people."</p> <p>"The DDA doesn't have a Director to make things happen."</p>
<p>Local Government, City Staff, and Officials</p>	<p>"We need to do better with our website. Our DDA doesn't maintain a website, and we're trying to do a better job with the City. We're having ours redesigned to look more inviting."</p>
<p>New Residents</p>	<p>"I don't know what my Chamber of Commerce does do for me."</p> <p>"Whenever you go some place, you go to the Chamber of Commerce. That's where you expect to find things, and I don't see their website being that compelling."</p> <p>"The hoops I had to jump through to be able to live upstairs were unbelievable."</p>
<p>Longtime Residents</p>	<p>"There's a tourist center in The Factory, and that should be part of the Chamber of Commerce."</p> <p>"The DDA is trying to develop a historic look for Downtown. Trying to bring in merchants, but with a cohesive look to the buildings."</p> <p>"The DDA has a façade loan fund, but has had very few applications."</p> <p>"There seems to be a double standard with code enforcement. The City Planner will bend over backwards for a new subdivision on the outskirts, but if you want to take an old structure and make it viable, there is one hurdle after another."</p>

Downtown Farmington's organizations have responded to some opportunities, but the structure requires strengthening to secure the Downtown Development Association as the lead Downtown group. Downtown Farmington's organizational structure, through enhanced long-term planning, programming, coordination, and communication, will better respond to the needs of its businesses.

A thriving Downtown requires an encouraging environment that efficiently uses limited resources for the overall good of the area. Strong leadership that has clear understanding of the roles and responsibilities of all involved groups can only provide this environment. **Section V** discusses this definite need to create stronger organizational leadership in Downtown Farmington. The objective of the recommendations found in this Review is to enhance the existing overall Downtown revitalization efforts. This objective is not necessarily the same objective as any one group.

SECTION III

ELEMENTS OF SUCCESSFUL ORGANIZATIONS AND REVITALIZATION EFFORTS

Downtown revitalization occurs with numerous entities that band together to reach a common goal. However, each of the participating organizations may have a different reason for being involved and fulfill a different purpose. Additionally, each downtown organization is uniquely qualified to address a particular need of the community.

There are common elements, techniques, and services among effective organizations that are useful to note including leadership structure, collaborative efforts, funding, planning resources, economic and residential development, overall downtown support, marketing and promotions, and attention to aesthetics and safety.

A. Leadership

Invariably, leadership is included as one of the most important components of every successful downtown organization. Leaders bring focus and vision to the organization and Downtown Revitalization Program. Leaders must be able to communicate this vision and educate the public concerning the benefits of the Downtown Revitalization Program. Leaders are the enthusiastic champions of downtown. They must be able to build grassroots community support and form effective partnerships. An effective leader can generate excitement and momentum for the Downtown Program and infuse the organization with enthusiasm. An effective leader is also accountable for the group's actions and maintains a focus on objectives. Leadership succession procedures must also allow for the fair transitioning of leadership roles from individual to individual, to sustain program momentum.

B. Management Characteristics

Management approaches to downtown organizations 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 public speaking, financial analysis and budgeting, planning, project oversight, situation and political analysis, and negotiating expertise. Management approaches range from being mainly an administrator who makes budgets, hires employees, and enters into contracts to an entrepreneur who emphasizes service delivery, program design, and revenue sources.

C. Board and Committee Attributes

Boards should consist of leaders with a unified focus on the revitalization of downtown. A committee may have a more narrow focus on one aspect of downtown. It is important that boards and committees represent diverse points of view from the community. It is also important that only the elite volunteers who stand to benefit most from Downtown revitalization are members. Discussions should be encouraged and differences civilly debated to strengthen the ultimate decision and resulting outcomes. The Board of Directors should develop organizational goals and clearly identify those entities or individuals responsible for completion. Committees are the implementing entities for the

Board of Directors. While there are no set guidelines for the size and make-up of boards, a Board of Directors should be limited in size to 7-9 members. However, given the unique characteristics of each community, under certain circumstances, larger boards can be effective. Potential members should include local banks, chambers of commerce, City government, businesses, downtown stakeholders, downtown residents, and historic societies and preservation organizations. Board members for all of the downtown organizations should have a similar composition in order to ensure continuity in leadership and decision making across the different organizations. Committee size is a function of the work required.

D. Ability to Form Partnerships

Successful Downtown Revitalization Programs typically include other organizations with different purposes and services. It is not important which organization handles which services, but that Downtown receives the services it requires. Some organizations are structured or chartered to deliver specific activities or functions. Downtown leaders must understand these roles and develop healthy partnerships to benefit and maintain the organizations involved as well as the revitalization process.

E. Level of 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. Funding for Organizational Programming

In addition to leadership, adequate funding is one of the most important components of successful Downtown Revitalization Programs. Downtown Revitalization Programs require a stable source of funding. 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 Community Improvement Districts, Tax Increment Financing, Transportation Development Districts, and other tax incentive and grant programs. Using a variety of funding sources is necessary for a stable, diverse, funding structure and due to the use restrictions of incentive programs. Local fundraising activities may include membership donations, fund raising, festivals, historic or holiday house tours, and in-kind contributions. Outside opportunities include grants, loans, and tax credit programs.

G. Organizational Strategic Planning

Strategic planning is essential for building an effective and thriving organization. Successful organizations develop a strong vision and align available resources toward

achieving that vision. It is important to establish short and long-term goals for the organization. These goals should be specific, measurable, and reviewed on a regular basis. Often an organization adopts the plan for Downtown revitalization as their organizational plan, when they are not the same thing. This Organizational Structure Review provides recommendations for changes to the groups involved with Downtown, while the Strategic Plan component of the DREAM Initiative will address overall planning for the revitalization of Downtown.

H. Project Planning and Facilitation

The organization in charge of downtown revitalization spearheads many improvement projects. Successful organizations efficiently deploy resources and proactively identify obstacles in facilitating the completion of revitalization projects, goals, and objectives. Project oversight will be a large component of all downtown revitalization organizations.

I. Business Retention, Expansion, and Attraction

Typically, efforts of the organization in charge of this activity first focus on retention and expansion of existing businesses. The organization actively communicates with businesses to help identify needs and resolve problems. For downtowns, these activities mainly revolve around retail establishments. Additionally, the organization helps to improve existing business practices through activities such as training, marketing assistance, and access to capital. Some 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 downtown revitalization usually provided by the City, chamber of commerce, or a regional organization. Successful economic development programs understand market opportunities and have realistic goals. An effective program will foster business formation by providing basic needs such as information, capital, real estate, and labor. The DREAM Retail Market Analysis component will provide detailed recommendations for Downtown retail development.

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 level of human activity is a measure of the vitality of Downtown; people walking on the sidewalks demonstrate a healthy downtown. The DREAM Housing Market Analysis will include recommendations for Downtown residential development.

K. Downtown Advocacy

Because of downtown decline, downtown residents and businesses may feel neglected and detached from the city government and larger community. A successful Downtown Revitalization Program led by an influential organization can effectively bridge this gap by providing one voice for downtown 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, property preparation, financial assistance, and tax incentives. Many successful Revitalization Programs create a 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. Downtown 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 character of the downtown. 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

Using 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 make effective marketing tools. Improved and controlled parking should transition motorists into pedestrians and encourage walking throughout downtown.

SECTION IV

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. As stated in Section II, the Downtown revitalization that has occurred to date is primarily due to the efforts of the City and DDA, with assistance from the Chamber. **Appendix 2 – Existing Downtown Organizational Structure** depicts the relationship of various Farmington organizations affecting Downtown revitalization. The following is a description of those organizations and their current roles in supporting Downtown Farmington.

A. The City of Farmington (City)

The City has an important role to play in all aspects of Downtown revitalization including building code, nuisance, law enforcement, zoning conflicts, and providing financial assistance. The City also implements regulations concerning sign codes, comprehensive planning, parks and recreation development, infrastructure maintenance, public safety, housing, and airport facilities. City Hall is located in the heart of Downtown at 110 West Columbia Street and maintains a website with an address of www.farmington-mo.gov.

The City of Farmington has historically provided a very engaged policy framework concerning development. The City Administration supports Downtown through initiatives such as the DREAM application and attraction of the Tour of Missouri stage, as well as investments such as the streetscape, new firehouse, Tax Increment Financing District, and building renovations. The recent formation of the Tourism and Convention Bureau demonstrates the City's commitment to visitor attraction and the recent formation of the Historic Preservation Commission shows concern for existing properties. The City works to improve economic and physical conditions of Downtown and to create opportunities for revitalization. City Staff and Officials encourage and support multiple organizations using partnerships. The City is a common thread throughout various Downtown groups. While these are very positive steps in the revitalization of Downtown, the City could expand its support of Downtown by helping to initiate a dedicated funding mechanism for Downtown revitalization such as the proposed Community Improvement District.

As the City government must balance community-wide needs with those of Downtown, there are several City Departments and Commissions, each with multiple responsibilities. All Departments are necessary for the operations of the City, but those of particular importance to Downtown include the Administration, Planning, and Economic Development Departments. The responsibility for implementing most DREAM recommendations will likely fall to these Departments. Commissions of particular importance to Downtown include the recently formed Historic Preservation Commission (HPC) and the Tourism & Convention Bureau (TCB).

The Historic Preservation Commission reviews and protects the historic resources of Farmington. The City appoints the HPC members and provides funding for commission operations, such as the review of building projects and the issuance of Certificates of Appropriateness. It is also important to recognize that the HPC works with other groups to raise the awareness of Farmington's Historic Resources.

The Tourism & Convention Bureau, appointed by the City and funded by the lodging tax, administers the lodging tax revenues to promote overnight stays in Farmington. This revenue stream can also provide funding to events, festivals, and activities such as the Tour of Missouri that draw visitors from a wide area. Although there are no hotels located in the DREAM Study Area, there is potential for several bed and breakfasts and hotels are located nearby.

B. Downtown Development Association (DDA)

The DDA is a non-profit that originally established as the Uptown Farmington Organization in 1986. The group changed its name in 2004 and meets monthly at the Chamber of Commerce location at 302 N. Washington. The DDA has no physical facilities, Executive Director, or employees and operates on an annual budget of \$5,000 to \$7,500 provided by dues, events, and City grants. The DDA Board consists of 13 Directors, meeting monthly, to advance its goal of “Maintaining the integrity of the structure and atmosphere of the historic Downtown, while making it an inviting and progressive place in which to do business and meeting the needs and lifestyles of today’s population.” The group’s structure is similar to the four-pronged approach of Main Street and includes committees of Organization, Design, Promotion, and Economic Development. Although this committee structure exists, DDA leaders indicate issues in attracting and energizing volunteers and members. The group collaborates with the Chamber and City, but has few events and initiative that it undertakes on its own. The DDA has participated in revitalization projects using TIF funding, NAP credits, and the established Façade Revolving Loan Fund, but the City is the main entity responsible for these income streams. Also through the City, the DDA has been involved in projects concerning wayfinding, beautification, historic preservation, and parking. The City Administrator provides a very close tie between the groups and Farmington City Hall.

The DDA committee structure is admittedly not active enough to demonstrate the broad consensus needed by Downtown businesses for proper advocacy and planning for Downtown improvements. The DDA also notes that most Downtown Businesses are not members of the DDA. Overall improvement of the DDA and its committee structure as the lead Downtown organization is a key recommendation of this review.

C. Farmington Chamber of Commerce (Chamber)

The Chamber is an independent non-profit organization that receives its funding from membership dues, donations, and fundraising events. The Chamber, formed in 1941, provides programs involving consumer marketing, economic development, policy advocacy, promotions, community events, and networking for its members. The Chamber is located just to the north of the Study area at 302 N. Washington and maintains a website address of www.farmingtonmo.org. The Chamber also publishes a monthly newsletter and provides business referrals for its members.

The Chamber employs a full-time Executive Director and one full-time Membership Manager as well as another part-time employee. The 18 member Board of Directors includes two Ex-Officio Directors, one of which is the City Administrator. The Board mobilizes dozens of volunteers from a growing membership of 380. Chamber goals

include collaboration with the City concerning economic development, member and business assistance, and to serve as an information clearinghouse. Fifteen committees divide the yearly work among areas such as membership, fundraising, events, government affairs, and ambassadors. The Chamber conducts an annual retreat, monthly meetings, ribbon cuttings, and groundbreakings. The membership is growing and the Board actively recognizes and recruits members for specific needs. The Chamber's budget is around \$140,000 annually.

The Chamber, in spite of active leadership development, recruitment efforts, and orientation activities, also notes issues with transitioning a member to an engaged volunteer. The Chamber also notes that most Downtown Businesses are not members of the Chamber.

D. St. Francois County (County)

St. Francois County, Missouri maintains the County Courthouse and numerous governmental offices at 1 N. Washington Street and at the County Annex Building across West Liberty Street. County services such as the Assessor, Auditor, Prosecuting Attorney, Circuit and County Clerk Services, Collector, Recorder of Deeds, and Treasurer operate out of these buildings. The City contributed TIF funding to construct the County Annex, demonstrating the City and County collaborative relationship. A three-member Commission that meets every Tuesday leads the St. Francois County government. St. Francois County is a significant property owner in Downtown Farmington and has been instrumental in the growth of the City. The County maintains a website with an address of www.sfcgov.org/

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SECTION V

RECOMMENDED ORGANIZATIONAL STRUCTURE DEVELOPMENT & ENHANCEMENT

A sustainable organizational effort with the capacity to champion exciting new roles for Downtown Farmington is the most critical component of the DREAM program. Required support components include a proactive business community, grassroots support, and a dedicated local government.

The current organizational structure has established a solid foundation for incorporating some of the elements of successful organizations and revitalization efforts described in **Section III**. Downtown Farmington is currently not addressing some of these elements, although they may become important features of the Downtown Revitalization Program. It is important that Downtown leverages services provided by existing organizations to develop components necessary for success. In particular, the business community needs to be engaged in the efforts of the DDA.

City leaders indicated in the DREAM application the desire to build on the themes of identity, unity, and community outlined in the 2001 Drury University Downtown Revitalization Report. Local citizens, business people, and property owners have identified significant organizational issues and a wish to improve Downtown aesthetics and the mix of businesses. The City, DDA, and Chamber have worked to build an identity for Farmington, but various logos, slogans, and branding are all diluting any one message. Downtown not only requires a unified identity, but an improved Downtown leadership structure. Downtown has appropriate elements of revitalization in place, but lacks strong central leadership to drive revitalization efforts forward. Existing organizations could increase their own capacity to support the Downtown Revitalization Program through growth, collaboration, planning, and financial resources. As the City grows, other areas will require attention from the City government and the Chamber, therefore, an improved DDA needs to meet increasing responsibilities to be the Downtown champion.

While the existing Organizational Structure clearly illustrates the current level of involvement by the City government, **Appendix 3** depicts the Recommended Organizational Structure. The existing structure depicts a reliance on the City. The proposed structure moves the DDA to a more central position that allow concentrated initiatives on behalf of Downtown. The Downtown Development Association will coordinate existing Downtown revitalization efforts into a dedicated plan. The DDA will formalize representation from the City, Chamber, and Historic Preservation Commission, as well as healthy involvement by the business community, property owners, and residents. Critical steps include identifying sustainable funding such as a Community Improvement District and, when appropriate, hiring an Executive Director to manage the increased workload of the DDA.

Two new organizations are proposed. The Downtown Farmington Community Improvement District (CID) will bring necessary services and financial support. The Downtown Farmington Community Development Corporation (CDC) will provide a vehicle to initiate real estate development activities beyond the scope of the DDA and the ability of the City. The CDC will operate essentially as a DDA subcommittee.

The following recommendations are in two parts. Provided first are recommendations for enhancing the organizational structure capacity by establishing new organizations. Included secondly are recommendations to enhance the existing organizational structure capacity, whether it is specific to an organization or to an element of successful revitalization efforts involving several organizations. The Financial Assistance Review component of the DREAM Initiative addresses the funding necessary to sustain Downtown's organizations and projects.

RECOMMENDATIONS FOR NEW ORGANIZATIONS

A. Downtown Farmington Community Improvement District (DFCID)

The Downtown Farmington Community Improvement District (DFCID) will provide an extra level of service to the DREAM Study Area and will channel private sector energy towards the solution of public problems. The CID will work with the DDA and City to provide increased public financing resources resulting from private investment to meet the objectives of the Downtown Revitalization Program. Funds generated by the CID should provide services for the district such as infrastructure, image enhancement and beautification, business development and promotions, marketing, administrative support, and most importantly, encourage redevelopment of buildings.

The CID should also contract with the DDA to provide administrative and technical services for ongoing administration, in addition to the services discussed earlier. The DDA can provide the services for the CID, thereby receiving funding from the CID.

The DFCID should organize as a political subdivision as opposed to a non-profit corporation. Forming a CID as a political subdivision provides a more stable revenue source. Forming the CID requires a signed petition submitted to the hosting municipality (the City of Farmington) 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

A petition, which states whether the Board is elected or appointed by the ranking City official, is required for the CID to organize as a political subdivision. The Board should consist of seven (7) to nine (9) members. This type of CID can finance the costs of a project through the imposition mechanism such as:

- (1) Special assessments for those improvements that specifically benefit the properties within the district;
- (2) Property taxes; or
- (3) A sales tax up to a maximum of 1%

Additionally, a CID may finance the costs of a project through the imposition of fees, rents and charges for district property or services or grants, gifts and donations.

A CID may also issue bonds, notes and other obligations and may secure any of such obligations by mortgage, pledge assignment or deed of trust of any or all of the property and income of the district. However, the bonds or other obligations issued by a CID created as a non-profit corporation will not be tax-exempt.

Funding provided by the DFCID to the DDA will strengthen the capacity of the DDA to expand marketing and promotion programs and materials, increase façade and infrastructure improvement funding, and concentrate on retail and business attraction. Downtown CID programs focused on refreshing or expanding the existing streetscape improvements, advancing the bicycle culture, or landscaping maintenance could be very compelling ways to enhance Downtown Farmington. The DFCID can contract with the DDA to provide these services.

RECOMMENDATIONS FOR EXISTING ORGANIZATIONAL ENHANCEMENTS

B. City of Farmington (City)

The City's involvement in Downtown Revitalization is critical for success. Many Downtown successes to date are the result of the City's participation, leadership, and financial assistance. City involvement usually demonstrates local government commitment and increases the likelihood of broad citizen participation.

The Farmington City government may have some minor code enforcement issues as noted in the DREAM Focus Group Report, but the support of Downtown is obvious with projects such as the bike hostel, streetscape, and public building developments. The City must communicate effectively with property owners concerning design guidelines, codes and procedures, and their important role in Downtown revitalization. The City should assist in the development of the DFCID as well as participate in the appropriate boards. However, as elected officials come and go, it is important 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 DDA projects should continue and exceed the current level of activity, where possible. The City should also continue to assist with leveraging other resources by providing a local matching investment for grants when required. This practice is the most effective means for accomplishing large-scale capital and infrastructure projects. However, the City must use its resources throughout the community and should always consider accessing other financial mechanisms. The City will continue to have an important role to play in all aspects of revitalization and should focus on activities such as:

- Provide added attention to Downtown building and nuisance code enforcement, along with improved assistance to property owners undergoing rehabilitations.
- Ensure that zoning for prime retail locations in Downtown will allow retail uses and not unbalance the Downtown business mix by allowing service and office uses.

- The City should expand and formalize financial support and personnel support to the DDA. The City should continue to encourage involved representation by City Staff on the Board of Directors of the DDA.
- Additionally, the City Council should choose one of their members to act as a direct liaison to the DDA. This representative should provide a regular report at City Council meetings.
- The City should take a supporting role, in partnership with the DDA and with the support of the Chamber, in educating and informing the Downtown community about the benefits of establishing the DFCID.
- The City should encourage and support the Historic Preservation Commission as it expands its role to raise the visibility of the heritage of Downtown Farmington.
- The City should guide the Tourism and Convention Bureau as it works to market the entire City to regional partners. Downtown should remain a focus for tourism development, however the Bureau will work to attract visitors throughout the City.

C. Downtown Development Association (DDA)

The DDA's role is to provide overall leadership of Downtown Farmington activities, rally volunteers, gather resources, press for progress, and promote successes. By clearly defining the responsibilities of all involved groups in the context of Downtown, the DDA can be an effective and energized organization. It will be important for the DDA to undertake a process to build consensus regarding Downtown initiatives.

For the organization to function as intended, it will require a full-time manager. The DDA has operated on a volunteer basis, but as its responsibilities expand, professional staff is required. In particular, when the Downtown Farmington Community Improvement District is established, it will require effective administration. Ideally, staff will have broad qualifications, high enthusiasm, and an ability to leverage volunteer efforts.

The DDA should seek to establish a physical location within the Downtown core. The new Director will require a small office and a location separate from the Chamber will help Downtown merchants identify with each group. While effective management of limited resources often requires efficiencies such as the sharing of personnel or office space, it is vital that the DDA establish its own identity in a Downtown office. 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.

The DDA should expand its operations to include traditional real-estate development roles. It is possible that the DDA can be strengthened enough to fulfill the roles of an effective Community Development Corporation (CDC). However, if necessary, the DDA could encourage the formation of a separate CDC. The new CDC would need to be a Downtown based non-profit corporation formed to conduct public benefit projects and other redevelopment activities. Membership should consist primarily of participating

banks but can also include local businesses and a representative of the DDA. Funding can be through donations, grants, and investment from members. A multi-bank CDC can provide loans and equity to small businesses or development partners.

Regardless of the DDA's role in real-estate development activities, attention to the aspects of housing development and commercial real estate development are required.

The DDA should collaborate with the Chamber to provide a membership dues benefit to businesses belonging to both groups. Members need to see value in the groups they join and the DDA and Chamber can coordinate their benefits and activities. Efforts to discount dues for membership in each organization can encourage participation and be a benefit to each group. As the DDA develops more stable funding streams, it may be possible to move away from membership dues funding and more toward a multi-bank CDC structure with large investors and volunteer members.

It is possible for the DDA to begin operating more as a subcommittee of the Chamber, but the eventual goal should be for Downtown businesses to have a champion for their issues. Chambers, and the City Government, have issues throughout the City or region. The recommendations in this Organizational Review are for long-term growth of Farmington and as the City and Chamber are drawn to other areas of the City, it is important that Downtown is stable with a strong organization of its own.

D. Farmington Chamber of Commerce (Chamber)

The Chamber's role as the broader community representative requires a wider mission, beyond just Downtown. As such, the Chamber should continue to be a vital supporter of, but allow the DDA to take the lead role in Downtown revitalization. The Chamber's participation in the organizational structure should continue in a similar capacity as is currently represented with particular benefit afforded Downtown through the Chamber's active regional marketing. The Chamber should work with the DDA to bolster membership for both groups as a critical collaborative function for Downtown and the Chamber.

The Chamber can further fill the roles of business development, small-business assistance, entrepreneurial education, and business issue advocacy. Several committees of the Chamber can feed into Downtown efforts and the Chamber should look to nurture these connections with the DDA.

As DDA's roles expand, the Chamber may find itself less involved in some activities. The Chamber will be free to focus on its own member networking opportunities and benefits. The Chamber will also be Downtown's connection to larger retail in the City and this will become increasingly important to the success of Downtown's revitalization as business growth occurs. Within the context of the Downtown Revitalization effort, the Chamber should identify and develop opportunities to deliver resources to Downtown businesses, and to encourage businesses to take advantage of the Chamber's support services.

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SECTION VI

CONCLUSIONS, IMPLEMENTATION, AND FUTURE WORK

As progress occurs, the interaction of various organizations and the assigned roles and responsibilities of each particular organization will remain dynamic. As the Downtown Organizational Structure meets its goals and completes projects, initial roles and responsibilities will change and new issues will arise. **Appendix 4** and **Appendix 5** provide preliminary recommendations of the responsibilities and roles of various Downtown organizations and committees. Downtown revitalization programs realize success by unified collaborative action of involved organizations toward agreed upon goals and objectives. The DDA and the leadership of the other Downtown organizations, controls 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 guarantees control of the process among key stakeholders such as City government, Downtown businesses, and Downtown residents. It also makes efficient use of limited volunteer and board recruitment resources. Board make-up should include a majority of private or Downtown interests with public entity participation making up the minority to ensure a Downtown focus and motivated private sector participation.

The next step towards implementation of the Revitalization Program begins with incorporating the recommendations of this report. Downtown interests will lean heavily upon the DDA as their leader. It is critical that the DDA assists with the continuing development of the structure and any new supporting organizations and committees. As the DDA grows, it is vital that the capabilities of the staff expand. **Appendix 6** provides a sample job description for the Executive Director position leading the DDA. The following recommendations outline the next steps for Downtown Farmington:

- #1 Energize the DDA by bringing the stakeholders together, defining consensus, and establishing goals. As the leader of the Downtown Revitalization Program, the DDA will incorporate recommendations of this Organizational Structure report.
- #2 The City and DDA begin the task of developing outreach plans for the Downtown Farmington Community Improvement District (DFCID).

Some realignment of resources such as personnel and funding sources, may be required. It will be critical that all Downtown organizations show public support of the coming changes. The groups should discuss disagreements in meetings and present the best-unified front possible to the public concerning the vision of Downtown.

Strong leaders are adept at managing important aspects of boards and committees and build a structure in which volunteers can thrive. **Appendix 7** provides assistance concerning aspects of effective board and committee management.

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

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APPENDIX

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Appendix 1

Downtown Organization Assessment Questionnaire

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Appendix 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 Govt.
- g. Subsidies or grants from State Govt.
- 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?

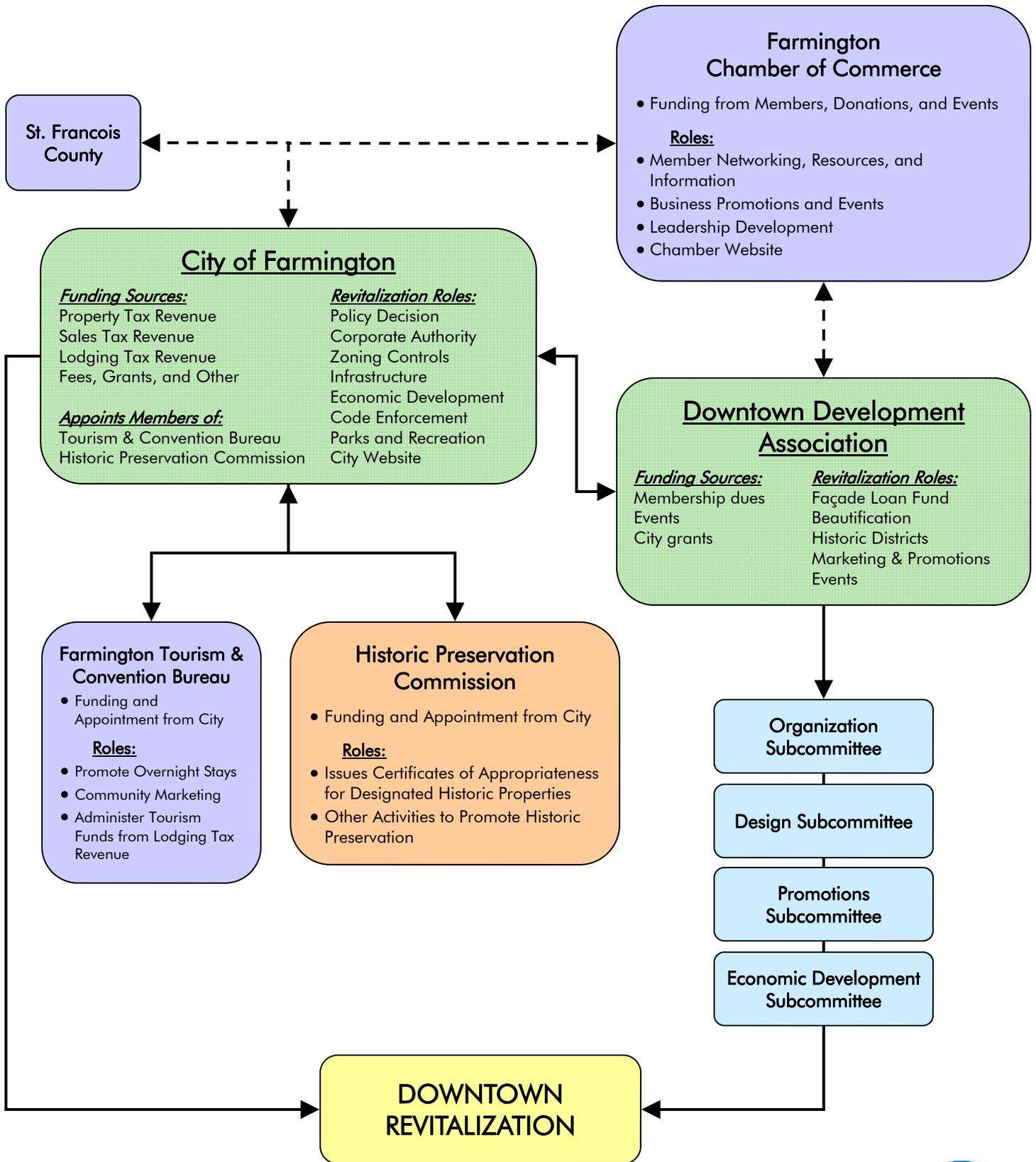
98. Does the organization network at the regional, state, national levels?

Appendix 2

Existing Downtown Organizational Structure

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**APPENDIX 2
EXISTING DOWNTOWN FARMINGTON ORGANIZATIONAL STRUCTURE**



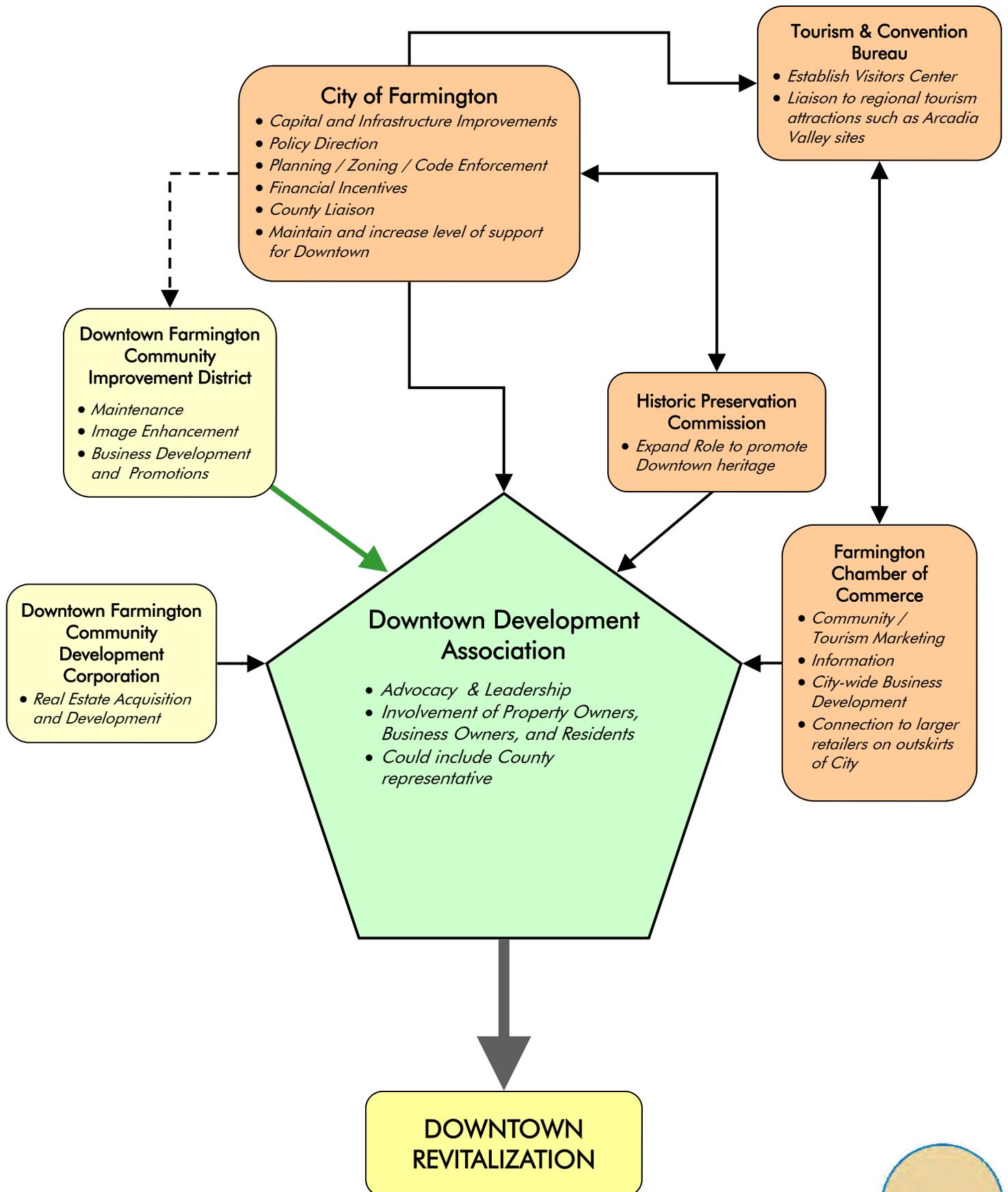
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Appendix 3

Recommended Downtown Organizational Structure

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RECOMMENDED DOWNTOWN FARMINGTON ORGANIZATIONAL STRUCTURE



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Appendix 4

Downtown Organizations & Responsibilities

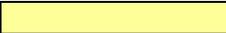
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Farmington, Missouri

Appendix 4 - Downtown Organizations & Responsibilities

Elements of a Successful Organization	Existing Organizations					Recommended Organizations or Changes	
	City of Farmington (City)	Downtown Development Association (DDA)	Farmington Chamber of Commerce (Chamber)	Farmington Tourism & Convention Bureau (TCB)	Farmington Historic Preservation Commission (HPC)	Downtown Farmington Community Development Corporation (CDC)	Downtown Farmington Community Improvement District (CID)
Leadership							
Management Characteristics							
Board and Committee Attributes							
Forming Partnerships							
Community Involvement							
Organizational Funding							
Strategic Planning							
Project Planning and Facilitation							
Business Retention, Expansion, and Attraction							
Residential Development and Neighborhood Revitalization							
Downtown Advocacy							
Real Estate Development Body							
Downtown Marketing							
Special Events Planning							
Retail and Event Promotions							
Safety, Security, and Beautification							

 Essential Participant

 Support Participant

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Appendix 5

Specific Downtown Issues & Responsibilities

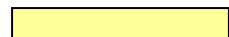
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Farmington, Missouri

Appendix 5 - Specific Downtown Issues & Responsibilities

	<i>Existing Organizations</i>					<i>Recommended Organizations or Committees</i>	
	City of Farmington	Downtown Development Association	Farmington Chamber of Commerce	Tourism & Convention Bureau	Historic Preservation Commission	Downtown Farmington Community Development Corporation	Downtown Farmington Community Improvement District
Nuisance and Maintenance Concerns	Essential Participant	Support Responsibility			Support Responsibility		Support Responsibility
Nuisance, Building, and Maintenance Code Enforcement	Essential Participant				Support Responsibility		
Building & Historic Design Guidelines	Essential Participant				Essential Participant		Support Responsibility
Façade Improvements (Revolving Loan Fund)	Essential Participant	Support Responsibility			Support Responsibility	Support Responsibility	Support Responsibility
Wayfinding Improvements	Essential Participant	Support Responsibility	Support Responsibility	Support Responsibility		Support Responsibility	Support Responsibility
Infrastructure Maintenance	Essential Participant						Support Responsibility
Tourism Marketing	Support Responsibility		Support Responsibility	Essential Participant			
Retail Attraction	Essential Participant	Support Responsibility					Support Responsibility
Retail Promotions		Essential Participant	Essential Participant				Support Responsibility
Merchant Education		Essential Participant	Essential Participant				
Commercial Property Acquisitions		Support Responsibility				Essential Participant	
Commercial Property Renovations		Essential Participant			Support Responsibility	Essential Participant	Essential Participant
Safety	Essential Participant						Support Responsibility
Parks and Recreation Development	Essential Participant	Support Responsibility		Support Responsibility		Essential Participant	
Pedestrian Improvements / Beautification	Essential Participant	Essential Participant		Support Responsibility		Support Responsibility	Essential Participant
Downtown Branding		Essential Participant	Support Responsibility	Support Responsibility			
Downtown Event Development		Essential Participant	Support Responsibility	Support Responsibility			
Downtown Connection to Large Retail and Region			Essential Participant	Essential Participant			
Residential Development	Essential Participant	Support Responsibility			Support Responsibility	Essential Participant	

 Essential Participant

 Support Responsibility

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Appendix 6

Sample Job Description

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Appendix 6

Sample Job Description

Downtown Development Association Executive Director

Position Overview

The Executive Director position requires an energetic, results-oriented professional eager to be the champion of the Farmington Downtown Development Association. The position will assume an increasingly responsible leadership and management role in Downtown Farmington. The ideal candidate will have the ability to manage complex revitalization projects, resolve issues, and work effectively with volunteers, public entities, private businesses, regional partners, and a diverse group of other stakeholders. The Executive Director will need to manage conflict and develop consensus. The Executive Director will also be effective at efficiently managing Downtown's limited available resources.

Primary Duties and Responsibilities

Leadership

- Charged with informing and educating the public through local media and marketing
- Bring focus and vision to the organization and Revitalization Program
- Ensure citizens and businesses have opportunities for input and involvement
- Form partnerships with the community and public and private enterprises in order to achieve revitalization goals
- Build grassroots community support for Downtown

Downtown Advocate

- Act effectively as an advocate on behalf of Downtown in a variety of situations to address issues and the needs of constituents
- Facilitate communication and contact between Downtown stakeholders and government officials
- Respond to information requests from businesses, citizens, and media

Organizational and Project Planning

- Responsible for aligning organizational resources to achieve desired revitalization goals through a volunteer committee structure
- Develop strategic planning of the downtown organization as well as the overall Downtown Revitalization Program
- Ability to utilize resources and overcome obstacles

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

Appendix 7

Board and Committee Recommendations

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Board and Committee Recommendations

GENERAL OPERATING RECOMMENDATIONS:

- All boards and committees should annually review their individual mission statements to make sure that it clearly states their mission in 25 words or less in easy to understand language and is easy to articulate. An Executive Board will develop the overall organization mission statement and the mission of each committee should support the overall statement in some way.

Far too often, mission statements are clumsy paragraphs, written in legal fashion that are of very little use to the organization. A hard to understand mission statement, typically filed away with the bylaws, is a useless organizational document. A clearly written, updated mission statement is a valuable tool for the organization to use in its public relations, communications, and marketing.

- The Executive 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 or changing responsibilities required to attain the mission may mean the formation or new committees, or the restructuring of existing committees, is required.

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

Each board or committee should establish both short-term goals (one or two years in length) and long-term goals (three to five years in length or more). A strategic planning committee, established with members from the Executive Board and each of the organization's committees, can determine many of these goals. Committees should meet to review their own goals to ensure that their actions will complement the Executive Board or other committee's activities, but it is the responsibility of the Executive Board to guide its committees by establishing goals.

A voluntary community organization, board, or committee needs to be able to transfer its goals from board to board, from committee to committee, and 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 a few of its members. These goals meet resistance in the broader community and the leaders in the organization are not equipped to defend them. A much more effective approach includes approval by the membership and clear articulation of these goals to the organization and public. In this way, group goals will sustain from year to year regardless of membership changes.

Often the goals of an organization are implied or assumed but not explicitly written and clear. Clear, measurable, and objective goals are more easily monitored and 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, all members and the Executive Board must understand 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. The Executive Board should consistently identify and recruit potential leaders.**

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 organizational structure. Discussion of these struggles should be open

and the leader must be effective in getting hidden agendas on the table at board meetings. A meeting is the proper place for uncomfortable discussions to unfold and solutions offered, rather than before or after the meeting. A leader must be effective in running an agenda and meeting, but has to be able to make difficult decisions as well.

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

The Executive Board itself should represent diverse points of view as well as geographical representation of the community. A well run board or committee encourages and seeks different opinions during the consideration of an issue. Without debate, decisions may represent superficial agreement rather than an uncovering and resolution of the more difficult and underlying issues.

- **Agree to disagree – Everyone has different ideas and conflicts will occur. It is important that the board or committee members respect each other's difference and commit to reaching compromises.**

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 putting their own self-interests, or the interests of other groups, ahead of the good of the organization they are serving. Board and committee leadership must minimize or avoid conflicts of interest, whether real or perceived. The integrity of the voting members of a board or committee suffers when; clearly, they would benefit from the vote, but are not being up-front about their stake in the matter. Board leaders should develop a policy for handling such matters in advance.

- **Board and committee members must provide an example for other members by their involvement and dedication to driving the organization forward.**

Most volunteer work occurs between meetings. Members who agree to serve in a leadership capacity on a board or committee have to understand they are agreeing to work harder and longer than the typical volunteer does and encourage this behavior.

Agendas and minutes are important communication tools to capture the actions that occur at meetings. An organization's members need to be able to understand the decision making process and how responsibilities were assigned for any given task.

A process to report the results of activities, whether positive or negative is critical and the board or committee can then apply further consideration, action, or reassignment of tasks if necessary.

- **Board or committee leadership should fully utilize all members' talents, if possible.**

It is rare that an organization fully capitalizes on the talents of its members. The Executive Board must develop an effective system for identifying and recruiting volunteers for specific needs. Often in volunteer organizations, there is a tendency to 'settle' for the warm body that will serve on a committee or take on a task, when a volunteer more suited to the task may go overlooked. It can be difficult to express that a volunteer is not "right" for a certain job, but sometimes productivity increases with 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 the only paycheck. Acknowledgment for a volunteer's contributions plays an important role in volunteer work, especially in view of the fact that these are principally activities undertaken by people apart from their paid employment. The Executive Board should recognize a volunteer's contributions during meetings and, from time to time, in the organization's newsletter, press releases, or at the annual membership 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.