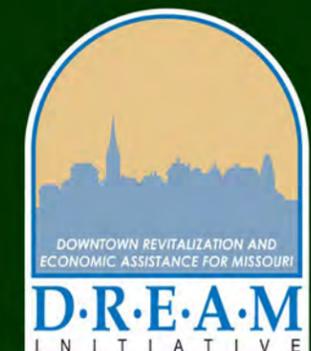


DOWNTOWN STRATEGIC PLAN

CITY OF CARUTHERSVILLE, MISSOURI

AUGUST 2011



CITY OF CARUTHERSVILLE



DOWNTOWN REVITALIZATION AND ECONOMIC ASSISTANCE
FOR MISSOURI (DREAM) PROGRAM SPONSORS:



PLANNING CONSULTANT:

PGAVPLANNERS

PGAVPLANNERS



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DREAM Initiative
Process



DREAM Initiative • Downtown Strategic Plan

EXECUTIVE SUMMARY

The objective of the Downtown Revitalization and Economic Assistance for Missouri (DREAM) Initiative is to develop a strategic planning vision for Downtown Caruthersville that leverages and expands existing resources to obtain additional public and private reinvestment in Downtown.

The DREAM planning process reviewed numerous issues related to the function, structure, and image of Downtown Caruthersville. The process identified recommendations to address critical issues with the goals of implementing needed policies and programs, adjusting existing revitalization efforts, and developing sustainable plans for future improvements.

The DREAM Initiative process began with several wide-ranging assessments of existing conditions in Downtown Caruthersville. These assessments were used as the basis for the various analyses and recommendations developed in each DREAM task as described in this plan. Existing planning documents, such as the July 2006 FEMA Community Long-Term Recovery Plan, were also reviewed to develop the Strategic Plan. Additionally, Caruthersville has established and recently expanded a Downtown streetscape and riverfront plan. The DREAM Strategic Plan is not intended to replace these previous planning efforts, but rather to supplement existing City-wide planning and function as a resource guide for community leaders as DREAM recommendations and Downtown improvements are implemented.

The Strategic Plan provides a multi-year vision promoting creative, positive, and attainable change for Downtown Caruthersville. Participants of the DREAM process, including numerous citizens and civic leaders, expect the Strategic Plan to be the blueprint for transforming Downtown Caruthersville into a dynamic center in which to live, play and work.

The Downtown Strategic Plan describes the goals developed through the DREAM Initiative and suggests strategies to achieve those goals, including specific projects and action items. The goals are listed in each section according to the DREAM task wherein they were developed, however high-priority goals for Downtown Caruthersville include:

Goal One: Develop Land Control Measures.

The City of Caruthersville endures within an economically depressed region of Missouri. The City has suffered a devastating storm and copes with seasonal spring flooding from the Mississippi River. These conditions often place the City in a reactionary state that does not support the completion of long-range projects. As residents and property owners have been forced to rebuild their lives, many have moved elsewhere, leaving behind vacant or underused lots and buildings. Additionally, several areas in Downtown demonstrate obsolete platting, poor lot layouts, and non-existent streets shown only in County records. For Downtown revitalization efforts to move forward, it is critical that the City work to assemble this property for future redevelopment and correct all platting inaccuracies that will slow down the plans of a future developer. As the City acquires this property, there will likely be more demolition and clean-up required. The City should work with the Pemiscot County Assessor to accurately assess property after clearing or demolition has occurred.

The City should work with the Pemiscot County Commission and the Pemiscot Port District to put into place a Land Clearance for Redevelopment Authority (LCRA). An LCRA is approved by voter referendum and is funded by local investments as well as grant programs. An LCRA does not establish a new local sales or real estate tax, but may include a commitment from locally generated property tax revenues in the form of tax abatements. Major local investors, such as banks, large businesses and the casino, should be appointed to the LCRA Board by the City. The LCRA can also receive Federal Community Development Block Grant (CDBG) funds either via direct Federal allocations or through State allocated CDBG shares.

The LCRA will act as the land assembly arm of the City and will seek to redevelop an area according to an approved plan in an Area of Operation (Area). The Area for the LCRA should include Downtown, nearby properties



Pemiscot County Courthouse in Downtown Caruthersville.



Downtown Caruthersville Post Office.



Pemiscot County Port..

DREAM Initiative • Downtown Strategic Plan

prone to flooding, and other areas not in the DREAM boundary, such as the FEMA trailer park property established after the 2006 tornado. The Caruthersville LCRA can also help the City and County in correcting property platting where necessary. The Urban Renewal Plan for Downtown should focus on vacant property near the River for recreation, areas along the 3rd Street Corridor for development, and deteriorated commercial and residential structures throughout the Area. The LCRA should work to clear these properties; an important activity in preparation for Goal Two listed below. Cleared properties will demonstrate a lower assessed valuation that will result in a larger tax increment when subsequent development occurs.

Goal Two: Establish Downtown Incentives, beginning with a Tax Increment Financing (TIF) District.

In addition to the land preparation efforts provided by the LCRA, Downtown revitalization in Caruthersville will require that sufficient resources are allocated and readily available to limit the effects of unusual setbacks on the broader planning efforts needed to improve Downtown. By forming a Downtown TIF District, the City will establish a potential income source for public infrastructure improvements and development activities, as well as provide funding for projects that can help Downtown businesses and property owners implement improvements that better prepare their investments to resist the effects of flooding and high winds.

The formation of a TIF district will provide property and sales tax revenue for qualified project costs such as studies, planning, land acquisitions, demolition, building rehabilitation, public works improvements, financing costs, and payments in lieu of taxes. This incentive must be initiated by the City Council and requires the establishment of a TIF Commission to advance the Redevelopment Plan. The Downtown Caruthersville Association (DCA) can promote the benefits of a TIF and help build relationships with affected taxing bodies.

Once Downtown Caruthersville has begun to build business density, stabilize property values, and increase taxable sales, other incentive programs can be explored to determine their ability to help Downtown attain its revitalization goals. A tool such as the Local Option Economic Development Sales Tax (EDS) is established as a City-wide tax, but can include a specific percentage of the revenue focused on Economic Development in Downtown. The City could pursue an EDS concurrently with the establishment of a Downtown TIF District.

Goal Three: Improve Public Infrastructure.

Public infrastructure includes parks, streets, sidewalks, streetscapes, parking lots, plazas, benches, lighting, and landscaping. These elements each have an important role in Downtown's ability to meet the needs of its visitors, businesses, and residents. Public infrastructure must be well planned and properly maintained. The City sends a powerful message to potential investors and visitors by creating positive public spaces in Downtown. If the City allows public spaces to deteriorate, the message changes to one of ambivalence and neglect.

The City has worked to expand the existing streetscape along Ward Avenue and should continue this expansion on 3rd Street. However, elements such as benches, plazas, and public parking lots should be added. The illustration of the Downtown Caruthersville Concept Plan on page 38 in the Implementation Section of this plan, depicts the 3rd Street Corridor. Improvements to 3rd Street can be considered in four distinct areas:

- Northwest 3rd Street: This area extends from The Armory to City Hall and is visually characterized by the presence of the levee. The streetscape elements can be extended to this area, however landscaping will not be allowed within 15' of the levee.
- City Hall Area: The proposed project includes construction of a new City Hall with ground floor parking. The existing City Hall property should be

City of Caruthersville



Caruthersville's streetscape at Christmas.



Restored historic water tower in Downtown Caruthersville.

combined with Veterans Memorial Park for a larger park facility. The existing streetscape should be enhanced with benches and public parking lots.

- Exchange Building / Heritage Museum: With the City rehabilitation of the building completed, the focus should turn to the surrounding lot. The existing streetscape should be maintained with the addition of benches and pathways leading into the park around the building.
- Southwest 3rd Street: This stretch of 3rd Street provides the link to the casino area and will include private development. The existing streetscape should be maintained and, as development occurs, the City should encourage the addition of a plaza in each block. These plazas will encourage pedestrians to walk down the street toward the core of the retail activity on Ward Avenue.

As public infrastructure is replaced or installed, the City should also plan to include a wayfinding system throughout Downtown. This is an important element not found in the existing streetscape design. Wayfinding signage should be located along the 3rd Street route into Downtown and on Ward Avenue.

Goal Four: Attract New Businesses.

Downtown Caruthersville is at a critical point where it must begin to attract more businesses. As the City implements incentives such as the TIF District and EDS, marketing materials and a website should be developed to raise the visibility of Downtown as a viable business location with ample economic opportunities. The DCA and Chamber of Commerce will also need to help in this effort, but the City contracts with Pemiscot Port Authority for economic development services, therefore the coordination of a Downtown Economic Development Committee will need to be initiated by the City.

The types of retail businesses that demonstrated unmet retail demand for Downtown during the 2010 DREAM

Retail Market Analysis included: Restaurants; Building Materials and Lawn and Garden Supplies; Electronics and Appliances; Grocery and Specialty Foods; Clothing and Jewelry; Health and Personal Care; and Furniture and Home Furnishings. Downtown should focus on attracting these businesses to prime, ground-floor locations along 3rd Street and Ward Avenue. Additionally, Downtown Caruthersville should consider office and service businesses for upper-floors and buildings located on side streets.

Efforts to develop and maintain information on available buildings and sites should culminate in marketing materials that committee members can distribute. Additionally, the DCA should work with the City, LCRA, and TIF Commission to develop the marketing materials regarding available business incentives.

As new businesses move to Downtown, they will bring new volunteers for the DCA. The DCA should work with the Chamber to develop more programs that will benefit existing businesses, allowing the City's Economic Developer to focus on business attraction.

Goal Five: Energize the Downtown Caruthersville Association (DCA).

The DCA has had success implementing some needed projects. However, the City has been, and continues to be, the organizational force behind Downtown Caruthersville's revitalization activity. There is also some concern among Caruthersville citizens that plans for Downtown have been developed in the past, but not implemented. The DCA needs to increase its level of involvement to step into a role as champion for Downtown. This will help to refocus the City's efforts on overall economic development and obtain the necessary resources to move Downtown Caruthersville forward.

Organizational change does not occur overnight. With little business activity and involvement by local residents, the burden to bolster the DCA falls squarely on the City. The City's actions in pursuing the strategic goals outlined



The Lady Luck Casino is one of the largest employers in Downtown Caruthersville.



The hotel near the casino provides important lodging to Downtown visitors.

in this section, will encourage the DCA to widen their operations, accept greater responsibilities, and gain favorable standing in the community. Existing DCA members should consider their commitment to the group and to Downtown, define their respective roles in the organization, and begin preparations for volunteer-building activities as the City works to build Downtown infrastructure and attract new businesses. As more volunteers become available, the DCA must be a strong Downtown presence that can meet goals regarding events, building conditions, and marketing efforts.

Goal Six: Enhance and Develop Downtown Events.

Downtown Caruthersville is primarily seen by its existing visitors as an event venue. Ideally, Downtown will develop into a well-rounded activity center that draws visitors and residents for many reasons, not just special events. However, in the short-term, this is a situation upon which the DCA can capitalize to increase the visibility of Downtown and its business sector.

As volunteer resources increase, the DCA should develop a Downtown Events Committee. New events this Committee should explore include:

- Farmer’s Market
- Sporting Goods Expo
- Chili Cook-Off
- Craft / Quilting Show
- Bootheel Music Festival
- Hunting Season Kick-offs (for each season)
- Boat and Truck Show
- Fishing Derby
- Hunter / Youth Safety

Additionally, the Downtown Events Committee should include representative of the casino. The existing visitors of the casino can provide a steady stream of potential event attendees if Downtown can demonstrate an ability to serve their needs and draw them to the event.

With an expanded event schedule bringing visitors into Downtown on a regular basis, the Downtown Events Committee can begin to include promotions and marketing of the Downtown businesses as a unified district. Coordinated advertising campaigns for Downtown can tap into the visitors of existing attractions and reconnect local residents with Downtown businesses. Traditional advertising can be cost prohibitive, therefore the Events Committee should spend significant time becoming proficient with internet promotions and social networking. These marketing methods will allow the DCA to create a virtual presence for Downtown Caruthersville and heighten its visibility in an efficient manner.

Goal Seven: Address Building Conditions.

With the previous goals in this plan being addressed, and new attention drawn to Downtown, the City will need to shift some of its attention to the conditions of its existing buildings. Although storm and flood damage is evident on some Downtown structures, many also suffer from years of deferred maintenance.

The City has the ability to increase its enforcement of building and maintenance codes and to develop more proactive inspection procedures that can be used for residential property throughout Caruthersville. The City should also develop Downtown design standards for existing buildings and infill construction. These design standards should encourage building restoration, rehabilitation, and new construction that complements existing Downtown architecture.

The City activities noted above will form the foundation of the effort to improve Downtown buildings, but the City will need help from the DCA to gain broad support from the community. The DCA can promote the benefits of enhanced building conditions, develop and host property maintenance seminars, and assist in the formation of a Downtown Historic Preservation Commission to help administer the design standards.



Veterans Memorial located in General John Riggs Veterans Memorial Park; in Downtown Caruthersville.

INTRODUCTION

The State of Missouri recognizes that substantial improvements and investments have already been made in Downtown Caruthersville. The purpose of the DREAM Initiative is to enhance that investment to sustain revitalization momentum. The DREAM Initiative is a three-year program providing designated Missouri communities with downtown planning assistance. Through the coordination of the Missouri Development Finance Board (MDFB), Missouri Department of Economic Development (DED), and the Missouri Housing Development Commission (MHDC), the DREAM Initiative provides planning services to Missouri communities. DREAM also provides improved access to existing state financial incentive programs for implementation of the strategic plan. For the planning component of the DREAM Initiative, the State of Missouri retained PGAV PLANNERS, a professional planning and design firm headquartered in Saint Louis, Missouri.

The goal of the DREAM Initiative is to revitalize downtown districts and put them back into productive use. The beginning of the process provides planning assistance that culminates in a strategic plan detailing a Downtown revitalization effort. The planning assistance begins with a comprehensive assessment of the community that serves as the foundation for developing the DREAM tasks and analyses.

In April of 2006, Caruthersville suffered damage by a devastating tornado. In July of 2006, a Community Long Term Recovery Plan was developed for the City by the Federal Emergency Management Agency (FEMA). A goal of this recovery plan was to obtain DREAM designation for the City of Caruthersville. That goal was attained when the City's application was selected for DREAM in the program's second round in 2007. Caruthersville has benefited from technical and financial assistance and an elevated priority for various state grant and loan programs.

The Caruthersville DREAM program has resulted in several planning documents and analyses that include:

- Organizational Structure Review
- Land Use, Building & Infrastructure Survey
- Community & Consumer Survey
 - Focus Groups
 - Telephone Survey
 - Visitor Survey
- Building Design Guidelines
- Retail Market Analysis
- Residential Demand Analysis
- Financial Assistance Review
- Destination Assessment
- Marketing Plan

Additional DREAM Initiative tasks included work in community outreach and the creation of this Downtown Strategic Plan.

The Strategic Plan emphasizes the use of existing state financial incentive programs for future implementation, as well as the creation of new local incentive mechanisms. Throughout the DREAM Initiative, ongoing project-specific support was provided by the State Partner Agencies and PGAV PLANNERS.



Caruthersville DREAM Study Area.

PUBLIC OUTREACH

Effective planning engages the public in meaningful discussion of important issues. By encouraging and including responses from the public in the planning process, local officials can better support and initiate policy changes and projects that are necessary to drive Downtown revitalization forward. The DREAM Initiative used a comprehensive approach to interact with local citizens and civic leaders. The intent of public outreach was to uncover issues and perceptions regarding Downtown Caruthersville. The planning process included surveys and other communications with the public. Public outreach was also used as a venue to introduce and build support for recommendations that would be included in the Downtown Strategic Plan.

Interviews with Downtown stakeholders and discussions with the public revealed pride in an agricultural heritage that is connected to the Mississippi River. Local leaders also recognized the need to balance this heritage and natural beauty with new businesses and attractions, such as the casino. DREAM builds on these sentiments to provide recommendations and strategies throughout the planning process that are inspired by the public. These actions and projects are outlined in this Downtown Strategic Plan.

The DREAM Initiative solicited public comments and engaged the community regarding Downtown Caruthersville through several activities and methods, including:

- **Initial Assessment Meeting**

Upon being selected as a DREAM community, an Initial Assessment Meeting was held on October 10, 2007. The meeting included representatives from the City, DCA, Chamber of Commerce, Pemiscot County Port District, and Pemiscot County Commission, along with business owners and residents. PGAV PLANNERS staff and personnel from the State Partner agencies were also in attendance. The City provided a presentation and tour that helped to identify the DREAM planning tasks that would benefit Downtown.

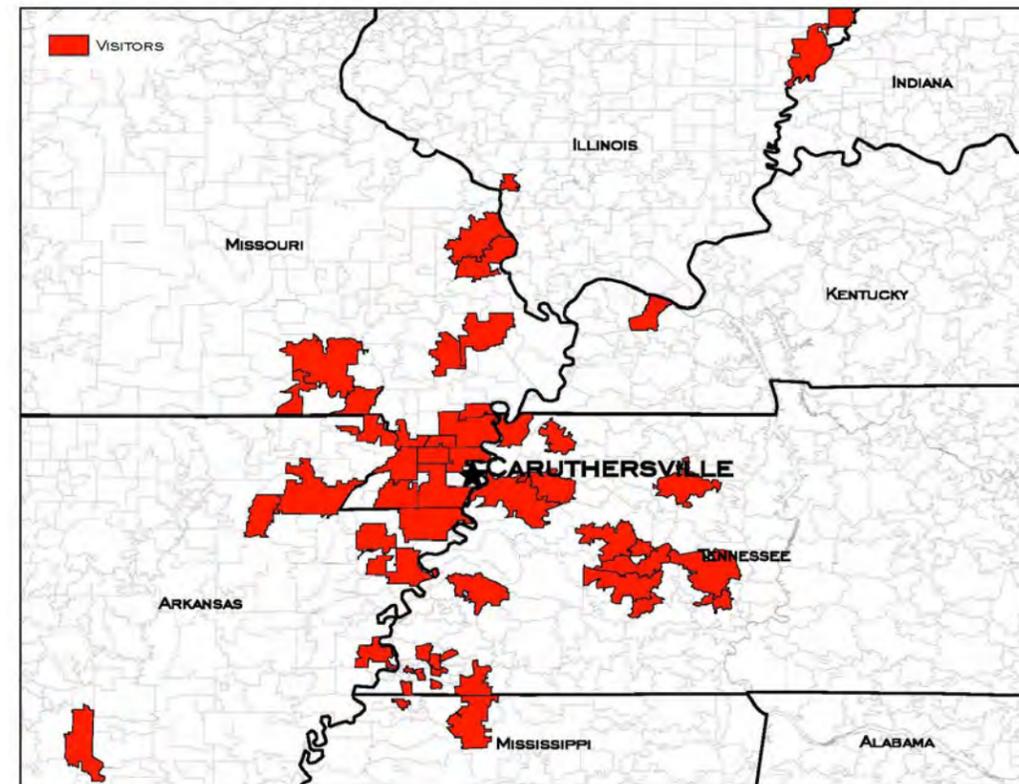
- **Focus Group Meetings**

In the spring of 2008, discussions that included Downtown issues and ideas for improvements were facilitated with four groups: two groups of Downtown business owners, new residents and students, and elected officials. The group facilitators encouraged discussion centered around how Downtown is used, perceived, and challenged. The groups also suggested ideas as to what public and private improvements can be made to enhance Downtown Caruthersville.

- **Surveys**

In fall of 2008, a telephone survey of Caruthersville residents asked respondents a series of questions about priorities for the improvement of Downtown. The survey tabulated three hundred responses from a randomly selected, statistically representative sample of residents. Respondents indicated a generally positive direction for Downtown, but noted the need to repair major streets, retain the historic character of the buildings, and improve dining variety.

From the summer of 2008 to the end of the year, a visitor survey was conducted at various City events and attractions. Volunteers and City staff gathered answers from 206 survey respondents that indicated Downtown was used primarily for special events. Visitors also desired more events and retail as well as better maintained buildings, general cleanliness, and more benches and green space.



Zip code locations of respondents to Caruthersville’s Visitor Survey.

DREAM Initiative • Downtown Strategic Plan

- **Key Stakeholder Discussions**

Conversations were held with representatives of the City, Chamber, DCA, Downtown property and business owners, and other members of the community to discuss issues uncovered during outreach methods. Discussions occurred throughout the DREAM process and helped develop or influence the revitalization strategies in each DREAM task.

- **Public Meetings**

Beginning with a DREAM Kickoff meeting in June of 2008, numerous public presentations and meetings were held to review progress on the DREAM Initiative work in Caruthersville. These included annual review meetings and topic-specific presentations. Meetings were publicized in the local newspaper and promoted on the City website. Public meetings included:

- DREAM Kickoff Meeting: June 17, 2008
- Destination Task Kickoff: Sept. 4, 2008
- Building Design Kickoff: March 19, 2009
- Annual / Bldg. Design Review: Dec. 16, 2009
- Annual Review / Strategic Plan: Oct. 5, 2010

The Annual Review and Strategic Plan meeting held on October 5, 2010 was a key meeting to explain the process and present preliminary goals and objectives for the Downtown Strategic Plan.

- **Press Involvement**

At several of the public meetings, representatives of the local newspaper and radio station were in attendance. Additionally, sample press releases were provided to the City to help generate news stories about the meetings and DREAM tasks.

- **Education and Communication**

The DREAM Initiative process also included seminars to educate and inform the City staff and officials on issues pertaining to Downtown revitalization and planning. The seminars were conducted by the State Partner agencies, PGAV PLANNERS, and other entities, such as the State Historic Preservation Office. Leading practitioners and specialists participated in these workshops, which were held in Jefferson City. Seminar topics included retail business development, historic preservation, building design and renovation, incentive programs, organizational structure, and engaging public support.

City of Caruthersville



Presentation Title Slides from two Caruthersville DREAM Public Meetings.

ACCOMPLISHMENTS

The City of Caruthersville was designated a DREAM Initiative community in the fall of 2007. The planning process commenced in the spring of 2008, with scheduled completion in the spring of 2011.

The DREAM Initiative provided immediate benefits to Downtown Caruthersville through positive news articles and by increasing the City's ability to obtain State funding.

Recent accomplishments include:

- The streetscape design elements installed when the casino opened has recently been expanded along Ward Avenue.
- City acquisition and rehabilitation of the Exchange Building at 3rd Street and Ward Avenue. The planned use is for a heritage museum (Photos at right).
- Development of a façade / awning removal revolving loan program.
- Attracted a bed & breakfast to Downtown.
- Obtained funding for demolition of derelict buildings.
- DREAM Initiative – The DREAM planning process is a commitment of just over \$250,000 in funding for Downtown revitalization planning services from the Missouri Development Finance Board, which was leveraged by a 20% local match paid over three years.



Exchange Building at 3rd Street and Ward Avenue., before City ownership/rehabilitation.



Exchange Building at 3rd Street and Ward Avenue., after City ownership/rehabilitation.



ORGANIZATIONAL STRUCTURE

The DREAM Initiative included a review of the organizations with an interest in Downtown Caruthersville. The purpose of this was to understand the roles and responsibilities of these organizations and their impact on Downtown. The goal of this task was to examine how these organizations may be improved or adjusted to ensure that there is an efficient, Downtown group with enhanced capacity that is prepared to implement the projects and recommendations outlined through the DREAM Initiative.

Organizations reviewed for this task included:

- City of Caruthersville
- Downtown Caruthersville Association (DCA)
- Greater Caruthersville Chamber of Commerce
- Pemiscot County Port District
- Pemiscot County Commission

In many ways, Downtown Caruthersville is a blank slate. Existing Downtown efforts have been more reactionary due to the tornado recovery activities. Existing organizations, including the City, have found themselves with fewer resources and enthusiasm to undertake large projects and programs. Downtown leaders have the opportunity to clearly define roles and responsibilities for each group in an effective and organized manner that benefits everyone.

The Organizational Structure Review primarily resulted in recommendations to strengthen the existing organizations. Recommendations identified by this task include:

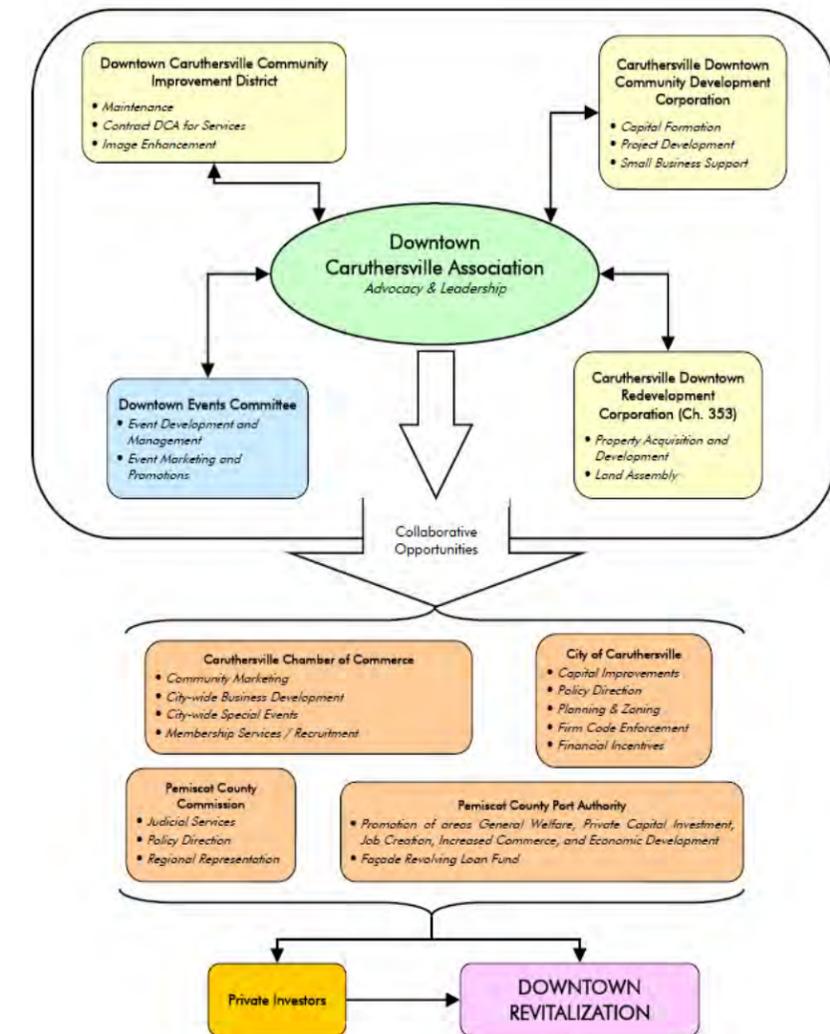
- **Energize the DCA to Build Broad-Based Community Support**
Information gathered from the community indicated that there is some concern that, although plans are developed, they are not implemented. Currently, the DCA focuses on historic preservation, however existing activities seem to center around maintenance of the streetscape landscaping. Residents do not currently seem to feel that Downtown has a champion. The DCA needs to increase its level of

commitment and involvement, and develop strong members that demonstrate enthusiasm, support, and accountability. It is important that the City, Chamber, and Port Authority increase support for Downtown, and that the board members of the DCA primarily consist of private business owners and area residents. Lead in an organized manner, this Board can accomplish significant goals and advocate for important policies.

The DCA should gather its current members to discuss the future of the group. Ideally, this meeting should occur as a day-long retreat with an impartial moderator. Inactive members should be contacted to secure their commitment to the retreat, but replaced if they cannot attend. It is important to note that not every "member" of the DCA needs to fill a leadership role on the board. Some members may need to step back, but still have important ideas and abilities. If necessary, new members that are rededicated to reinvigorating the group should be elected. It should be stressed that there is no blame associated with these changes, rather that Downtown now requires a new level of involvement and activity from the DCA. This retreat is an appropriate time to review the mission, active committees, and bylaws.

As the DCA gains momentum as the Downtown champion, it is critical to set both long-term and immediate goals. The DCA leaders should identify some easily attainable goals to demonstrate to the community that plans are being implemented. This activity will assist and prepare the group with local support needed to tackle larger projects. The DCA should effectively communicate these goals to other engaged organizations and the general public.

Ultimately, after sustainable funding is identified, the DCA should hire a Director. The development needs of Downtown are unique. A business district with the investment that is represented in a downtown would



Recommended Downtown Organizational Structure

be professionally managed; so should Downtown Caruthersville. Having a Director experienced in the unique aspects and challenges of Downtown is critical to achieving the recommendations in the Strategic Plan and other proposed DREAM projects. Hiring experienced personnel also ensures that key objectives such as façade improvements, Downtown business attraction, and event promotion, will continue regardless of changes to committee structures or internal DCA leadership adjustments.

- **Establish a Committee within DCA to Research Incentive District Mechanisms**

As noted in the Implementation section of this Plan, sufficient resources must be obtained for the execution of the DREAM recommendations. Local incentive mechanisms such as a Tax Increment Financing (TIF) district, a Local Option Economic Development Sales Tax (EDS), or a Community Improvement District (CID) are effective tools to build Downtown organizational capacity and sustainable funding. Each of these incentives has advantages, disadvantages, and specific qualified uses for the generated funds. However, any mechanism to be implemented requires outreach steps in order to obtain support from local officials and the general public. Effective incentive mechanisms clearly demonstrate accurate cost and benefit information.

The DCA, through this committee, will be integral in these outreach efforts. With volunteer legal and financial assistance, the DCA can propose redevelopment plans and budgets, and help circulate petitions and other information. The City can then take the lead to draft the official documents needed to move forward with demonstrated public support.

The Organizational Structure Review recommends pursuit of the CID as it can provide an effective organizational structure as well as sustainable funding. However, the Financial Assistance Review

demonstrates that significant Downtown revitalization funding can be better generated by a TIF district. The recommendation for a TIF district is included in the Financial Mechanisms Section on page 29 and the EDS is not mentioned here, simply because it is a City driven activity, rather than a new level of organizational formation.

- **Encourage the Chamber of Commerce to Review its Membership Benefits**

Some concerns were noted during the DREAM process regarding the effectiveness of the Chamber as a business organization. Due to the close-knit nature of the Downtown Caruthersville community, it is important that all of the involved organizations are effectively fulfilling their revitalization roles. The City, DCA, and Chamber must be moving forward with a common agenda regarding Downtown. As the DCA becomes more effective as the Downtown champion, the Chamber can relinquish some activities that are Downtown specific.

The Chamber should focus on programs that provide membership benefits. Caruthersville businesses join the Chamber if the Chamber meets a required need. Activities such as business retention visits, ribbon cuttings, mailing lists, business referrals, and business seminars are low-cost ways for the Chamber to help its members and these efforts should be top priority. Additionally, the Chamber can collaborate with the DCA to provide Downtown-specific benefits, such as marketing campaigns, cross promotional techniques, and networking opportunities.

Some Chamber Committees may overlap with DCA activities, such as Downtown events. The DCA Events Committee, proposed in the next recommendation, should coordinate all Downtown events that are not Chamber functions. The Chamber will need to take a support role in these events.



Caruthersville "C" logo used by the City and the Chamber.

- **Form the DCA Downtown Events Committee**

All events occurring in Downtown Caruthersville should be coordinated by a committee of the DCA. Community and Consumer surveys have indicated the importance of special events to attracting visitors and residents to Downtown. As Downtown activity increases, events and promotions should become a central focus to the DCA, coordinated through an involved and enthusiastic Downtown Events Committee. This Committee can help lessen the time and personnel requirements for other organizations that are currently providing existing events.

- **Focus on the Organizational Aspects of Downtown**

The DCA must be a voice for Downtown property and business owners. Engaged owners and volunteers will make the difference in the ability to achieve Strategic Plan recommendations. Completed projects will be how the success of Downtown Revitalization is measured, but longer-term initiatives will require a special effort to maintain organizational continuity. Downtown leaders need to think in terms of funding for their organizations, defining appropriate roles, obtaining qualified people, and setting goals, rather than uniting for each project as it arises. The DCA must constantly reach-out to Downtown business and property owners to ensure they understand that continued success of Downtown programs requires their participation, enthusiasm, and leadership.

To see more information regarding the goals and objectives outlined in the Caruthersville *Organizational Structure Review, November 21, 2008*, refer to the Implementation Schedule on page 44 of this Strategic Plan.



Casino employees help out at a benefit fish fry in Caruthersville.



The restored Armory in Downtown Caruthersville is in use as a Community Center

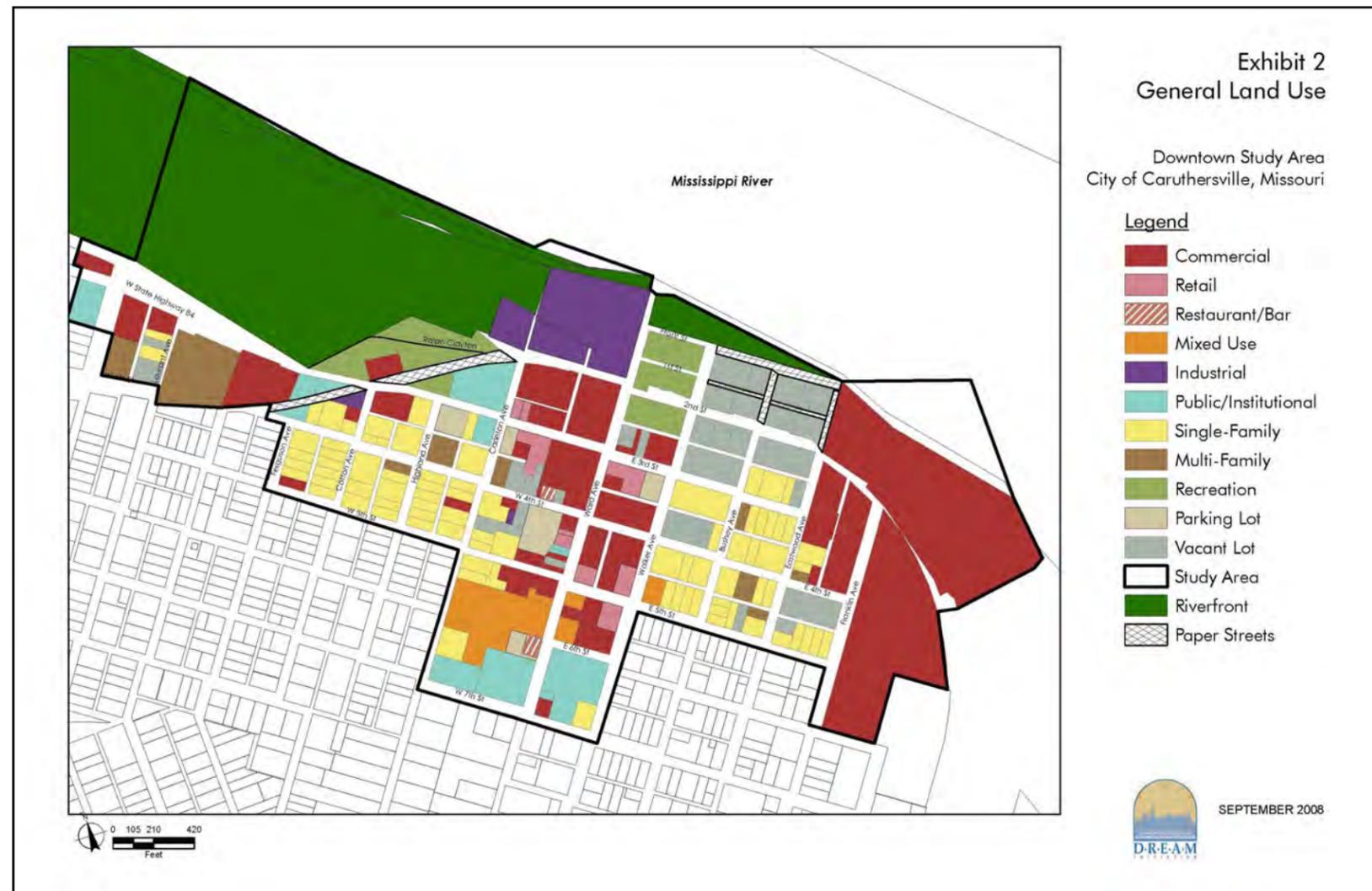
LAND USE, BUILDINGS & INFRASTRUCTURE SURVEY

The Land Use, Buildings and Infrastructure Survey is an inventory of Downtown Caruthersville’s physical assets and an assessment of their conditions. The survey was conducted in the spring of 2008, and conditions are documented in the *Map Reference Handbook* of September 2008, which contains 22 maps of the Caruthersville DREAM study area. The maps included in the *Map Reference Handbook* were used throughout the DREAM planning process. The conditions data collected as part of the Land Use, Buildings and Infrastructure Survey helped identify the most pressing issues for Downtown and uncover future development opportunities.

The maintenance of the information gathered for this survey, along with ongoing reassessment of conditions, will continue to provide insight for Downtown Caruthersville. The City and DCA can monitor progress and identify new opportunities. If the City or a partner agency has the ability to use a geographic information system (GIS) computer application, DREAM data can be directly updated.

While the goal of this task was to develop information that would feed into other DREAM Initiative tasks, several conclusions can be drawn from the data displayed in the *Map Reference Handbook*, including:

- Based on exterior observation, most Downtown buildings are in dilapidated or poor condition. In some cases, this is due to deferred maintenance, but many still demonstrate storm damage. The City has worked to demolish damaged buildings, but lacks sufficient design codes and standards to address years of deferred maintenance. The DCA can help City efforts to improve building conditions by helping to educate owners regarding City codes.
- Several parcels and street rights-of-way exist only on official County records. The improvements were not constructed or the street has since been developed as a park. The County and City should work together to correct platting inconsistencies. Furthermore, the City



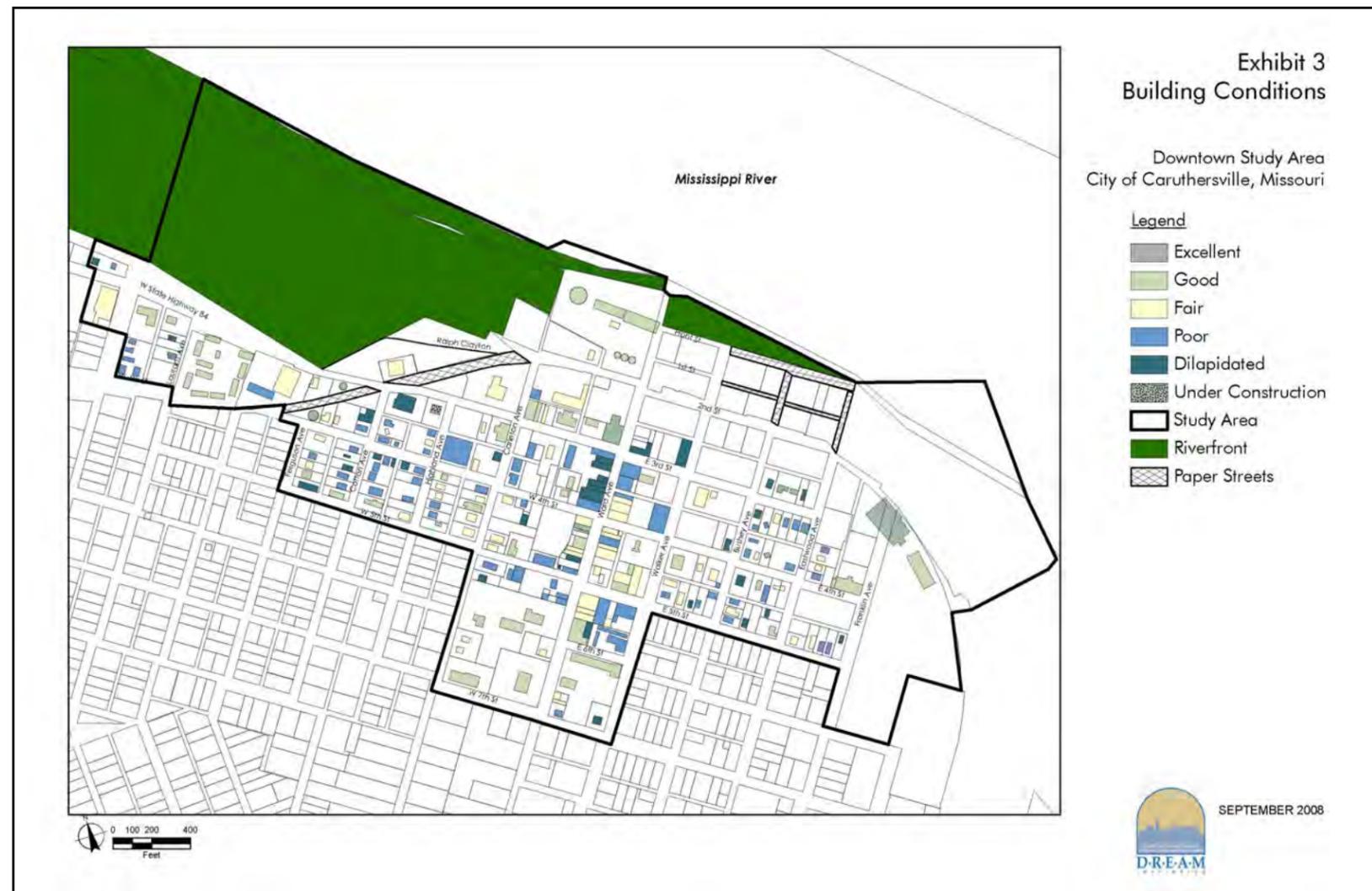
Caruthersville DREAM Map Reference Handbook: Detail of Exhibit 2 General Land Use.

should expand its mapping capabilities to build upon the mapping provided by DREAM. Enhanced City mapping capabilities and planning resources are critical for effective long-term initiatives.

- There are several lots in Downtown Caruthersville that are either vacant or underutilized. There are lots near the floodwall between Ward Avenue and the casino, as well as vacant lots to the west of Ward Avenue. Additionally, there is significant acreage

southeast of Downtown where the FEMA trailer park had been established that is now vacant. The City should work to assemble and market all vacant and underutilized property to potential residential or commercial developers. These properties should be listed on available site selection programs with basic information regarding the land specifics. This activity has the greatest potential to revitalize the Downtown economy, as large projects can have a significant development impact on Downtown.

- Few buildings in Downtown Caruthersville have upper floor space. The City and DCA should encourage property owners with upper floors to improve them for residential use, not just storage.
- The existing Downtown streetscape is well designed, although it lacks benches and gathering places. These are intentional design omissions to reduce the City's maintenance costs due to vandalism. During the DREAM Initiative, maintenance of the streetscape and trees was also discussed and residents saw these as critical aspects of Downtown. The City needs to allocate more resources to the maintenance of public improvements and, if necessary, to police enforcement to reduce vandalism. Poor maintenance of public amenities sends an uninviting message to visitors and potential businesses.
- Downtown street conditions are poor, particularly at intersections with Ward Avenue. Sidewalk conditions are better, but have areas of poor quality. The City should give top priority to its plans to fix and maintain this critical infrastructure.



Caruthersville DREAM Map Reference Handbook: Detail of Exhibit 3 Building Conditions.

COMMUNITY SURVEYS

The community survey process was conducted to uncover issues regarding Downtown and learn about local desires and needs. This task gathered information from community leaders, property owners, business people, residents, and visitors to Caruthersville, that was used throughout the DREAM planning process.

The survey process used three methods to obtain local views, perceptions and interests. First, the consultant conducted focus groups consisting of key Downtown stakeholders to allow for detailed conversation on open-ended questions. Following that, a random-sample telephone survey was developed and conducted to allow for community input on Downtown issues. Lastly, a visitor survey was conducted by local volunteers to learn about the City's image and the needs and desires of Downtown Caruthersville visitors. The process and results of each method are summarized below:

- **Focus Groups**

Four separate focus groups were conducted to engage stakeholders in open discussion regarding Downtown Caruthersville. The groups consisted of two sets of business owners, new residents and students, and elected officials. In each of the groups, discussions included participant's perceptions of Downtowns strengths, constraints, and opportunities for development, as well as, their priorities for improvement and desires for new businesses, infrastructure, and services.

Collectively, the groups had mixed feelings about the direction of Downtown Caruthersville. For the most part, Downtown is perceived to be moving in the right direction, but some participants expressed frustration regarding past improvement plans that were developed, but not implemented.

Participants viewed Downtown as a government and services center, but also acknowledged a great need

for more retail shops. The groups felt that residents tended to shop at locations out-of-state in Tennessee or Arkansas, or on the internet. Group participants thought Downtown improvements should include more and better retail stores, methods to capitalize on existing visitors, enhancement of storefronts and infrastructure, and better maintenance, particularly of the surrounding residential property.

Overall, the focus groups noted that attracting new retail businesses and improving building conditions through incentives and more aggressive code enforcement should be the highest priorities for Downtown Caruthersville. However, the participants did not indicate they would support any additional sales tax to improve Downtown.

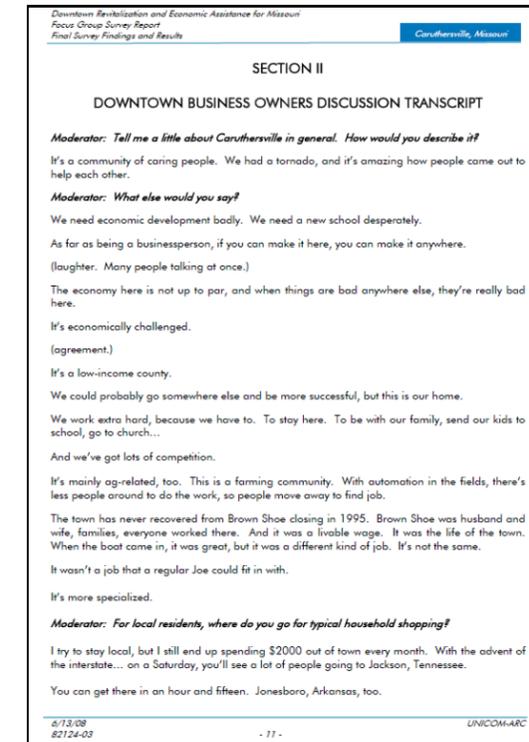
Another issue noted by the participants was limited Downtown business hours, particularly during special events. However, the groups felt that gaining additional retailers and improving building conditions were more important to attract visitors and additional business activity.

In terms of the types of businesses to target for recruitment, focus group participants had some preferences, but agreed that Downtown Caruthersville needed any additional retail it could obtain. Specific types noted included clothing, shoe, jewelry, and specialty stores, and additional restaurant variety.

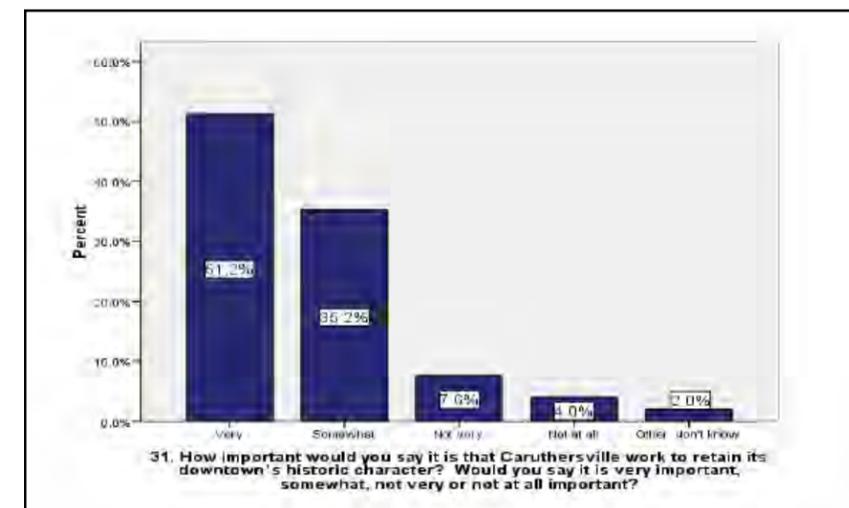
For the complete report, please see the Caruthersville DREAM Focus Group Survey Report dated June 13, 2008.

- **Community Telephone Survey**

In August of 2008 a phone survey was conducted to interview a random sample of Caruthersville residents regarding their perceptions of Downtown. This type of survey is useful to obtain input from residents who may not necessarily attend a public meeting or



Sample from the Downtown Business Owners Focus Group transcript.



Sample results from the Caruthersville Telephone Survey.

participate in community organizations. Key points from the survey results include:

- A majority of respondents (75%) felt Caruthersville is moving in the right direction.
- The highest priorities included "fixing major streets" and "retaining the historic character of Downtown."
- Residents indicated they primarily use Downtown for government, the post office, or other business.
- Suggested business improvements included dining variety, clothing stores, and entertainment.
- Respondents also wanted to see improvements to building façades, cleaner streets and sidewalks, and a more pedestrian friendly environment.

Refer to the complete Caruthersville DREAM Community Telephone Survey Report dated November 19, 2008.

• **Visitor Survey**

In 2008, volunteers conducted a survey of visitors at locations throughout the City. 206 visitors were interviewed and their responses entered into either tablet computers or a provided website. The survey was developed to learn about the perception of Downtown Caruthersville and the needs of the City's visitors. The responses of people residing within the Caruthersville zip code were not tabulated for this survey. Key points from the survey results include:

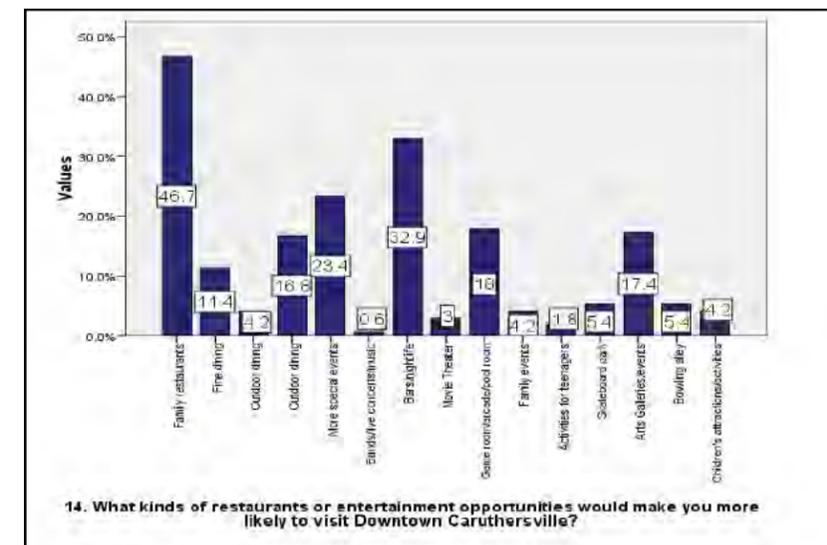
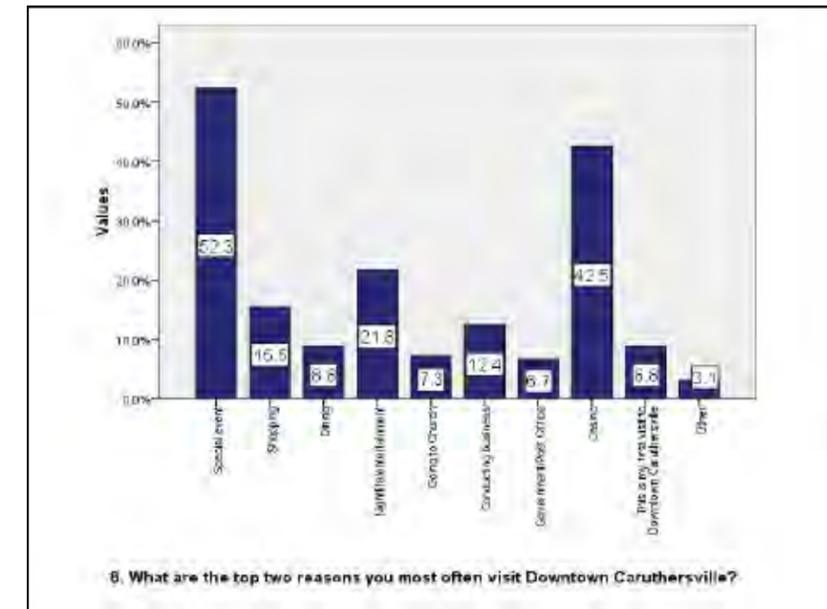
- The casino ranked second, behind special events, in reasons to visit Downtown Caruthersville.
- 75% of visitors indicated there were not staying overnight in Caruthersville.

- Most visitors interviewed felt Downtown was easy to navigate, parking was convenient, and felt safe during the day or night.
- Less than a third of the visitors interviewed felt that business hours were convenient.
- Visitors felt that more special events, retail shops, clothing stores, and youth activities would make them more likely to visit Downtown Caruthersville.
- Visitors also noted better maintained buildings, a cleaner area, and benches and green space would be improvements that would make them more likely to visit Downtown Caruthersville.

While local leaders, residents, and visitors alike see the need for new retail and improved building conditions, only residents indicated the need for improving the streets and sidewalks. Additionally, local leaders and visitors pointed out the issue of Downtown business hours, while residents did not seem as concerned. The role that special events play in Downtown Caruthersville cannot be overlooked. The City and DCA should work to capitalize on visitors, through the proposed committee recommendation. It is also important to note that residents and visitors both desire pedestrian-friendly improvements, however the existing streetscape design intentionally omits benches and gathering spaces due to maintenance and police enforcement issues. Given the importance placed on these amenities by the residents and visitors, the City should reconsider the streetscape elements.

The DCA should also work to update these surveys and communicate the results to local leaders and businesses.

For complete responses, please refer to the Caruthersville DREAM Visitor Survey Report from April, 2009.



Sample results from the Caruthersville Visitor Survey.

BUILDING DESIGN AND CONDITIONS

The historic character of Downtown buildings is a distinctive feature that helps provide Caruthersville’s identity. DREAM planning efforts seek to leverage this intrinsic Downtown character as a historic backdrop for future projects and all aspects of community revitalization.

While historic preservation plays an important role in Downtown revitalization, the City of Caruthersville’s immediate issue is to focus tightly on building codes, conditions, and maintenance. As the community adjusts to the City’s efforts to step-up enforcement, inspections, and permitting, historic preservation elements should be introduced slowly. Years of deferred maintenance and little attention by the City, have likely developed a strong feeling of entitlement with residents. The DREAM Initiative proposes the City should work to implement Downtown design and maintenance standards. The Building Design Guidelines report, suggests recommendations to buildings chosen by the community. Illustrations of the focus blocks along Ward Avenue are shown on pages 20 through 23.

Recommendations to address issues regarding Downtown Caruthersville buildings include:

- **Review Existing Maintenance Codes and Inspection Procedures**

City officials and staff will need to lead this review effort, but should include Downtown interests through the involvement of the DCA. The focus should be on building structural components, but the DCA should organize monthly walks with the Mayor and maintenance officials to identify other concerns. As issues of a more aesthetic nature are noted, the DCA should work with the City to suggest resolutions to the most frequent problems.

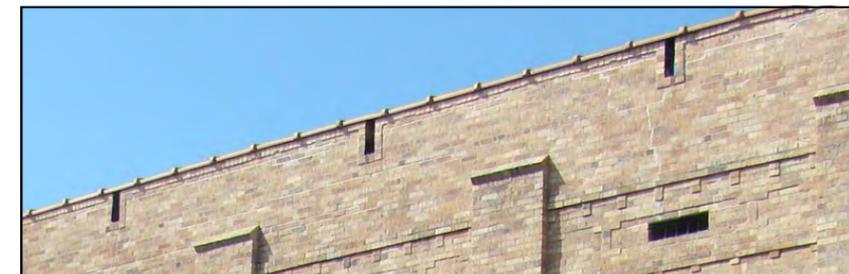
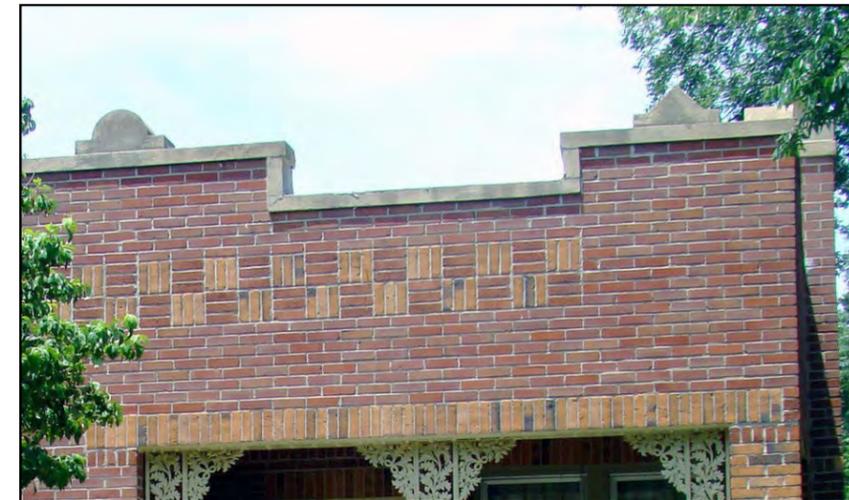
As problems are addressed, the City should work with its Departments to adjust procedures and prevent reoccurrences. The DCA should help communicate these improved City policies and procedures to Downtown businesses and property owners.

- **Develop Infill and Rehabilitation Design Standards**
With significant space available in vacant lots, Downtown Caruthersville needs to also adopt design standards for infill construction, as well as for rehabilitation work on historic structures. Important design aspects such as prohibiting certain materials for façades (e.g. vinyl siding, corrugated metal siding, and cinder blocks), building orientation, and parking lot layouts need to be in place to ensure that new construction complements the existing historic integrity of Downtown. City leaders must protect Caruthersville’s historic buildings and Downtown atmosphere, or they will be lost.

Illustrations on page 19 demonstrate how high-quality infill development can improve the historic aesthetics of the main Downtown Caruthersville business corridors; primarily Ward Avenue and 3rd Streets. Residential infill development is proposed for some vacant parcels as shown on page 40 through 42 in the Implementation Section, and requires different design concepts than commercial corridors to complement surrounding residences.

Downtown Caruthersville has both good and poor examples of Downtown rehabilitation standards. Some buildings have metal coverings or awnings that are inappropriate for the architectural style of the building. The City has developed a revolving loan program to encourage owners to improve façades.

The City has also set an excellent example of context sensitive development in the recent rehabilitation of the Exchange Building at 3rd Street and Ward Avenue. The rehabilitation construction includes modern materials that fit within, and complement, the reconstruction of significant historic elements on the building. The City should pursue its effort to use this property as a public attraction, such as a visitor center or museum. Photos of the Exchange property can be found on page 8 of this Plan.



Examples of historic architecture in Downtown Caruthersville.

- **Form a Historic Preservation Commission**

After a review of existing policies and procedures, the City of Caruthersville should consider forming a Historic Preservation Commission to help protect and promote the architectural character of Downtown. The City and DCA should work with the State Historic Preservation Office to develop a historic preservation ordinance. The DCA can then work to gather momentum and interested volunteers to demonstrate support for the ordinance, commission, district, and the building guidelines. This effort should include Downtown property owners and adequate public outreach to explain the benefits of preservation.

- **Continue Demolition Efforts When Necessary**

Even communities that place a high value on the preservation of historic structures understand that demolition of buildings is sometimes inevitable. Unfortunately, some historic buildings are neglected for so long that rehabilitation activities become nearly impossible, not just economically infeasible.

In the case of Caruthersville, this neglectful tendency has been exacerbated by the 2006 storm damage to create situations where structures exist that will never see reinvestment or rehabilitation. The City has identified and removed some of these buildings, but more remain. As the City obtains future funding and removes the more obvious problem properties, it is important to follow some key criteria in evaluating the not-so-obvious problem properties. These criteria should include:

–Does the building have architectural or cultural significance to the community?

–Are there major structural deficiencies, and are the costs of repairing these deficiencies prohibitive for any potential reuse, even utilizing incentives?

–Is there a building proposed to replace the structure considered for demolition or will it simply be a vacant lot waiting to be developed?

–If no new building is planned, will the demolition include removal of the foundation and new fill so the lot can be used as interim green space until a developer is located?

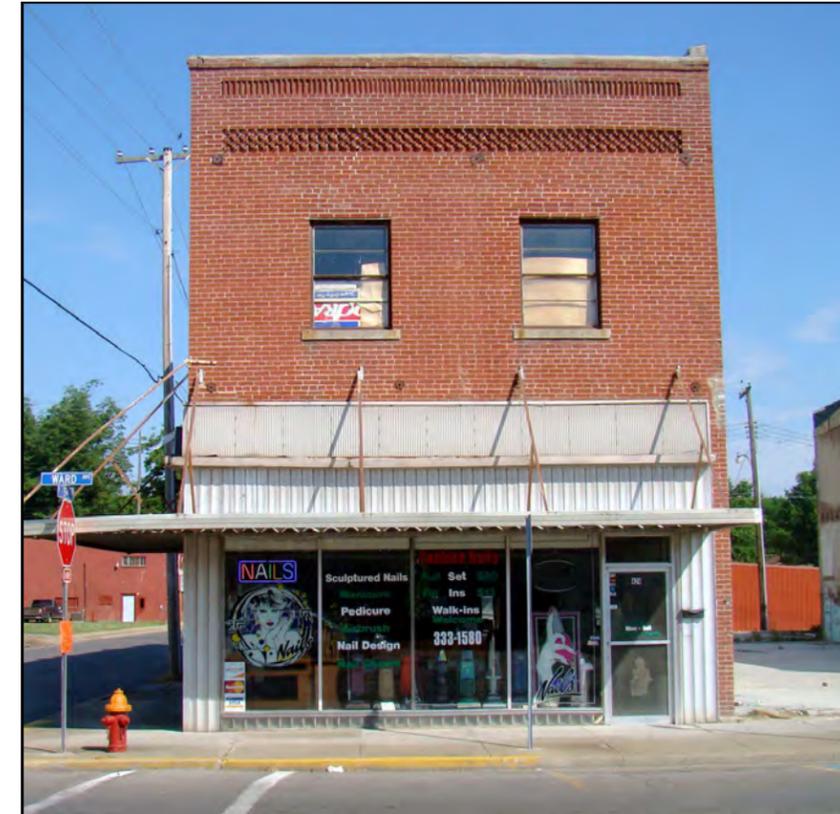
–Will the proposed building exceed the quality of the old one in terms of design and functionality?

–Will the new building be designed in accordance with the design standards for infill development in a historic central business district? Will it preserve the building line and rhythm of the street?

- **Consider Development Funding Incentives**

It will be necessary for the City to develop funding mechanisms to attract private, high-quality investment in Downtown. Funding from local sources such as Tax Increment Financing (TIF), Local Option Economic Development Sales Tax (EDS), or a Community Improvement District (CID) should be considered. These local programs can be leveraged to help obtain State of Missouri incentives such as Community Development Block Grants, Historic Tax Credits, and Brownfield Tax Credits. Detail on funding mechanisms is noted on Page 29, in the Financial Mechanisms Section.

More conceptual building design guidelines and illustrations for the subject buildings in Downtown Caruthersville are found in the Caruthersville DREAM Building Design Guidelines report, October, 2009.



Implementation of some simple design standards could enhance this building at 5th Street and Ward Avenue in Downtown Caruthersville.



Property under rehabilitation in the 300 Block of West 3rd Street.

Infill Development Concepts:

An infill development opportunity in the 400 block of Ward Avenue is illustrated below. The collapse or removal of a building between two existing structures has left a hole in the Downtown that disrupts the rhythm of the street and discourages pedestrian traffic. This situation occurs in several instances in Downtown Caruthersville, and the concepts expressed should be repeated where possible.

The existing conditions of the building are shown below with important infill concepts called out on the illustration at right.



Infill development should support the historical architectural character of the surroundings.

Upper façade elements such as windows and sign panels should be continued.

Encourage traditional storefront awnings and upper and display window proportions.

Establish clear guidelines that prohibit materials such as metal and vinyl siding that are architecturally inappropriate. Discourage covering on transoms.

Encourage multi-story construction to maintain the building roof line and to accommodate mixed-use development, reserving the ground floor for retail use.

Recreate storefront elements and build to the sidewalk line to establish vibrant street rhythm.

Limit off-street parking facilities to the side and rear of buildings.



303 Ward Avenue:

The Grizzly Jig building has great potential and anchors the corner across 3rd Street from the Exchange Building. A black metal cladding is the prominent feature and makes the building look overpowering, but the architectural detail that lies beneath is evident by looking at the side façade. The business generates significant shopping traffic.

Existing conditions are shown below and a concept illustration is shown below right.



Appropriate signage in the sign band with no wiring showing.

Remove metal covering to expose original windows and façade features.

Reconstruct storefront elements, remove awning, and expose transoms to reestablish the building's character.

Bulkhead restoration can expose details. Original materials should be used.

Window lettering can be an effective way to communicate the use of a building.

307—311 Ward Avenue:

This building has recently housed two businesses. The left side transoms have been covered by metal cladding and the right by a metal awning. The upper floor windows are boarded-up, but the masonry details are visible.

Existing conditions are shown below and an illustration of improvements is shown below right.



Cornice should be uncovered or recreated if possible. If no cornice remains, a simple unobtrusive design will complement the building.

Move all signage into the sign band, providing a clean and orderly appearance.



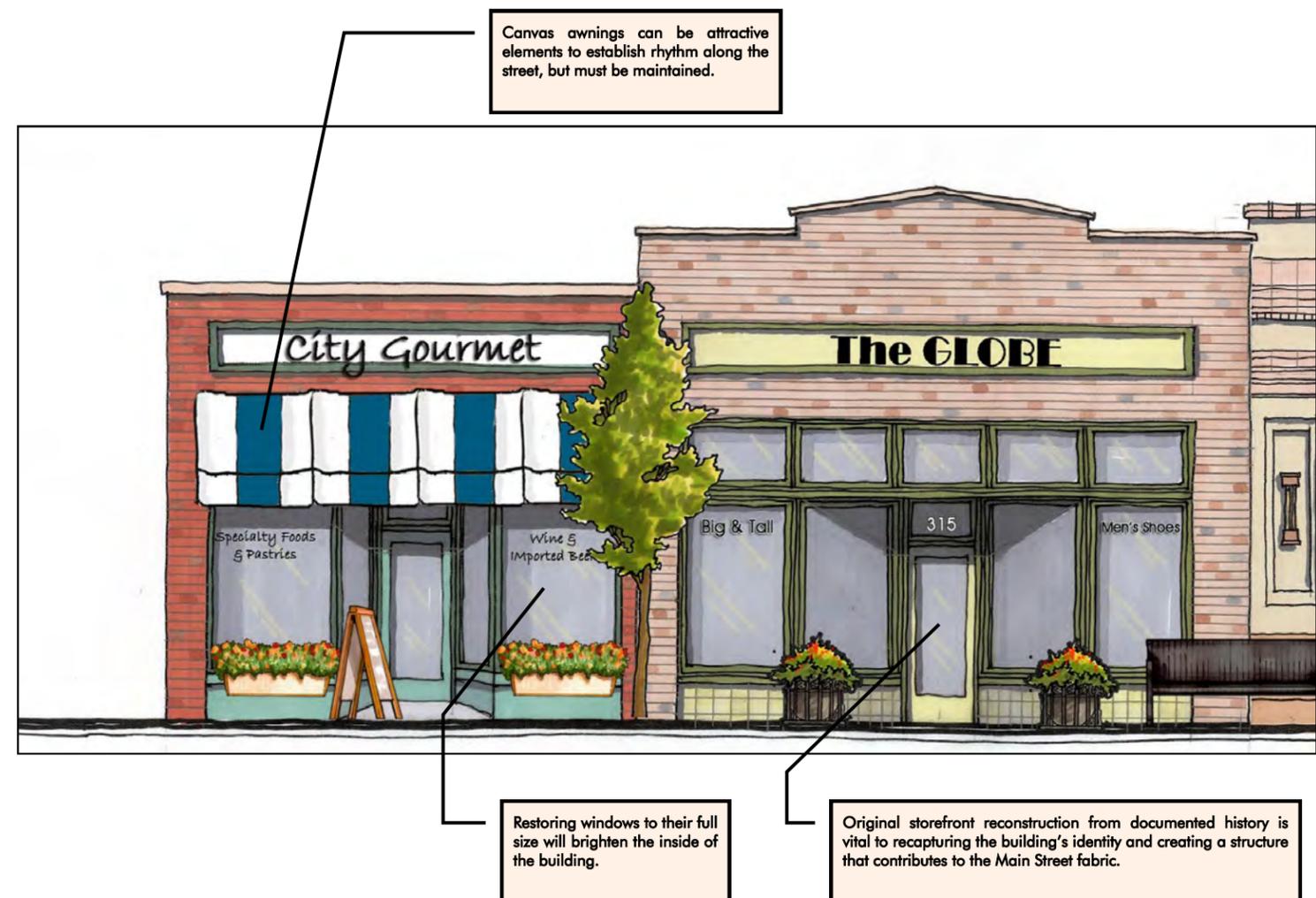
Canvas awnings, not metal.

Elements such as planters can provide a very pleasing touch.

313—315 Ward Avenue:

These two buildings are in the middle of the block, just south of the alleyway, and house a payday loan company and a clothing store. Both of these building façades have been altered extensively leaving no trace of the original architectural character.

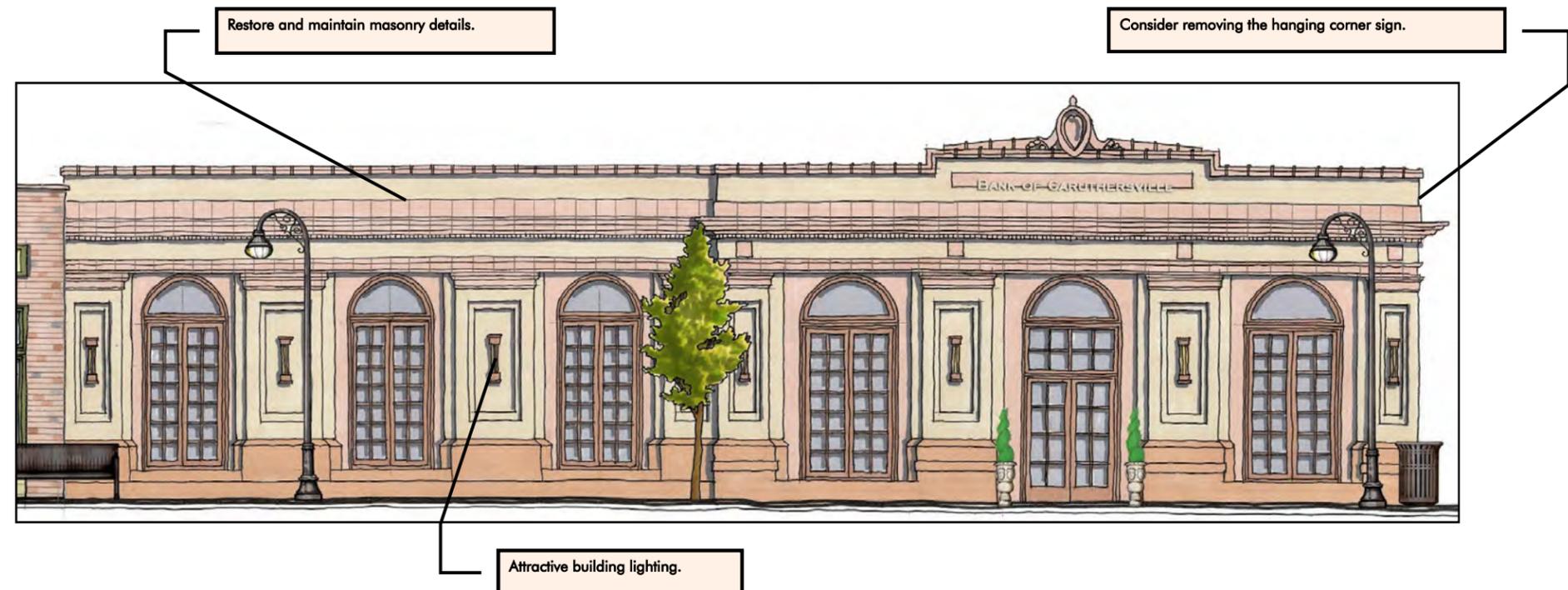
Existing conditions are shown below and an illustration of improvements is shown below right.



323 Ward Avenue:

At the corner of 4th Street and Ward Avenue, Focus Bank occupies a very handsome building. This structure is quite detailed and has been rehabilitated in way that enhances its architectural character. Attractive windows, building lighting, signage, and landscaping all contribute to make this property attractive. Although it is not a typical visitor destination, its condition encourages pedestrians by providing a pleasant setting along the sidewalk.

Existing conditions are shown below and an illustration of improvements is shown below right.



RESIDENTIAL MARKET

The residential market surrounding Downtown Caruthersville is critical. It is from these residences that businesses will attract regular customers and where events will obtain attendees. Additionally, visitors will pass through these residential areas to reach Downtown. The DREAM Initiative provided an opportunity for the Missouri Housing Development Commission (MHDC) to review the residential market demand of the City. Recommendations were then developed to encourage Caruthersville leaders to promote residential projects that can meet identified future housing demand. Additional recommendations include improvements to housing conditions, enhancing quality-of-life amenities to attract more residents, and potential infill development on various vacant properties in Downtown.

Recommendations regarding these and other residential issues for Downtown Caruthersville include:

- **Improve Housing Conditions**

After implementing improvements to code enforcement procedures and inspection policies, City officials and staff should continue to seek funding opportunities through MHDC and other programs to assist homeowners. Like the commercial properties, much of the Caruthersville housing stock still shows evidence of the 2006 tornado. Also like the commercial sector, many residences demonstrate years of deferred maintenance that likely existed before the storm damage. State and Federal funding mechanisms can help residents maintain and repair their homes. Other educational opportunities can be initiated by the DCA to help citizens learn about City codes and proper home maintenance procedures.

Home ownership tends to lead to better maintained property, and therefore higher property values. The national housing market is currently recovering from steep drops in value connected with the 2008 recession. As housing markets and credit lending recover, Downtown Caruthersville has an opportunity to encourage homeownership. The City should apply for and administer housing programs and grants, and

the DCA should work to promote active participation in these programs from potential new homeowners. By hosting homeowner educational seminars, and by including local banks and contractors, Downtown Caruthersville can begin to improve its housing, as well as help City residents.

- **Encourage Residential Projects**

The MHDC residential demand analysis identified housing demand for 16 market rate units, 25 affordable family units, and 20 affordable senior units, for a total of 61 units. The analysis expects this demand to be present over the next five years.

Often, family housing units are not compatible with a downtown environment. However, in Downtown Caruthersville's case, significant vacant lots are available on which could be developed some sizeable residential facilities. This added population base should complement Downtown business activity. Additionally, there are some opportunities to develop upper floor housing in existing commercial buildings along the main street corridors. Some of these opportunities are illustrated on pages 40 through 42.

The City and Pemiscot Port District should develop a listing of potential local and national residential developers. The DCA and Chamber can work to provide information to these developers and obtain leads for the City to pursue. The DCA can also assemble tours for potential developers to showcase these opportunities. In the implementation section of this Strategic Plan, housing development concepts proposed by the DREAM Initiative are illustrated for some of the Downtown vacant lots.

Improvements to codes and expanding programs such as the existing Downtown Façade Revolving Loan Fund administered by the City, should provide encouragement for Downtown property owners to develop upper floor housing units. Additionally, the DCA should develop Downtown living tours that feature these units.



The photos above demonstrate the range of housing conditions in Downtown Caruthersville. (Well maintained—top; newly rehabilitated home—middle; recently demolished home—bottom.)

- **Develop Downtown Amenities to Attract Residents and Increase Housing Demand**

In addition to encouraging development projects that meet the existing residential demand identified by the MHDC analysis, the City and DCA should work to improve Downtown living conditions. Enhancements to the business mix, building conditions, and public streetscape will encourage new potential Downtown residents and develop demand for more housing units. Most of these aspects, such as building conditions, added retail businesses, and streetscape improvements also feed into other DREAM tasks to create a vibrant Downtown atmosphere.

Additionally, Downtown's link to the casino and hotel area can be strengthened. The uniqueness of a Downtown casino can provide an attraction for various housing markets as well as visitors.

Events can also add to the desirability of Downtown living. The proposed Event Committee of the DCA should encourage the development of festivals, and also events that include residents. This Committee should assist with the Downtown Living tours and may also develop other types of house tours.

Complete information on the City's housing market can be found in the Caruthersville DREAM Residential Demand Analysis, July, 2009.



Buildings that demonstrate the potential for upper floor residences along Ward Avenue in Downtown Caruthersville.

RETAIL MARKET

Retail development is an important and visible component of a successful downtown. The Retail Market Analysis undertaken as part of the DREAM Initiative identified challenges and opportunities of retail development, including a detailed analysis of retail supply and demand in Caruthersville.

The Retail Analysis identified about 264,000 square feet of first-floor commercial space in Downtown Caruthersville, but only an estimated 57,000 square feet was in use for retail or restaurant space as of October 2010. Another 48,000 square feet was vacant. The existing retailers were generating about \$1.8 million in annual sales and the existing restaurants just \$600,000. If Downtown Caruthersville can fill the 48,000 square feet of vacant commercial space, it could mean an increase of \$1.5 to \$3 million in additional annual sales.

To analyze retail demand, the consultant examined retail spending data for households in a primary trade area (the City limits of Caruthersville) and a secondary trade area (households within a 30-minute drive of Downtown Caruthersville, adjusted for proximity to other, larger, retail markets). Comparing sales data to demand data provides a measure of the performance of the Downtown retail sector and identifies unmet retail demand. This unmet demand can be compared to specific categories of retail products.

Using this methodology, unmet demand was evaluated to identify retail opportunities for Downtown Caruthersville. The overall unmet retail demand greatly outstrips the amount of vacant space available. The Retail Market Analysis did identify some retail sectors that could address unmet retail demand, however, a more critical issue is that Downtown Caruthersville needs to attract retail businesses of nearly any type.

Several categories were specifically identified as having the greatest unmet retail demand and were compared to average sales per square foot figures to calculate the amount of total retail floor area that could be supported by the marketplace for each category. Some categories are combined to demonstrate store types that would likely carry similar products. Key opportunities for Downtown Caruthersville, along with the estimated unmet demand in terms of annual sales, include:

- Restaurants (\$5.7 million in unmet demand)
- Bldg. materials / lawn & garden supplies (\$2.3 million)
- Electronics & appliance stores (\$1.4 million)
- Grocery & specialty food stores (\$1.3 million)
- Clothing, jewelry, luggage & leather stores (\$1 million)
- Health & personal care stores (\$898,000)
- Furniture & home furnishings stores (\$757,000)

To complete the analysis, existing vacant spaces were compared with potential store types or uses for which unmet demand exists. The results were illustrated in a Retail Opportunity Map and a listing of the address and available square feet of vacant locations. Specific store types were proposed for each of these vacancies.

In addition to recommendations for existing vacant buildings, the DREAM Retail Analysis also suggests that the City seek developers for larger development on vacant lots. The sizable amount of vacant space in Downtown Caruthersville can be utilized as residential or retail, or a mixed-use development incorporating both. The City should be very careful regarding the infill development it does allow in these areas, as these large developments will alter the feeling of Downtown significantly and permanently.

Retail Market findings are the result of analytical analysis of the best available data on consumer spending and current retail sales. The consumer and community surveys conducted as part of the DREAM Initiative also indicated interest in adding certain types of businesses (specifically, greater dining variety and clothing stores). Together, these data sources indicate that development of Caruthersville's retail and restaurant sectors should be a high-priority as part of implementing the DREAM Strategic Plan.

The Retail Opportunity and Parking and Vacant Lot maps created through the DREAM program are shown on page 28, while an illustration of a potential building infill concept is shown on page 19.



Existing retail seen looking southwest on Ward Avenue; Downtown Caruthersville's primary commercial corridor.



The Lady Luck Casino is Downtown Caruthersville's largest attraction, but it is located four block southeast of Ward Avenue

A series of goals and strategies for developing and growing Downtown Caruthersville's retail sector was developed. These goals and strategies are found in the Caruthersville DREAM Retail Market Analysis Report, October 2010 and are summarized below:

1. Continue to enhance the Downtown environment:

- A. Improve and expand the streetscape elements to include public spaces, benches, and plazas.
- B. Address building conditions.
- C. Develop financial incentives for property owners.
- D. Include local contractors in maintenance seminars for property owners.

2. Improve the business mix:

- A. Reduce the amount of non-retail commercial space by encouraging retail uses.
- B. Develop a business financial incentive program to complement the building incentives.
- C. Market Downtown retail opportunities to attract potential new retailers.

3. Strengthen existing businesses:

- A. Develop promotions and advertising campaigns that market Downtown businesses as a whole.
- B. Develop seminars and workshops regarding customer service, business branding, signage, displays, and other issues.
- C. Encourage existing retailers to consider changing their product lines to address some areas of unmet retail demand.
- D. Encourage retailers to expand operating hours, particularly during special events.

4. Develop more special events:

Capitalize on existing visitors, such as outdoorsmen and gaming enthusiasts, by developing events of interest, that eventually include shopping aspects that will promote Downtown businesses.

5. Encourage large development on vacant lots:

Work to assemble property, remove inferior structures, extend infrastructure, and market the opportunities to retail and residential developers.



Outdoor enthusiasts enjoy the beauty of the Mississippi River and businesses such as the Grizzly Jig have been attracted to Downtown to support this visitor segment.



Figure 5
Retail Opportunities

Retail Market Analysis
City of Caruthersville, Missouri

Legend

- Study Area
- Riverfront
- Paper Streets
- Electronics / Appliance Store
- Casual Restaurant
- Stationary / Gift Shop
- Wine & Cheese Store
- Clothing Store
- Bakery
- Lawn & Garden Shop
- Coffee Shop
- Furniture Store
- Building Materials / Supplies
- Grocery Store
- Home Furnishings
- Redevelop Lot
- Candidate for Demolition

PGAVPLANNERS DREAM

A map showing Retail Opportunities in existing Downtown Caruthersville buildings, as found in the DREAM Retail Market Analysis.



Figure 6
Parking & Vacant Lots

Downtown Study Area
City of Caruthersville, Missouri

Legend

- Parking Lot
- Vacant Lot
- Study Area

PGAVPLANNERS DREAM

A map showing Parking and Vacant Lots in Downtown Caruthersville, as found in the DREAM Retail Market Analysis.

FINANCIAL MECHANISMS

The Financial Assistance Review analyzed several funding mechanisms that are available to Downtown Caruthersville to encourage business development, and public or private investments. The intent of this DREAM task was to provide concepts for potential project and program funding, along with the preliminary financial data necessary to support the further exploration of these incentives and programs.

There are a wide range of potential financial tools available to support Downtown revitalization efforts in Caruthersville. These include mechanisms such as Tax Increment Financing (TIF), Local Option Economic Development Sales Tax (EDS), a Community Improvement District (CID), historic tax credits, low income housing tax credits, and participation tax credits. While the Financial Assistance Review does not make definitive recommendations about which tools the City should establish, this Strategic Plan acknowledges that some specific funding sources should be designated to support ongoing Downtown revitalization efforts.

The Financial Assistance Review provides a catalog of options to be considered in brainstorming how to accomplish various projects recommended by this Strategic Plan. The decision on which tool (or tools) to establish will be determined in part by the nature of individual projects and the willingness on the part of local officials and decision makers to engage in public-private partnerships. Regardless of the specific financing mechanism, the general goal of public financial participation is to attract private investment that leads to job creation, business growth, and attractive buildings or landscapes.

Additionally, the mechanism of the Land Clearance for Redevelopment Authority (LCRA) is less of a financial mechanism than it is an organizational structure that can help focus and obtain other funding sources and is essential for assisting in land assembly.

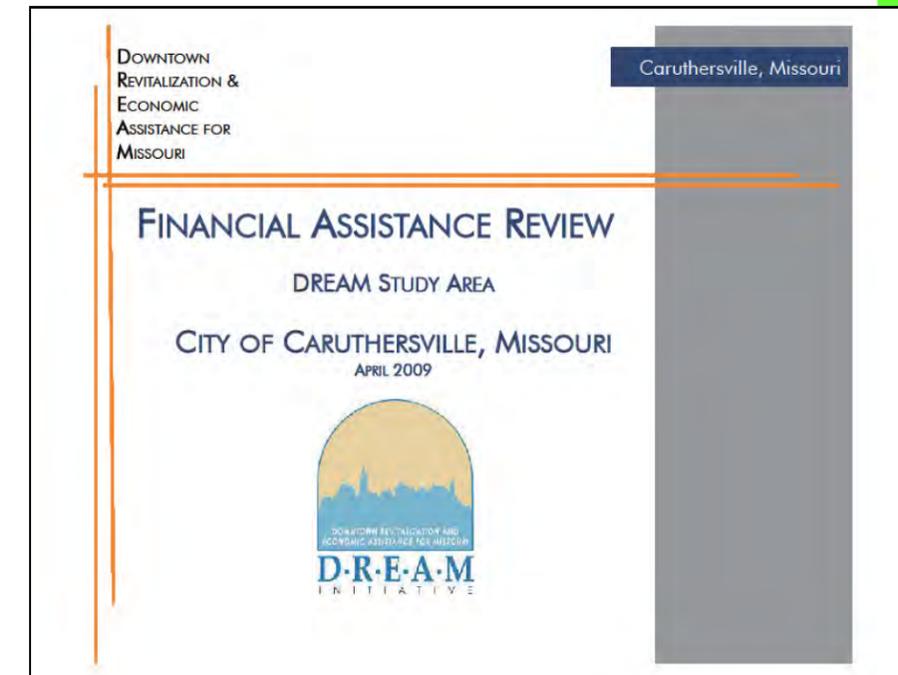
Detailed statutory requirements and procedures regarding incentive tools available to Caruthersville are provided in the *DREAM Financial Assistance Review* April 2009. A brief summary of TIF, Local Option Economic Development Sales Taxes, and CID follows:

- **Tax Increment Financing (TIF)**

A TIF District leverages future public tax revenues in a specific area that is determined to be blighted or a conservation area, and that is not expected to develop on its own, to attract new private investment to that area. In a TIF district, property tax and certain other tax revenue from new improvements that occur after establishment of the district would go into a fund to be used by the City to pay for qualified project costs. A TIF district is established for a maximum of 23 years.

TIF could be used in two basic situations. The City could establish a specific TIF district as a development incentive to assist a major private development project; an especially useful tool if there are extraordinary expenses associated with developing the property such as building demolition, land assembly issues, or environmental clean-up. The second approach is to establish a TIF district that would cover a larger area and use incremental revenues for infrastructure improvements, façade improvements and other improvements throughout the district.

The Financial Assistance Review includes revenue projections based on the assumption that a TIF district would be established for the entire DREAM study area. In this scenario, gradual renovation and improvement of private properties would push the assessed valuation higher and generate revenue for the TIF fund. In the first few years, a Downtown TIF district would likely generate modest revenues (total revenue would not exceed \$40,000 until year 4). However, as improvement projects are implemented that increase the value of properties and amount of taxable floor area, the TIF revenue could eventually generate significant sums that could be channeled back into improvement projects. The Financial Assistance Review projects a funding source for eligible revitalization projects at approximately \$100,000 annually for the life of the TIF. This is significant enough to fund projects, whereas CID funding was found to be lower and tends to carry higher annual administration costs.



Caruthersville DREAM Financial Assistance Review.

- Local Option Economic Development Sales (EDS) Tax**
 An additional sales tax, up to one-half of one percent, may be imposed by cities in the State of Missouri to fund economic development initiatives. This tax may only be imposed after voter approval by referendum. The tax is relevant to downtown revitalization because the statute allows the municipality broad discretion in the use of generated revenues, with some limitations regarding administrative spending and certain other requirements. Establishing this tax can allow for allocating a portion of the revenue to assist in Downtown Caruthersville revitalization efforts and support other economic development projects throughout the City.

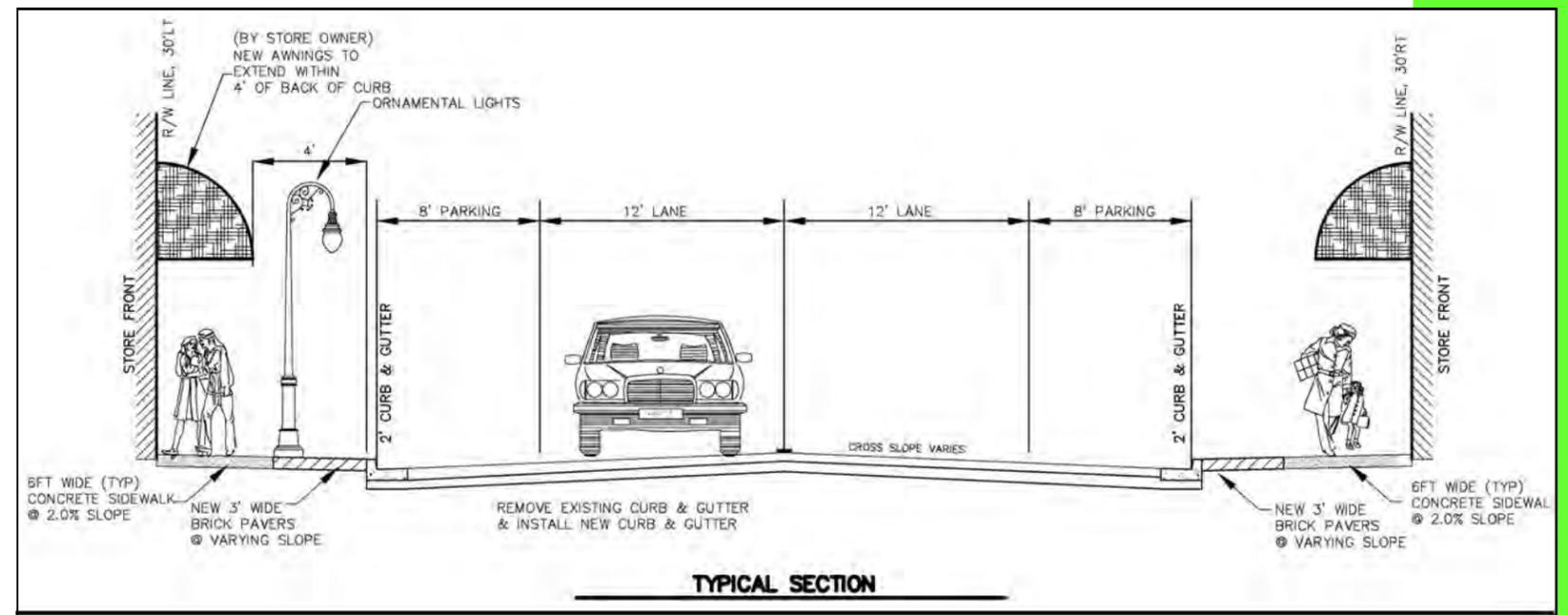
The Financial Assistance Review projects EDS tax revenue for Caruthersville based on the assumption of a one-half of one percent sales tax, and a structure of not more than 25% of the revenues for Administration, at least 60% for Citywide economic development activities, and approximately 15% dedicated to Downtown projects.

In the first year, the EDS is projected to generate approximately \$250,000, with about \$38,000 dedicated for Downtown revitalization activities. This revenue source would also be expected to grow over time to keep pace with inflation. The City could also borrow against this revenue by issuing bonds to incentivize a large project.

Raising the sales tax in the City must be weighed carefully and would require voter approval. It is important to communicate to the voters and Downtown businesses that the benefits of a more vibrant Downtown with greater retail variety and visitor draw will far outweigh any loss of business due to a higher sales tax rate. The EDS is an ideal tool to fund ongoing Downtown revitalization efforts, only if the plans and projects recommended by the Strategic Plan are implemented.

- Community Improvement District (CID)**
 With a CID, the municipality, in cooperation with property owners can establish either an additional sales tax within the District boundary, an additional property tax levy, or some combination of both. The funds may be used in the district for a wide variety of public facilities or improvements, and programs and services such as, business and tourism promotions, refuse collection, and maintenance of public facilities.

The Financial Assistance Review estimates that a one percent CID sales tax for the DREAM Boundary would generate an average of about \$60,000 per year. Although it is anticipated this amount would grow over time with increased retail activity, there is an administration cost with a CID that makes this incentive less attractive initially.



A typical cross section of the existing Caruthersville streetscape that could be expanded with added financial resources.

DESTINATION ASSESSMENT

Downtown Caruthersville is currently a destination for visitors due to the casino facility and various outdoor recreation opportunities. With improvements as discussed throughout the DREAM Initiative, Downtown can increase its ability to draw visitors and strengthen its business community. After addressing the issues regarding organization, building conditions, and residential and retail markets, and securing financial mechanisms for Downtown development, the DCA should turn its attention to the elements that draw and assist Downtown visitors.

With Downtown more ready to receive and serve visitors, attention can be paid to the marketing of Downtown, as discussed in the following section, as well as improvements to wayfinding, Reynold’s Park, and other visitor attractions. A stronger capitalization on the presence of existing visitors and additional events and festivals to draw more visitors will begin the development of a solid tourism industry for Downtown Caruthersville.

Some Destination recommendations, such as marketing, improvements to building conditions, streetscape amenities, added events, and improvements to retail businesses are included in other DREAM Initiative tasks. If appropriate, these elements are expanded upon in this section. Regardless, all DREAM tasks are intended to increase the relevance of Downtown economically, including as a destination for visitors.

Complete information regarding the assessment visit and findings is found in the Caruthersville DREAM *Destination Assessment*, May, 2009. Primary recommendations to enhance Downtown as a destination, include:

- **Improve Signage and Wayfinding**
Overall, Caruthersville, needs to establish a sense of place for itself and Downtown needs to be better defined. A basic functional need for visitors is simple, clear signage to and from Downtown, as well as to attractions within Downtown. Signage also reinforces the Downtown boundary and provides information on other attractions in the City. Thematic elements of a

wayfinding system should reinforce the brand that is chosen by the community.

- **Improve Streetscape and Buildings**
A central issue for Caruthersville, as has been noted earlier in this Strategic Plan, is building conditions. Improvements to the existing streetscape should be a secondary issue that can be addressed simultaneously with wayfinding. These two aspects are absolutely critical for Caruthersville to attract visitors and develop pride in its residents.
- **Establish a Downtown Visitor Center**
The City of Caruthersville has an opportunity to establish a Visitor Center in the recently rehabilitated Exchange Building at 3rd and Ward Streets. Such a facility can serve as a starting point for visitors and will connect with the primary commercial corridor, scenic river views, and casino area.
- **Strengthen the Link Between Ward Avenue and the Casino Area**
Building upon the visitor center recommendation, the DCA and City should work to provide activities and improve the pedestrian appeal; particularly along 3rd Street and the river walk trail near the flood wall. Property along the north side of 3rd Street is primarily vacant, and should be assembled for redevelopment. Property on the south side of 3rd Street primarily consists of single family residential, in which the City could encourage Bed and Breakfast lodging to address the issue of improving Downtown lodging options.



Caruthersville is located east of Interstate 55 in the Missouri bootheel.



3rd Street approach to casino in Downtown Caruthersville.

- **Expand Reynolds Park**

Reynolds Park provides residents and visitors access to the Mississippi River and a beautiful natural setting for events. The park includes a walking trail that can be expanded to better connect with Downtown, the casino, nearby General John Riggs Veteran's Park and Memorial, and the proposed visitor center located within the Exchange Building.

Other elements and events in the park should play upon the heritage of the area. Most notably, the Bunge grain elevator is a prominent feature in Downtown, located along the river just north of Reynolds Park. This business has an opportunity to provide educational facilities to the community. Simple displays that show the operations of the elevator and discuss the heritage and importance of agriculture and river commerce should be established. A small scale grain elevator could be located in the park as a play area. The imposing presence of the facility should be embraced by Downtown.

- **Improve Attractions for Outdoor Sportsmen**

The DREAM Retail Market Analysis suggested improvements to Downtown business operations, coordinated hours, and events to be held during specific hunting seasons. These activities, coupled with improved outdoor recreational opportunities in the area, can provide a unique niche for Downtown and the City. Sportsmen tend to spend significant amounts of money on their chosen hobby, and Downtown can capitalize on this market if it can attract more businesses, such as the Grizzly Jig, hotels, and restaurants.



Reynolds Park and Mississippi River access.



Bunge grain elevator in Downtown Caruthersville.

MARKETING

With many of the organizational and physical aspects enhanced, Downtown Caruthersville can begin to fully market itself to potential residents, businesses, and visitors. Downtown marketing efforts are also important to existing residents and businesses and can instill a sense of pride and place in Downtown.

Effective marketing efforts should acknowledge the need to promote Downtown using a coordinated strategy. Marketing may involve a variety of methods such as paid collaborative advertising or business promotions and a variety of media (traditional versus new media such as internet and social networking) to project the desired messages.

Downtown Caruthersville benefits from the casino marketing, but should also launch its own effort. The board of the DCA, at the appropriate time after numerous other Downtown aspects are enhanced, should develop methods to promote Downtown and special events. The marketing component of the DREAM Initiative focuses on five primary objectives:

- **Develop the Caruthersville Brand**
- **Support the Downtown Events Committee**
- **Communicate the Benefits of Incentive Mechanisms**
- **Advertise Downtown to Potential Developers and Retailers**
- **Promote Infrastructure Improvements to the Region**

These objectives were identified after discussions with local leaders, conducting a situational analysis, and an evaluation of the existing Downtown Caruthersville media landscape. Strategies were then identified to attain each objective. All of these strategies are found in the Caruthersville DREAM Marketing Plan, October, 2010. Primary strategies include:

- **Branding**
Using volunteers from the DCA, City, and Chamber, branding can be proposed and tested with local residents and visitors. This group should also review existing marketing messages to develop an advertising slogan and key messages about Downtown. These

messages will be critical for the DCA use in fundraising and in developing community support. The City should also consider adopting a new logo, building upon the existing one, but with professional marketing help. Branding volunteers must be kept engaged and can be used to help develop new events, or adapt existing events, to support the brand.

- **Downtown Events Committee**
The DCA requires strong support to build the organizational capacity needed to implement the concepts in the Strategic Plan. A Downtown Events Committee should be formed once revitalization efforts have begun to make tangible physical changes in Downtown. The DCA and the Events Committee will require enhanced funding, staffing, and equipment to communicate with Downtown interests. These efforts will help establish Downtown as an event venue.

Additionally, the committee will need to expand beyond events to promote Downtown with collaborative advertising campaigns in traditional and new media. Traditional advertising can be expensive, but is necessary for Downtown to be perceived as a single, cohesive business district. New media such as internet websites and social networking can be very cost effective and targeted, but requires dedicated personnel to maintain.

The early efforts of the Downtown Events Committee will provide the groundwork for later marketing, promotion, and event efforts. Without an effective DCA Committee, future marketing efforts are greatly reduced in efficiency.



City of Caruthersville website homepage.

• **Benefits of Incentive Mechanisms**

As the City and DCA determine which incentives to pursue for Downtown revitalization, it will be essential to promote the benefits of these incentives to gain support from existing businesses, political leaders, property owners, and the general public. Specific and targeted outreach visits to key Downtown leaders should be conducted by representatives of the City and DCA. As the incentive support effort grows, the DCA should also seek support from the Chamber to develop and distribute printed materials that present the facts and benefits clearly and concisely.

• **Advertise to Potential Developers and Retailers**

With improved capabilities for Downtown, the City and DCA will need to coordinate efforts to attract new businesses and help existing businesses expand. A critical step for these groups is to gather and maintain development information that will be of interest to the potential businesses.

The Caruthersville DREAM Marketing Plan included a sample presentation designed to help attract retailers to Downtown. The City and DCA should use such a presentation as the basis for their business attraction program. In addition to efforts to attract individual businesses to Downtown, the City should work with surrounding communities to attract a large retailer to the region. A “destination-type” large retailer, such as a *Bass Pro Shop*, can provide a huge draw to the region and challenge Downtown Caruthersville to capitalize on the additional activity. This type of regional coordination can also benefit area events.

Other business strategies include strengthening existing businesses; however initially attracting businesses is more important at this time.

• **Promote Infrastructure Improvements**

As Downtown revitalization evolves, the City and DCA will need to promote successes to keep momentum strong. “No News” is not good news, it is a sign of stagnation. The City can help provide the data regarding public infrastructure projects, while the DCA will promote new and existing businesses. Developers and potential new businesses should be included in the distribution list of these success stories to strengthen the message that the City is a partner in Downtown revitalization.

Caruthersville has a compelling story to tell regarding the 2006 tornado. If a visitor center is established in the Exchange Building, the story can be told as a unifying and inspiring exhibit within the context of the stories regarding Downtown improvements and successes.

Community Surveys Reveal

Survey Respondents Want ...

- A unique Downtown experience.
- A variety of retail and dining options.
- Casino visitors to come to Downtown for the gaming, but stay for the shops.
- More entertainment options for visiting friends and relatives.
- Longer business hours.

Main Requests:

Shopping Options	Dining Options	Entertainment Options
<ul style="list-style-type: none"> • Clothing and Accessory Stores • Shoe Stores • Book Stores 	<ul style="list-style-type: none"> • More Variety • Family and Casual Dining (Breakfast, Coffee Shops, Outdoor Cafés, Riverfront View) • Fine Dining (Steakhouse) • Specialty Food Shops (Wine & Cheese Stores, Ice Cream, Bakery) 	<ul style="list-style-type: none"> • Teen Attraction (Skating Rink) • Bar/Nightclub • Beer Garden • Movie Theatre

Additional attractions in the Downtown area would greatly benefit not only the other businesses in the area, but the visitors and residents of Caruthersville.

Greatest Demand for Goods and Services

Retail Sales Potential		Restaurant Sales Potential	
Bldg. Material and Supplies (\$2.1 million)	Electronics & Appliances (\$1.4 million)	Full-Service (\$3.0 million)	Limited-Service (\$2.1 million)
Groceries (\$1 million)	Clothing, Shoes, and Accessories (\$900,000)	Special Food Services (\$700,000)	
Health & Personal Care (\$900,000)	Furniture (\$600,000)		
Office Supplies, Stationary, & Gifts (\$200,000)	Specialty Foods (\$200,000)		

Slides from sample marketing presentation developer for Downtown Caruthersville.



DREAM Initiative • Downtown Strategic Plan

IMPLEMENTATION

The DREAM Initiative planning process involved a series of analytical and planning activities for Caruthersville that have been outlined in the previous sections of this document. This Downtown Caruthersville Strategic Plan ties together all of the recommendations from the various planning components with a set of key goals that will drive Downtown revitalization.

Included in this section are illustrations of Downtown Caruthersville existing conditions, planning concepts, special projects, development opportunities, and an implementation schedule. These elements will give community leaders a catalog of action items that will comprise the agenda for Downtown over the next several years.

City of Caruthersville



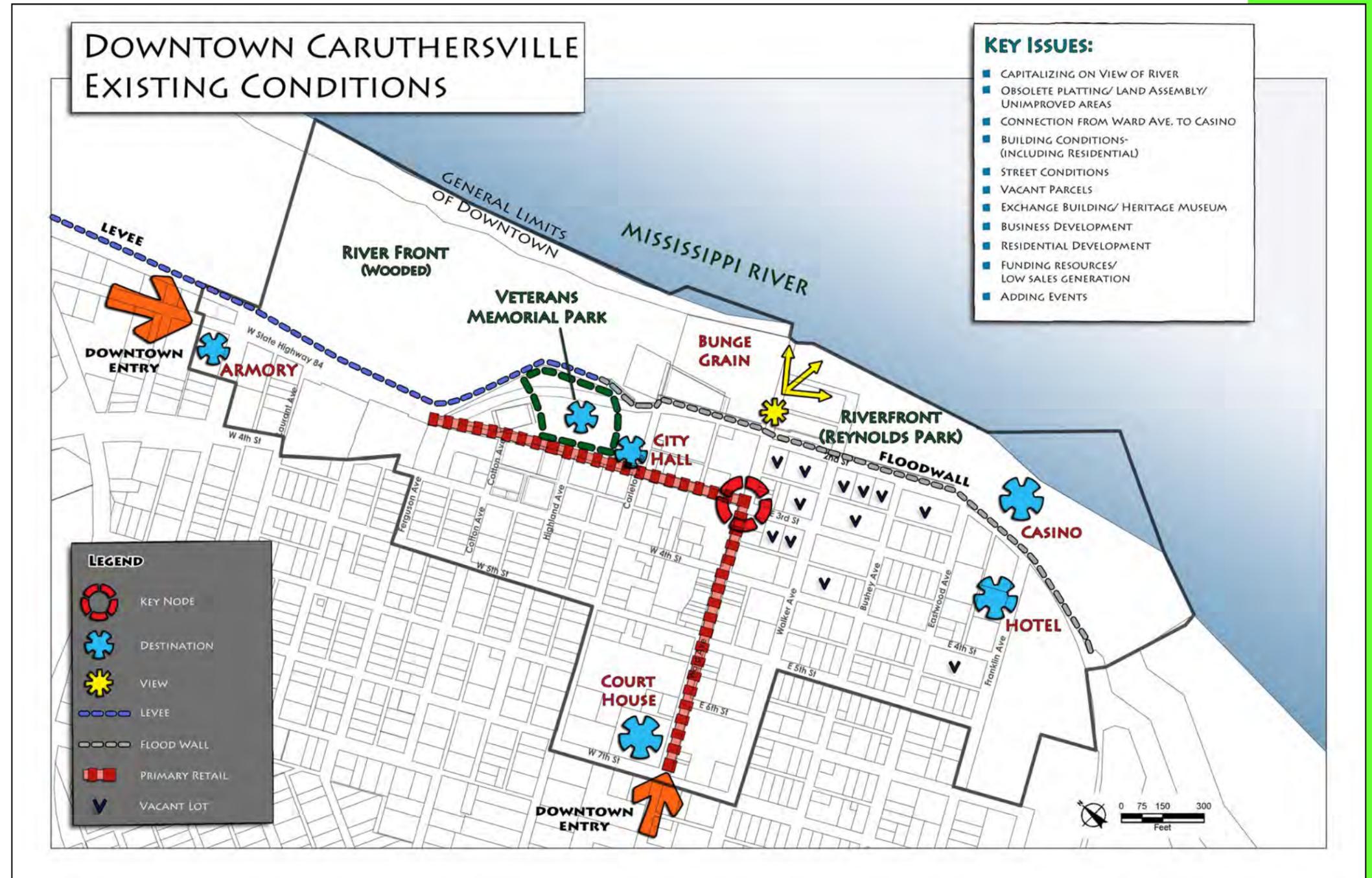
Examples of Downtown Caruthersville conditions.

Existing Conditions:

One of the steps in developing the Strategic Plan was to prepare an Existing Conditions Map that highlights the location of key features, challenges and opportunities in Downtown Caruthersville. Specifically, the map denotes the location of activity centers, destinations, views, key entryways, vacant lots and other important elements. This map offers a consolidated “big picture” view of the planning context for Downtown Caruthersville. It also sets the stage for conceptual planning and special projects.

The Existing Conditions map also lists eleven key issues identified throughout the DREAM process, that relate to Downtown conditions. These issues introduce some general categories into which the DREAM recommendations fall. These include:

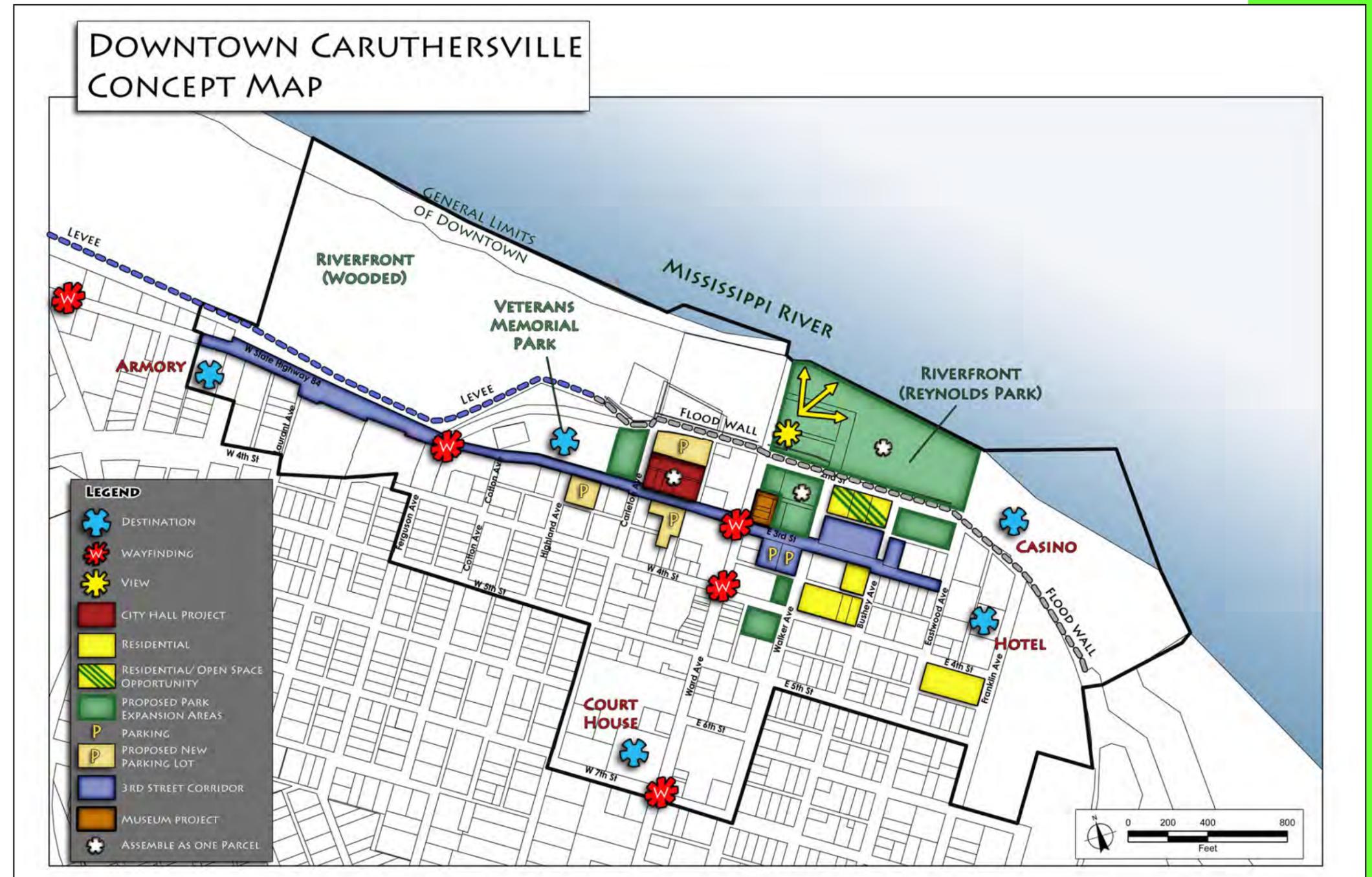
- Energizing Downtown leadership
- Preservation and promotion of natural features
- Land preparation
- Special projects
- Improve control over the physical condition of Downtowns buildings and infrastructure
- Attract businesses
- Market infill opportunities for commercial or residential uses
- Develop funding tools
- Attract more visitors



Concept Plan:

The illustration on this page provides some of the concepts of the Caruthersville Downtown Strategic Plan. The overall view of potential improvements allows for general components to be displayed in context. The individual public aspects of this plan will require additional public engagement, technical services, and funding mechanisms to construct and any commercial or residential elements will likely require feasibility studies to attract adequate private investment. The main concepts include:

- **Wayfinding:**
A clear system is needed to direct visitors and help identify Downtown.
- **Park Expansion and Improvements:**
The City should seek to assemble and control vacant lots. Large vacant parcels should then be fully developed by the City as active parkland, not merely left as open space. Existing parks can be expanded and new ones established.
- **Special Projects:**
 - NW 3rd Street—linear improvements along the base of the levee.
 - New City Hall.
 - Heritage Museum to include the lot area adjacent to the buildings.
 - SE 3rd Street—commercial and residential connection to casino area.
- **Development Opportunities:**
Residential and Commercial styles that are compatible with existing uses and resistant to flooding impacts.
- **Parking Improvements**
Various lots throughout the City should be established as public parking lots with improved surfaces, lighting, and landscaping.



SPECIAL PROJECTS AND DEVELOPMENT OPPORTUNITIES

Special projects are primarily publicly funded and involve a wide range of interested organizations. It is critical that improvements to areas such as the existing streetscape, parking lots, parks, and plazas gain broad support. A sense of pride about Downtown needs to be rebuilt in Caruthersville's businesses and residents. Special projects will be installed by the City, however other groups, including the DCA, can engage volunteers to assist with ongoing maintenance.

Development opportunities represent the vacant buildings and lots to which the City should seek to steer private projects. These projects will redevelop property for new, complementary construction and uses such as commercial and residential.

The projects proposed are located along the 3rd Street Corridor; the primary entryway into Downtown. These include:

- **NW 3rd Street:**

This area is the primary approach to Downtown for visitors and is characterized by a wide, utilitarian vehicular passage, few trees or other landscaping, a jumble of uses on the west side of the highway, and the imposing presence of the levee on the east.

The City should pull the Downtown streetscape improvements out to this area, to include sidewalks, lighting, highway improvements, curbing, and landscaping. The landscaping on the levee side of the highway should be clear of the required United States Army Corp of Engineers Vegetation-Free Zone of 15 feet from the toe of the levee. This area may allow for shrubs, but other vertical streetscape elements, such as decorative lighting, can be installed to improve the area.

Additionally, simple wayfinding signage that assures visitors that they are headed in the right direction to reach Downtown should be included. This signage can also direct visitors to nearby activity centers such as the Armory

- **New City Hall:**

A new City Hall project can be an effective way to instill a sense of pride in the City's residents. The existing building houses the Police Department as well as City offices in a single story structure that is difficult to see and sits on low lying property. The Street Department uses property across the street, behind a few businesses that front on 3rd Street.

The City should seek to assemble property in the area for the construction of a new City Hall. This building can incorporate the Street Department, but will not need to consider the Police as the Department is moving to a new facility elsewhere in town. Ideally the existing building can be removed and the area improved as an extension of General John Riggs Veterans Memorial Park.

This ambitious project should communicate the City's message of commitment that is necessary to catalyze private investment and reinvigorate Downtown in the eye's of Caruthersville's citizens.

- **Heritage Museum and Lot:**

As noted earlier in this Strategic Plan, the City has successfully obtained and renovated the Exchange Building at the corner of 3rd Street and Ward Avenue. The current use of this property is limited to office space, however the City intends to develop a heritage museum in the building.

With control over this property located at the key intersection in Downtown, the City can proceed to improve the building, but should also develop plans for the grounds nearby. This area could house interactive exhibits, picnic shelters, an amphitheater, and other park improvements can easily contribute to the Heritage Museum and provide information about the Caruthersville area with informative plaques on a 24 hour basis.



View looking northwest on 3rd Street.



View looking southeast on 3rd Street.

- **SE 3rd Street:**

This portion of the 3rd Street Corridor will provide an improved connection with the casino area. The City has already installed streetscape improvements in this area. With the exception of some building demolition and property assembly and clean-up, this project will rely heavily on attracting private investment to initiate quality residential and commercial developments.

Development opportunities exist along the NE side of 3rd Street from the Exchange Building to Bushey Avenue. This stretch of property could accommodate multi-story infill buildings constructed at the property line to create a linear activity center as an extension of the main commercial core. Ground floor space should be dedicated to retail use with upper floors as offices or residential uses.

Other residential infill development opportunities include a block on 2nd Street near the floodwall, and two areas along 4th Street. Development in these areas should be high quality, with the property nearest the floodwall to include parking below the structure, thereby lifting the living area of the residence up to reduce the impact of a flood and provide a view of the river.

These proposed residential development concepts are shown in the illustrations at right and on pages 40 and 41.



 Proposed areas for potential residential development.



This available land between 2nd and 3rd Streets and Walker and Bushey Avenues represents a development opportunity.

High quality, multi-family residential development with parking below the housing units.

Single-family residential on larger lots to complement surrounding housing types.

Single-family residential on smaller lots to complement surrounding housing types.



Infill commercial construction fronting on 3rd Street.

With parking below these townhouses, the effect of flooding can be reduced..

Ideally property near the floodwall would remain recreational, the residential uses shown in these illustrations suggest an alternative.



IMPLEMENTATION SCHEDULE

The implementation schedule located on the following pages organizes the projects and programs in categories that relate to the Caruthersville DREAM Initiative tasks.

These include: Organizational Structure, Land Use & Building Survey, Community Surveys, Building and Streetscape Design, Retail Market Analysis, Housing Market Analysis, Financial Assistance, Marketing, Destination Assessment, and Special Projects.

Each recommendation is listed by objective, description, responsible party, support groups, starting timeframe, and tools, techniques, and resources. Each of these aspects is proposed for planning purposes and is considered in the context of their relationship to each other and Downtown Caruthersville's needs. In some cases, a particular recommendation must be completed before another can begin.

Organizational Structure						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
1 Energize Downtown Caruthersville Association (DCA)	The overlapping efforts of all groups with a Downtown interest need to be coordinated by one organization. This group will eventually require a Director and a Board with representation from all the groups. It is important that the DCA gain broad support and becomes known for implementing Downtown plans.	DCA		NOW	Existing members should conduct a retreat or meeting to review the Boards effectiveness, responsibilities, and committees. The DCA should also consider its mission, goals, and bylaws at this meeting, but input from the community is required before the group settles on these elements. It is critical for the DCA to attract new volunteers and cement itself as the champion for Downtown initiatives and programs. As Downtown grows, the DCA will have better support and the ability to obtain funding. At this point, the DCA likely needs paid staff. Board Members of the DCA, must be prepared to work with the community to develop Downtown consensus.	
2 Begin Organizational Consensus Building	Organize meetings with the DCA and include property and business owners, residents, the Chamber of Commerce, and other groups and individuals interested in Downtown. These meetings will deal with the role of the DCA in Downtown.	DCA	City & Chamber	Q3 2011	The DCA can now begin determining viewpoints and Downtown plans that have the widest acceptance and meld these priorities with its mission, committee structure, and bylaws. This consensus building effort should result in goals for Downtown as a whole.	
3 Host Goal-Setting Session for Downtown Caruthersville Association	The DCA leadership will need to develop a Work Plan to align its goals with those of Downtown.	DCA		Q3 2011	The DCA will need to identify methods to provide public outreach and involvement first, and then focus initially on no more than two easily attainable goals for the first year. The DCA needs to show results, and needs to show them fairly quickly to attract new volunteer resources that will enable the group to address longer-term goals.	
4 Form a Land Clearance Redevelopment Authority (LCRA)	The City of Caruthersville should form an LCRA to focus on acquiring flood prone properties within and nearby Downtown.	City		Q1 2012	An LCRA will allow the City to obtain vacant and underutilized property and work to place this property back into productive use. Combined with sound design standards, such as town houses with ground floor parking, on this property, the effects of future floods on new development can be reduced.	
5 Provide Public Outreach required for the City to initiate a Community Improvement District (CID)	A DCA committee is required to promote and pursue incentive districts for the benefit of Downtown programs and projects. This committee may begin as the Board of the DCA and will require adequate City representation. As noted in the Strategic Plan, the first incentive mechanism implemented should be the TIF District. However, a CID provides an organizational layer for Downtown, whereas a TIF does not.	DCA	City	Q4 2014	A CID will provide DCA with an additional funding mechanism to accomplish improvements and programming within the district. This incentive should be pursued after the City has implemented a TIF District or considered the City-wide Local Option Economic Development Sales Tax.	
6 Review Chamber Membership Benefits	The Chamber should work to better communicate its existing membership benefits and expand those benefits. The DCA can provide some input as to what benefits the Chambers Downtown members would like, although this is a city-wide effort.	Chamber	DCA	NOW	Some comments during the community survey portion of the DREAM program indicated a feeling that the Chamber is only a social group with no support for Downtown business development. All aspects of the Chamber should have the members as a focus. Ideally, the Chamber will undergo this task based on the information discovered during Downtown consensus building.	
7 Form Downtown Events Committee	The DCA should form a Downtown Events Committee from its membership along with representatives from the City and Chamber of Commerce. Other potential members might include local press, large employers, and other City civic organizations.	DCA	City & Chamber	Q1 2012	Groups currently holding events in Downtown should be coordinated and assisted by DCA. Promotions should be centered on activity occurring in Downtown, for the good of Downtown. This committee should eventually begin coordinated advertising campaigns for Downtown businesses as a whole, but the initial focus should remain on events to build Downtown visibility.	

Land Use & Building Survey						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
8 Fix anomalies and inaccurate platting.	Some parcels and street rights-of-way exist only in County records, with the streets never constructed or the parcels combined and built upon. These issues represent potential delays to future developers, therefore should be corrected.	County	City	Q2 2012	The City and County have a good working relationship and it is critical that Downtown property is properly platted. Land and improvements do not exist legally until recorded with the County and these records must be accurate.	
9 Improve City Mapping Capabilities	Improve City mapping capabilities and integrate county parcel data, land use, zoning, utilities, infrastructure conditions, and aerial photography.	City		Q2 2012	County tax data and utilities are critical components to maintain. The City needs to invest in these tools to allow the Economic Developer from Pemiscot County Port District to be more effective in attracting businesses.	
10 Maintain Information Regarding Downtown Development Sites and Vacant Buildings	The City Economic Developer should create and maintain an inventory of Downtown properties available for development. This property can be listed with local real-estate agencies as well as national and online databases such as Location One. The DCA should work with the City to maintain the inventory.	City	DCA	Q3 2012	These efforts are an extension of the DREAM information gathered. As the inventories are completed and procedures initiated to maintain the information, they should be available to assist City Departments and the Downtown groups in projects and attracting new businesses as well as assisting developers and private property owners. The inventories should be made available on the proposed Downtown website. This information should mesh with improved City mapping capabilities to develop into a GIS.	

Community Surveys						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
11 Reconvene DREAM Focus Groups	Keep residents and interested individuals involved in Downtown efforts and visioning. Groups should be held on a regular time frame (5 years) to monitor progress of revitalization.	DCA		Q4 2013	Follow format and procedures developed for the DREAM Initiative. An outside, impartial facilitator should be hired to conduct the sessions so that individuals will feel free to speak about any topic.	
12 Conduct Telephone Survey	Consider revising the phone survey questions and conducting another survey in 5 years to monitor changing attitudes of residents.	DCA		Q1 2014	Follow format/procedures developed for the DREAM Initiative and consider bringing in a professional surveying firm. A phone bank may be required to make the calls.	
13 Work with the Casino to Survey Visitors on an ongoing basis	The DREAM visitor survey was conducted primarily at Downtown events in the fall and winter of 2008. The DCA should work with the casino to develop this survey and a method of collecting and tabulating the results.	DCA		NOW	A regular survey instrument at the casino can be shorter than the DREAM survey and will also serve to advertise Downtown a little to casino patrons.	
14 Communicate all survey results to Downtown groups, leaders, and businesses	The DCA will need to interpret survey results and encourage appropriate actions by Downtown.	DCA		Ongoing	The DCA can hold seminars or brainstorming sessions when significant amounts of information become available. It is critical that this information be used.	

Building Design						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
15 Review Existing Maintenance Codes and Inspection Procedures	City officials and staff should lead a review effort, with some DCA assistance, to focus on structural building issues, maintenance, and aesthetics. As issues are identified, the City should adjust inspection policies and procedures as appropriate.	City	DCA	Q4 2011	The DCA should organize monthly walks with City officials to review concerns in Downtown. The City should then develop strategies to deal with common issues and the DCA can help communicate these strategies and encourage property owners to improve their property.	
16 Establish Residential Occupancy Inspections	Inspection procedures should also apply to residential property, particularly rental property. The City should strive to inspect all residential property at occupancy change.	City		Q1 2013	The City will need to explore this initiative and provide detail public outreach so residents understand the necessity of inspections and proper home maintenance. Ensuring sound structures will reduce the effects of future storm and flooding events and helps protect Caruthersville citizens.	
17 Continue Demolition Efforts where Necessary	The City has demolished storm damaged buildings that were beyond repair. This is an important effort and should be continued where appropriate.	City	DCA	NOW	Some properties will never see new reinvestment or rehabilitation and the property is improved by demolition and clearing. The City and DCA should review demolition candidates together.	
18 Maintain City-owned Infrastructure, Property, and Facilities	Some residents commented during the DREAM Focus Group task were in regard to the condition of City-owned property. With added attention to private property, the City will need to make certain it is maintaining the property for which it is responsible. The DCA may be able to help with landscaping areas in the streetscape, but the ultimate responsibility lies with the City.	City	DCA	NOW	Other efforts to lessen the City's maintenance burden can be cultivated. The DCA can organize groups or individual volunteers for "Adopt-A-Spot" or street to provide litter and landscape maintenance. City-wide clean-up days can also help. Other City properties such as parks, City Hall, and maintenance yards must be kept well-organized and clean.	
19 Develop Infill and Rehabilitation Design Standards	The City should adopt design standards for Downtown to reduce the investment risk and costs of incoming investors and to stabilize Downtown property values. The design guidelines will also enhance the aesthetic appearance of Downtown.	City	DCA	Q2 2014	This effort will require significant public outreach. The standards put into place can be enforce in a variety of ways, particularly through the recommended Historic Preservation Commission.	
20 Establish a Historic Preservation Commission	The City and DCA should work to designate a Downtown Historic District and establish a Historic Preservation Commission by City ordinance. This level of protection for the main historic properties is essential to maintain Caruthersville's architectural character.	City	DCA	Q3 2013	This will also require significant public outreach and should be conducted before the design standards are adopted.	
21 Seek Development Financial Mechanisms	It is necessary for the City to develop funding mechanisms to reduce development costs and entice private investment. The City should begin the process to establish a TIF and explore the possibility of a city-wide local option economic development sales tax.	City	DCA	Q1 2013	The DCA can work with the City to promote the benefits of these incentives. More detail on each incentive is discuss in the Financial Mechanisms section.	

Retail Market Analysis						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
22 Add Benches to the Existing Streetscape	The existing streetscape design lacks elements that encourage people to gather. The City should plan for the installation of some benches in their next budget year.	City		Q1 2012	Benches are important for visitors, residents, and employees to be able to enjoy Downtown. They must be properly maintained.	
23 Improve Aesthetics of Existing Parking Lots	As the streetscape is improved, attention will need to turn to parking lots. The themes should be the same and the efforts to improve and maintain should include these lots. An improved parking lot will enhance the visitor image and improve the Downtown worker and living quality of life.	City		Q3 2013	Funding for the public lots can come from the proposed TIF District. The City should also consider requirements for private lot surfaces and structures on parking lots.	
24 Continue to Enhance and Maintain the Downtown Environment Aesthetically	The City should initiate public improvements to develop new parks and plazas to help encourage Downtown pedestrian activity, in addition to benches and parking lot improvements.	City		Ongoing	Issues with vandalism and loitering are police enforcement issues and should be dealt with firmly. Public improvements must always be maintained or the message that is sent to pedestrians and visitors is one of neglect.	
25 Develop Outreach Programs to Encourage Downtown Building Rehabilitations	The DCA and Chamber can initiate efforts to introduce new funding sources and design guidelines to Downtown property owners. Sessions can also be held to introduce knowledgeable rehabilitation contractors to owners. The DCA can also provide recognition for outstanding building rehabilitations.	DCA	Chamber	Q2 2013 after TIF	These programs will be essential to help Downtown property owners participate in incentives and understand City actions such as inspections, code changes, procedures, and design standards. The DCA will be the promotions arm of the City for these efforts.	
26 Encourage Development of Vacant Lots	A concerted effort to assemble vacant lots in Downtown for larger developers will provide a catalyst for Downtown revitalization. The City Economic Development Department and DCA should work to provide the information required and market Downtown Caruthersville's unique, "blank slate", opportunities.	City	DCA	Q2 2012 after LCRA	By assembling, properly platting, and perhaps owning significant acreage, the City has the ability to provide a significant incentive to potential investors and can insist on high-quality developments.	
27 Improve the Business Mix	A retail attraction effort, launched by the City's Economic Developer with support from the DCA, is needed to help fill existing vacancies. Additionally the City should review zoning classifications to ensure that prime ground floor spaces are reserved for retail uses.	City	DCA	Q4 2011	Focus should be on attracting retail uses that demonstrate unmet retail demand, building pedestrian loops connecting anchor businesses, and in strengthening the pedestrian linkage to the casino/hotel area. Areas of unmet demand include: Restaurants; Bldg. Materials / Lawn & Garden Supplies; Electronics & Appliances; Grocery & Specialty Foods; Clothing, Jewelry, Luggage, and Leather; Health & Personal Care; Furniture & Home Furnishings, and Office Supplies, Stationary, & Gifts.	
28 Strengthen Existing Businesses	After Downtown business density begins to increase, the DCA can develop more activities designed to enhance the customer service of existing Downtown businesses and help them create more sales. The Chamber may assist, but the emphasis should be on Downtown stores.	DCA	Chamber	After new businesses begin moving in	The main focus of the business effort should remain on attracting businesses until there is a significant amount of activity occurring. The DCA can then begin holding seminars, providing window displays, encouraging later hours, and other initiatives designed to increase business.	
29 Hold More Special Events in Downtown	The DCA, through the newly formed Events Committee, should work to improve existing, and establish more Downtown events. Surveys have demonstrated that most people come to Downtown Caruthersville for special events. Other groups can help and should certainly provide support, but these are Downtown events for the benefit of the DCA, Downtown overall, and its businesses.	DCA	City and Chamber	Q2 2012	Potential event themes should capitalize on visiting sportsmen and could change depending on the hunting season. Summer events should be oriented more for the residents and Fall events oriented toward visiting hunters and fishermen. A sporting goods expo can appeal to everyone. Caruthersville should also focus on expanding events that have the potential to be signature events. The large professional BBQ festival "Meat on the Mississippi" is an example of such an event and should be promoted as heavily as possible.	
30 Improve Downtown Lodging	Although Downtown does have a hotel by the casino, the hotel quality can be improved by attracting a national flag or ensuring the hotel operators adhere to City codes. Other lodging, such as Bed & Breakfasts and a new hotel included in a large mixed-use development, should also be pursued.	City	Pemiscot Port District	Q4 2011	This is an effort that the City can begin soon. By working to attract quality options and local B&B operators. The Port District and large area employers will have a vested interest in improving lodging options. The City should work with them to develop a network, identify potential expansions, and help locate new lodging developments in, or very near, Downtown.	

Residential Market Analysis						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
31 Review City Zoning and Building Codes	Zoning and building codes should be reviewed to ensure there are no barriers to residential production in the Downtown Area.	City		Q4 2011	Review for ease of existing buildings rehabilitation as opposed to new construction and aesthetic requirements, not just life safety issues.	
32 Plan for a Multifunctional Downtown	Downtown Caruthersville has some upper floor space that can be used as housing. Property owners should be encouraged with incentives to develop high-quality units to command market rate rents.	City		Q4 2011	The City should include this effort in future planning. There are not many multi-story buildings, but the property owners of those that do exist should be encouraged to make productive use of the upper floors.	
33 Encourage Existing Homeowners to Better Maintain Their Property	The DCA can work to provide seminars, educational opportunities, and contractor networking for existing residents.	DCA		Q2 2012	These types of programs help instill a sense of pride in local residents, while improving building conditions.	
34 Encourage Home Ownership	The City and DCA should work to obtain grants that encourage home ownership.	City	DCA	Q2 2012	The City should apply for the grants and the DCA should encourage local resident participation and help obtain local matching funds. Home ownership tends to lead to better maintained property.	
35 Encourage Development of New Residential Property	The DREAM residential demand analysis indicated unmet demand for affordable senior and family housing over the next 5 years at 45 units. The City should seek to develop these units.	City		Q2 2012 after LCRA	By assembling, properly platting, and perhaps owning significant acreage, the City has the ability to provide a significant incentive to potential investors and can insist on high-quality developments.	
36 Continue to Develop Amenities that will Improve Downtown Housing Demand	The City and DCA need to remain vigilant to improve Downtown living conditions.	City & DCA		Ongoing	With these groups working together to improve building and infrastructure conditions, add businesses and events, and capitalize on existing visitors, Downtown will become a vibrant area in which people will want to live.	

Financial Assistance						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
37 Establish a Tax Increment Financing (TIF) District	The City should examine the possibility of creating a TIF District in Downtown as a means of supporting/promoting redevelopment efforts. Revenues generated could be used for variety of purposes including public infrastructure improvements, acquisition of property, etc..	City	DCA	Q1 2013	A TIF can be implemented to further provide nearly \$1,000,000 in Downtown improvements. These funding mechanisms must show the benefit to the additional taxes. The DCA will help show these benefits.	
38 Establish a Local Option Economic Development Sales (EDS) Tax	The City can establish an EDS of up to one-half of one percent to assist in Economic Development city-wide and dedicate a portion specifically to Downtown Economic Development.	City	DCA	Q1 2013	EDS could generate \$250,000 city-wide, with 15% dedicated to Downtown projects. The DCA will be used to demonstrate there is no lack of business from an additional sales tax and that the benefits far outweigh any perceived drawbacks.	
39 Establish a Community Improvement District (CID)	As noted in Organizational Structure, a Community Improvement District will provide the DCA with sustainable funding for improvements and programming. The City will initiate this incentive and pass the appropriate ordinances, but the DCA will be instrumental in providing the needed public outreach.	City	DCA	Q1 2015	CID can capture funding from property and sales taxes for a wide variety of Downtown services that DCA can provide. A one percent sales tax could generate over \$500,000 in funding before the Downtown retail density begins to build. The effort will need to be led by the City and have strong community support. Proper outreach to communicate the benefits of the CID plan is critical.	
40 Enhance the Downtown Façade Rehabilitation Effort	The existing revolving loan fund requires additional support, funding, and marketing to be successful. The City can help with the administration of the fund, but the DCA should be heavily involved in promoting its use and telling its success stories.	City	DCA	Q4 2011	Properties receiving this funding beyond the removal of awning and cladding should adhere to the design guidelines. Additional funding can be provided for donors and grants and should be constantly sought after by the DCA.	
41 Consider all Potential Funding Sources	Adequate funding is a constant issue for Downtown revitalization. Through proper focus by all involved groups, a variety of sources should be identified and pursued.	DCA	City	Ongoing	Establish DCA as contact with funding agencies and keep informed and trained in grant writing. Downtown needs a champion to work with the City to find project and program funding. The City and Chamber need to understand that Downtown requires a focus just as any large mall or group of businesses.	

Marketing						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
42 Develop the Caruthersville Brand	The DCA Events Committee should begin meeting with City and Chamber representatives to develop a brand that capitalizes on Downtowns strengths. It is important to keep the volunteers that work on this effort engaged to spread the branding effort throughout Downtown.	DCA	City and Chamber	Q3 2015	Slogans, key messages, and a logo. Ongoing market research, encouragement, business support and additional, or expanded, brand supporting events. This effort should occur after several other initiatives, so that Downtown is "ready" to receive and serve visitors.	
43 Enhance the Downtown Events Committee	The DCA Events Committee will require more support as its responsibilities grow. Eventual funding for staffing, improved communication with key stakeholders, outreach activities, and collaborative advertising will be critical.	DCA	City and Chamber	Q1 2015	After the City has begun to attract more Downtown businesses, the DCA should work to market Downtown as a whole. Businesses should participate and will benefit from overall heightened visibility. As this campaign builds and the DCA is better able to gain advertisers and donors, funding a staff position will become more of a possibility.	
44 Launch Social Media and Website	The DCA will also need to become knowledgeable regarding social media and develop a dynamic website for Downtown.	DCA		Q3 2012	This effort should begin as soon as possible. Website and social media is an inexpensive and effective way of marketing and Downtown Caruthersville's internet presence can be raised considerably and immediately.	
45 Develop a Business Attraction Presentation	The City, along with help from the DCA, should develop and increase business attraction efforts.	City	DCA	NOW	As noted in the Retail Market Analysis, it is vital that Downtown Caruthersville begin attracting businesses. New businesses will provide much needed revenue and volunteers. The City has to take the lead through it's Economic Developer, the the DCA can help generate leads and develop a retail attraction presentation for wider distribution.	
46 Create a Regional Coalition to Attract a Large Retailer to the Area	The DCA and Chamber should seek to build this coalition and attract the attention of a large retailer that will draw people to the area.	Chamber	DCA	Q1 2015	Such a large project can have a great impact on the region. It may take some time to attract the retailer, but a strong regional group can also accomplish larger events and heightened visibility for the Missouri Bootheel.	
47 Promote Infrastructure Improvements to the Region	As improvements occur, particularly the special projects, the DCA should communicate with local residents and reinforce the groups role as the Downtown champion.	DCA		As successes occur	Successes, even small one, need to be promoted. Residents need to know that Downtown is improving and the DCA is causing it. Potential visitors and businesses also need this information, so the website and social networking should also be used.	

Destination Assessment						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
48 Add a Downtown Wayfinding System to the Existing Streetscape	Downtown Caruthersville will greatly benefit from a wayfinding system that includes signage directing visitors from Interstate 55 to Downtown. The City needs to include these elements in the existing streetscape, as well as City-wide.	City	DCA	Q3 2013	This is an ideal first project for the TIF District.	
49 Add Visitor Center to Downtown	The City should consider locating a central point in Downtown, near City Hall and adequate parking, along the 3rd Street Corridor. DCA volunteers should be used to help staff such a facility.	City	DCA	Q3 2013	A possible centralized location could be the recently rehabilitated Exchange Building, particularly if it is established as a Heritage Museum. This location will help tie Ward Avenue to the casino area and can be a incentive project.	
50 Develop a Better Link Between the Casino and Ward Avenue	The Casino and the nearby hotel and RV campground is an important attraction for Downtown. A stronger link that encourages visitors to walk into Downtown is needed. The City can work to establish improved sidewalks and trails and remove dilapidated structures. The City should also work with the DCA to land new infill developmets.	City	DCA	Q2 2014	DCA provides support by marketing Downtown businesses to casino visitors. The improvements proposed to the 3rd Street corridor under special projects will establish this link and is eligible as an incetnive project.	
51 Expand Reynolds Park	The City should work to expand Reynolds Park to include the open property on the other side of the flood wall. This will also help to establish a better link with the casino.	City		Q3 2013	Again, a potential incentive mechanism project. Improvements should include active recretaion oportunities that will set against the backdrop of the Mississippi River.	
52 Provide Public Restrooms	If the visitor center is established in the heritage museum, public restrooms should be included.	City		Q3 2013	These can be available only during large events if the center cannot be staffed more fully.	
Special Projects						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
53 Northwest 3rd Street	This project extends the existing streetscape into an area characterized by open space, vehicular traffic, and the overwhelming presence of the levee. The City should use TIF or CID funding to design elements that lessen the visual impact of the levee and invite visitors into Downtown. Additionally, the City should review the zoning that has allowed the jumble of uses in low-quality buildings in this stretch.	City		Q4 2013	This project should include highway improvements, curbing, sidewalks, wayfinding, lighting, and whatever landscaping will be allowed in the 15' no vegetation area of the levee. This area also includes the Armory Community Center and Restored Historic Water Tower.	
54 Heritage Museum and Lot	The City has already aquired and rehabilitated the Exchange Building and can now set out to aquire the parcels that comprise the surrounding lot with TIF funding.	City		Q1 2014	Improvements should include interactive exhibits and an inviting public parking area. The River Heritage Museum can house the visitor center as noted earlier and the surrounding property should provide places to picnic and an event area for festivals.	
55 Southeast 3rd Street	This area represents available property for redevelopment. The City should seek to assemble this propoerty to attract a developer that will consider a large, mixed-use development.	City		Q4 2011	Property assembly may need to wait until there are TIF revenues being generated, but the City's Economic Developer is promoting the property at present. The ground floor of the development fronting along 3rd Street should be reserved for commercial uses, however residential or recreational uses can be developed near the flood wall on 2nd Street.	
56 City Hall	This is an aggressive project that the City should consider. A new City Hall, constructed with ground level parking to mitigate future flood damage, can be a symbol of pride for residents.	City		Q4 2016	The City should assemble property and relocate City Hall and the nearby storage yards. The existing City Hall could be removed to expand Veteran's Memorial park and provide an improved parking surface for City Hall patrons. This project, with the existing streetscape, helps tie together Downtown with the casino.	



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