

DOWNTOWN
REVITALIZATION &
ECONOMIC
ASSISTANCE FOR
MISSOURI

APRIL 2012

ORGANIZATIONAL STRUCTURE REVIEW

EVALUATION
FINDINGS AND
PRELIMINARY
RECOMMENDATIONS

Macon, Missouri



ACKNOWLEDGMENTS



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SECTION I

INTRODUCTION AND EXECUTIVE SUMMARY

A. INTRODUCTION

All cities are unique in terms of their physical assets, community resources, history, and sense of place. Many cities, however, have shared one characteristic over the last fifty years; the decline of downtown. The steady decline of downtowns and central business districts is problematic for economic developers, governments, and citizens from small rural communities to large metropolitan regions alike. The consequence of a declining downtown has a negative effect on the remainder of the city and region. A community's overall health is greatly influenced by the viability of its downtown. From a societal standpoint, downtown embodies the heritage of the community and affords it a sense of identity. A Downtown Revitalization Program encourages a dynamic downtown which features unique retail opportunities, tourist attractions, employment possibilities, and recreational outlets to residents and visitors. Downtown revitalization can benefit cities by improving their economic base, fiscal condition, and well being of residents. And, equally important, the reemergence of downtown as a diverse and enjoyable place to be will help create a positive and lasting image of the entire community.

Downtown revitalization is a community process that requires local champions and promoters who are willing to invest time and effort to support the established program. A Downtown Revitalization Program requires concerted planning and strategic implementation by many organizations, including a City government dedicated to downtown improvements and active downtown organizations with broad community support. The Downtown Revitalization Program involves coordinating a complex but interrelated series of events, relying heavily upon cooperation of various community groups.

Successful revitalization will depend on a variety of components including:

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

To ultimately achieve the goal of a successfully revitalized downtown, it is important to assess the existing downtown organization, revitalization efforts, the downtown business community, and the community at-large. Upon review, it may be determined that the existing organizational structure is quite sufficient to continue the revitalization effort, that the organization will benefit from some minor or limited adjustments, or that some significant changes are required.

During the evaluation of an existing organization or committee recommendations detail whether or not that organization can effectively complete downtown revitalization responsibilities. A critical review is conducted with recommendations falling into three categories:

- Encouraging the sustainability of existing organizations effectively carrying out the Downtown Revitalization Program
- Revamping an existing organization to achieve the revitalization objectives
- Establishing new organizations (sometimes replacing an ineffective existing organization) to complete the Downtown Revitalization Program

The preferred action is to encourage and sustain an organization that is effectively meeting, or can achieve with additional resources, the Downtown Revitalization Program objectives. Organizational change may be necessary to match the evolving roles and responsibilities of an existing group to revitalization activities in downtown. In these cases, organizational change is recommended to build organizational capacity. The capacity of an organization includes its financial resources, personnel, volunteers, mission, and Board leadership. An organization's capacity is strengthened by a clearly defined mission and strategic plan to guide its effective use of limited resources.

Frequently, setting up new organizations and committees is a better option than revamping an ineffective, existing organization. A new group can undertake new responsibilities and accomplish new objectives that cannot be accomplished by an existing group. The community can set up a new board with broad based support, a clearly defined and independent mission, new goals, and an infusion of fresh spirit. A new organization can combine all the principles and functions of a successful revitalization group into a single working unit. However, setting up a new organization requires additional resources and must be done carefully or it may only be seen as an extension of previous failed efforts or ineffective organizations.

In all cases, a formal communication procedure is vital between existing and future organizations. It may seem adequate that "the same 10 people see each other every day", but failure to talk about important matters and no record of decisions or agreements can lead to resentment and finger pointing. Existing groups are in an ideal situation to build and maintain regular communication avenues such as address and email lists. These methods of communication should be assessed for their effectiveness and remain open.

In Macon, downtown revitalization has the advantage of building upon previous successes, particularly through Mainstreet Macon Downtown Association (MMDA). Additionally, the City of Macon (City), Macon Area Chamber of Commerce (Chamber), Macon County Economic Development (MCED), and various other groups are integral players in Downtown. This document provides an overview of Downtown Macon and an examination of the roles and relationships of these groups. Comparisons are made between the existing structure and the "Elements of Successful Organizations" to provide a series of recommendations that will enhance the organizational structure and effectively lead the resurgence of Downtown Macon.

B. EXECUTIVE SUMMARY

Recommendations in this report represent steps to achieve an Organizational Structure to attain sustainability and lead Downtown Macon revitalization efforts well into the future. These recommendations can be implemented in part, or in whole, and there may certainly be other possible scenarios that the City of Macon leadership feels are more fitting to its unique circumstances. This report simply represents the most effective solution in PGAV's opinion at the time of evaluation. The principal recommendations for achieving better sustainability of the involved organizations and spurring Downtown revitalization include:

- **Continue to promote and strengthen Mainstreet Macon Downtown Association as the Lead Organization in Downtown Macon's revitalization**

The MMDA should continue to provide leadership and assistance in consolidating the efforts of supporting organizations and groups to lead all Downtown revitalization pursuits. The task of improving and maintaining Downtown Macon will require a major commitment from the entire community. As various planning studies and planning documents are developed during the DREAM process, it will become apparent that considerable work is required for Downtown success. To be effective, the MMDA will require support from the City, Chamber, MCED, and various other groups to help facilitate the revitalization goals for Downtown.

- **Formation of a Downtown Macon Community Improvement District (DMCID)**

A Community Improvement District, or CID, can be used very effectively for a broad range of development and organizational activities that benefit Downtown. The DMCID would be created as a political subdivision where revenues would be generated through an additional sales or property tax. The DREAM Financial Assistance Evaluation will provide specific revenue estimates for recommended improvement districts like a CID. Any effort to establish a CID must include an adequate community outreach campaign where the benefits of the district are shown to outweigh projected costs. The DMCID is proposed to collaborate with the MMDA regarding the expenditure of CID funds.

- **Creation of a Downtown Macon Community Development Corporation (DMCDC)**

The DMCDC will be a multi-bank corporation from which loans and equity can be provided to small businesses or development partners filling a number of roles in the revitalization of Downtown Macon. The DMCDC can assist with the development of housing, commercial real estate, and small businesses. The formation of the DMCDC should be comprised of participating banks and include local businesses that fund the organization through donations, grants, and other forms of investment.

The traditional duties of a CDC could also apply to the Macon County Economic Development (MCED). With the possibility of limited resources, and in lieu of setting up an entirely new organization, MCED can take steps to strengthen its focus and role in the Downtown revitalization process by providing financial assistance specifically for businesses development in Downtown Macon.

Either setting up a new organization or strengthening an existing one, MMDA, the City, and Chamber should begin the task of developing a promotion program to encourage local banks to participate in the process. Promotional materials for spreading information regarding the DMCDC/MCED among local business, perspective businesses and developers should also be produced.

While not impacting the organizational structure directly, there are activities that various groups should undertake to support the Downtown Leadership structure and bolster all the organizations involved. The following are additional recommendations for MMDA, the City of Macon and entire Downtown leadership structure:

- **Work to provide infrastructure improvements, façade enhancements, and public streetscape elements to provide visual connections throughout Downtown**

The MMDA and City leadership have expressed interest in providing substantial infrastructure and visual enhancements in the form of streetscape elements, landscaping, and signage throughout Downtown. This should also include alleyways and connections to parking lots. Improvement of the streetscape elements requires a public education campaign to illustrate the investment is necessary and demonstrate that the City is a good steward of public money. The benefits and successes that occur in Downtown should be promoted openly and directly tied to public infrastructure improvements.

- **Work to provide more park space, greenery, and other public open space opportunities in Downtown**

The location of several vacant lots and lack of any formal public space for special events presents an opportunity in Downtown. The City, Chamber, and MMDA have indicated a desire for better open space and to provide a venue for other public events, including festivals, local artists, and music and movie productions. The completion of such a space can offer a source of community pride and provide a destination within Downtown Macon.

SECTION II

DOWNTOWN MACON OVERVIEW

A. INTRODUCTION

The City of Macon, similar to other communities, is pursuing an enhanced revitalization process for Downtown. As part of the Organizational Structure Review, it is important to look at the overall status of Downtown, including strengths and weaknesses which may help or hinder revitalization. The purpose of this section is to provide an overview of the City of Macon and more specifically Downtown, the planning efforts for revitalization, the existing groups' involvement in Downtown, and a brief summary of achievements to date.

B. CITY OF MACON

The historic City of Macon, founded in 1856, is the largest city in Macon County and is the county seat of government. The town's history dates to 1852 when James T. Haley settled the area. Prior to this, Macon County pioneers began arriving in the early 1820s, coming mostly from Kentucky, North Carolina and Tennessee. They followed an ancient Indian trade route, called the Great Trail. The trail followed the great divide between the Missouri and Mississippi watershed and ran through the site of what was to become Macon County's first county seat, Bloomington, in 1837. A nearby trail, called the Bee Trace, was a popular pioneer's path to search for honey. Later, deposits of coal would bring vital industry to the area.

In 1856 the town was laid out and platted. Both the town and the county were named after Nathaniel Macon, a Revolutionary War veteran from North Carolina. Mr. Macon had served in the House of Representatives from 1791 to 1816. Rapid growth in the area resulted from the development of two railroad lines, the Northwest Railroad and the Hannibal and St. Joseph Railroad, which intersected in Macon. By June 1861, over 7,000 Union troops populated the City of Macon. The decision to move the county seat to Macon in 1863 was both political and of economic necessity. The present Macon County Courthouse, constructed in 1864-65, is one of the few public buildings built in the region during the Civil War.

In 1872, a real estate man named John Beaumont donated 10,000 young maple trees in exchange for a payment of back taxes that he owed in the amount of \$116.00. Those 10,000 trees have grown into more than 275,000 currently, giving Macon the nickname of "The City of Maples".

Today, Macon sits at an important junction of two major highways for Missouri, Highways 63 and 36 (soon to be Interstate 72). Highway 63 is an important north-south artery linking southeast and northeast Missouri and is currently being upgraded to become a four lane thoroughfare. Highway 36 is an east-west connection from Chicago to Kansas City and is in the process of transitioning to interstate status. To illustrate the accessibility Macon offers to northern Missouri, many government agencies, both state and federal, have regional offices there.

Macon also serves as an agricultural center and the home of POET, Missouri's first "New Generation Co-op," a farmer-owned, modern ethanol plant. Additionally, it is home to ConAgra employing over 300 people. Macon is a popular vacation destination for hunters and campers with Thomas Hill Lake and Long Branch State Park in close proximity. This infusion of visitors helps to bring considerable tourist activity to the Macon area.

C. DOWNTOWN MACON

Downtown Macon is the center of local government. The historic Macon County Courthouse and administrative offices are located at 101 E. Washington Street and serves as a major focal point and terminus for drivers and pedestrians looking north along Rollins Street, which serves as the north-south "main street" for Downtown. The Macon City Hall is situated at 106 West Bourke Street, one block west of Rollins Street. The Macon Area Chamber of Commerce is located at 119 N. Rollins and Macon County Economic Development office is at 102 Vine Street. Vine Street can be considered the east-west "main street" and connects Downtown to Highway 63 to the west. The U.S. Post Office, regional public library, various places of worship, a wide variety of small businesses and professional services, and several residential blocks are all located within the DREAM Study Area.

Downtown Macon continues to be an important shopping district for the City with a number of small businesses generating a significant amount of pedestrian and vehicular traffic. However these businesses, as in many cities, compete with other areas of the community including newer retail and service businesses in developments further out on the periphery of the community and closer to the main highways, especially the junction of 63 and 36. While this situation is often seen as a balance and may seem adequate for the City overall, the effect can be extremely detrimental to Downtown. Highways 63 and 36, although nearby, do not go through Downtown and therefore require a slightly indirect route for highway drivers. Most of the commercial buildings in Downtown Macon are multi-story and approximately 75% of the commercial spaces are occupied based on a visual inspection. Some of the upper floor spaces appear to be occupied as well, although many vacant units were observed. Downtown Macon is used primarily by residents, people conducting business, and tourists.

Downtown is located in the central section of the City. The boundaries of the DREAM Study Area are roughly Sheridan Street to the north, Oak Street to the south, Jackson Street to the east, and Duff Street to the west. The Study Area is indicated on the map on the following page:



Map of Macon DREAM Study Area

D. PLANNING EFFORTS

The reorganization of MMDA occurred in 2005 as a result of the City of Macon’s Comprehensive Plan process. The City of Macon approved the Comprehensive Plan in 2006 following an inclusive process with at least six public meetings to discuss various parts of the plan. One key area of the plan was the section on Downtown Macon in which a primary goal focused on a revitalized Downtown: “Revitalize downtown to create a vibrant place with a diversity of businesses and activities.”

The Comprehensive Plan focused on two primary strategies for achieving this goal: 1) improving the infrastructure, buildings, and overall appearance of Downtown, and 2) incorporating a mix of uses, including retail, institutional, residential and recreational into Downtown. The plan also provides a number of specific actions associated with each key strategy.

The MMDA took these strategies and incorporated them into a written Action Plan. The MMDA Action Plan was originally begun in 2006 following completion of the Comprehensive Plan and then updated in 2007. It is designed to be an evolving document to guide the organization’s efforts over time. It is centered on the four subcommittees of the “Main Street” model (Organization, Design & Beautification, Marketing & Promotions, and Economic Restructuring) to identify priorities, develop budgets, and improve communication.

E. ORGANIZATIONS AND ACCOMPLISHMENTS

There are multiple entities advancing the revitalization efforts and promoting the importance of a vibrant Downtown Macon. Each organization or group has its own membership that provides a set of priorities and tasks; however many of the same volunteers are utilized by multiple groups. The variety of groups shows a strong demonstration of community support for the Macon area and a reflection of the strength of Downtown as a community gathering place.

The organizations currently leading this effort are the City of Macon (City), and Mainstreet Macon Downtown Association (MMDA), with assistance from the Macon Area Chamber of Commerce (Chamber) and Macon County Economic Development (MCED).

The City Government is located within Downtown and is the main provider of capital improvements, public space regulation, and policy advancement. Recent accomplishments include receipt of an Enhanced Enterprise Zone designation for an industrial park and speculative building, and a second EEZ for Downtown Macon. This designation enables business and industry to take advantage of a variety of tax credits depending upon their capital investment and number of employees. The City also offers local incentives such as a Revolving Loan Fund which can provide a company up to \$250,000 in financing for up to ten years. The City has a website at <http://cityofmacon-mo.gov/>.

In 2005, Mainstreet Macon Downtown Association (MMDA) formed as a 501c(3) with the primary goals of serving as the central organization for downtown revitalization efforts and creating excitement within and outside of the community. The MMDA is important to the DREAM process in that they provide a singular focus on Downtown Macon, more so than any other group. The MMDA is made up of a nine member Board of Directors and has no paid Executive Director or staff. Paid staff is a requirement for official "Main Street" organization status; however MMDA does have the four subcommittees of the Main Street model. Some key accomplishments by the MMDA include a beautification project with Macon Vocational Technical School and Macon High School in which students and local businesses teamed up to construct street benches, planters, and hanging baskets for Downtown. MMDA also helped design pole banners for Macon's Sesquicentennial in 2006, and began the annual Fork & Cork Festival in 2008 which has grown more successful each year since. MMDA operates a website at www.macon-downtown.com which acts as a database for the festival.

The Chamber serves all of Macon County and recently relocated to Downtown at 119 N. Rollins St. The Chamber helps to promote business in Macon and work with area businesses to foster growth and economic stability of the community. They also work as an information center for visitors, new residents, and new and existing businesses. The Chamber is an active partner with MMDA toward the revitalization of Downtown, and their recent move to Downtown is an indication of that. The Chamber also operates a website at www.maconchamber.com.

Along with the City and Chamber, Macon County has invested in Downtown Macon and owns a fair amount of property, including the Macon County Courthouse which is a prominent feature in the northern part of the DREAM study area. The Courthouse

provides a draw for employees, residents, and associated professional services. Many of these services occupy buildings within walking distance of the courthouse. Institutional and governmental land use can provide stable jobs and involved volunteers, but care must be taken that the Downtown business mix is not heavy on service offices. Often, governmental offices do not attract patrons that create a safe and friendly image for Downtown shoppers. The County provides political support to grant funding and projects and recently passed a Landfill Tipping Fee to be used for economic development purposes. It is also active and supportive of the various groups involved with Downtown Macon as evident through Macon County Economic Development (MCED). MCED is very involved in channeling economic incentive programs to projects throughout Macon County and was instrumental in getting an Enhanced Enterprise Zone designation for Downtown Macon. This group serves as a point of contact for development projects, maintains local partnerships, and advocates on behalf of various development and business issues for the City of Macon and the entire county. Their website is www.maconcounty.org.

A more detailed analysis of the City, MMDA, Chamber, and MCED is provided in Section IV of this report. Additionally, other key groups adding to Downtown Macon revitalization efforts include many service organizations, as well as the City of Maples Repertory Theatre, and the Macon County Historical Society, both of which are described as follows:

- The City of Maples Repertory Theatre (Rep) is a professional repertory group which performs in the historic Royal Theater, located in Downtown Macon. The building was extensively rehabbed to accommodate the seasonal performances and the Rep completed its seventh year in 2010. The group not only attracts patrons to Downtown to see the productions but also requires temporary housing for the actors, which is accommodated by some of the residential upper floor space within Downtown. They operate a website at www.maplesrep.com.
- The Macon County Historical Society (MCHS) was incorporated on May 26, 1937. MCHS was formed to collect, preserve, and arrange historical, religious, scientific, and educational material relative to the beginning, growth, and development of Macon County and to establish a library to make available such information. MCHS is a non-profit organization and in January of 2007, the City of Macon entered into an agreement to provide the Brees Annex Building to the society to become the Macon County Museum. The three story brick building is Romanesque in style, completed in 1900, and was originally part of the Brees Military Academy, located at 1204 S. Missouri Street, to the southeast of Downtown. The building also houses the Genealogy Library which promotes family history research by collecting, preserving, and making available to the public genealogical and historical records of Macon County and the State of Missouri. The society's website is located at www.maconcountyhistoricalsociety.com.

F. ORGANIZATIONAL ASSESSMENT

The DREAM Initiative discussed the function of the existing organizational structure with representatives of the MMDA, Chamber, and MCED within the context of a “Downtown Organizational Assessment Questionnaire.” A copy of the questionnaire is located in **Appendix 1**. Additional input from partner organizations was solicited by PGAV when necessary and numerous other sources of information were used to determine various details about Downtown Macon.

Additionally, the DREAM Initiative reviewed responses given during focus groups conducted as part of the Community & Consumer Survey task item identified for Macon. The Focus Group Survey Report dated November 2009 is a transcript of the comments of participants in the groups of “Downtown Stakeholders,” “Elected Officials,” “Long Time Residents,” and “Newer Residents.” The focus groups were asked a general question about the direction of the revitalization effort in Downtown Macon. Some of the answers received from the various groups are as follows:

Downtown Stakeholders	“We have an active downtown association in the last few years, and there wasn’t one before that, and there’s been renewed interest in purchasing and fixing up the buildings Downtown. The level of interest Downtown is numerous times what it was.”
Elected Officials	“It was sliding, but it’s a lot better now. It had that look that there wasn’t any people in the buildings and there wasn’t much going on, versus now. More businesses are down here, and refurbishing, and little park benches, and some greenery, and involving the school.”
Long Time Residents	“You go three blocks from Downtown, and our streets improve greatly. You see these streets . . . there’s no reason. Our council isn’t focused in that direction, and I think they need to revitalize the way they do things.”
Newer Residents	<p>“Positive direction, without a doubt.”</p> <p>“There’s been an intentional effort from the businesses to move back Downtown. J.P.’s is an example.”</p> <p>“They’ve really started to restore the buildings to their original appearance.”</p>

The existing organizational structure for Downtown has responded to many opportunities, involving multiple groups and some sustainability of long-term planning. While most of these groups have a focus on the larger City of Macon and/or Macon County, the MMDA provides a singular responsibility to Downtown and helps to offer some ongoing programming and organization. At the same time it seems that the Downtown revitalization effort faces some challenges, including limited resources, conflicting priorities, and the need for better communication, education, and defining the Downtown image. Often, these issues can make it difficult to address the needs of an emerging Downtown revitalization and it appears that there are some roles and responsibilities that are not being fulfilled. To be discussed in **Section V**, there is a definite need to create sustainable funding mechanisms specific to Downtown while maintaining a proper relationship with the organizations already accepted by the community. Additionally, any recommendations for existing organizations need to be sensitive to the fact that they have other parts of the community or other members to serve. Responsibilities will also need to be shifted to the appropriate groups and priorities may need to be realigned.

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SECTION III

ELEMENTS OF SUCCESSFUL ORGANIZATIONS AND REVITALIZATION EFFORTS

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

A. Leadership

Invariably leadership is included as one of the most important components of every successful downtown organization. Leaders have a vested interest and are the champions and defenders of downtown. They must be able to build grassroots community support and form effective public/private partnerships. Leaders are charged with informing and educating the public, as well as bringing focus and vision to the organization and Downtown Revitalization Program. Enthusiastic Leadership for the Downtown Revitalization Program must also allow for transitioning from individual to individual so momentum can be sustained.

B. Management Characteristics

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

C. Board Attributes

Boards and committees should be made up of leaders with a unified enthusiasm for the revitalization of downtown. However, this does not suggest the board should be made up of all similar-minded people. It is important that the board represent diverse points of view from the community. It is also important that the board not be seen as the elite members who stand to benefit from the revitalization. The board should encourage discussions and debate differences to strengthen the ultimate decision and resulting outcomes.

Additionally, the board should develop goals and clearly identify those responsible for completing them. While there are no set guidelines for the size and make-up of boards, it is recommended that they be limited in size to 7-9 members. However, given the unique characteristics of each community, under certain circumstances, larger boards can be effective. Potential members should be recruited from, but are not necessarily limited to: local banks; chambers of commerce; City government; downtown businesses; downtown stakeholders; downtown residents; and historic societies and preservation organizations. Board members for all of the downtown organizations should have a similar make-up in order to ensure continuity in leadership and decision-making across the different organizations.

D. Forming Partnerships

Nearly all successful Downtown Revitalization Programs typically include 3-5 separate organizations that have different purposes and provide diverse services. It is not as important which organizations handle which services, but that the services are delivered effectively. However, certain types of organizations are structured or chartered to deliver various types of services or perform certain functions more effectively than others. Healthy partnerships are crucial to starting the revitalization process and building the critical mass needed to spur the cycle of sustainable development.

E. Community Involvement

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

F. Organization Funding

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

G. Organizational Strategic Planning

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

H. Project Planning and Facilitation

The organization in charge of downtown revitalization spearheads the many various improvement projects. Successful organizations keep a keen eye on progress by utilizing resources and overcoming obstacles in facilitating the completion of Revitalization Program goals and objectives. Project oversight will be a large component of all downtown revitalization organizations.

I. Business Retention, Expansion and Attraction

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

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

J. Residential Development and Neighborhood Revitalization

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

K. Downtown Advocacy

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

L. Real Estate Development Body

Successful Revitalization Programs include a real estate development body that encourages private investment in real estate. There are many ways to aid real estate development including: land assembly; preparing property for development; financial assistance; and tax incentives. Many successful Revitalization Programs create a development firm to develop initial projects that market/consumer research shows have potential demand, but at higher than acceptable market risk. Through these initial projects, the organization demonstrates to the development community and investors that downtown development is feasible and profitable.

M. Downtown Marketing

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

N. Special Events Planning

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

O. Retail and Event Promotions

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

P. Safety, Security and Beautification

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

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

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SECTION IV

EXISTING ORGANIZATIONS AND REVITALIZATION EFFORTS

A prerequisite of DREAM Program selection requires that a city demonstrate broad community-wide support for the revitalization of Downtown. As stated in **Section II**, Macon's residents, businesses and political leaders speak of the importance of a vibrant Downtown and their interest in Downtown Revitalization. The Downtown Revitalization that has occurred to date is primarily due to the organizations of the City of Macon (City), Mainstreet Macon Downtown Association (MMDA), and the Macon Area Chamber of Commerce, with assistance from Macon County Economic Development. The existing Downtown Organizational Structure is depicted in **Appendix 2** and illustrates the relationship of various organizations impacting the Downtown Revitalization Program. The following is a description of those existing organizations and their role in supporting the Downtown Revitalization Program.

A. City of Macon (City)

The City has an important role to play in all aspects of Downtown revitalization, but particularly: infrastructure upgrades; public space enhancement; building code, nuisance, and law enforcement; solving zoning conflicts; and providing financial assistance. Established in 1856, Macon is a third-class city, with a city administrator form of government. The City Council is made up of eight council members representing four wards of the city, and the mayor is elected at-large.

The City of Macon provides basic police, fire, street maintenance, sewer, animal control, building inspection, and planning and zoning services within the city limits. In addition, the City owns the utilities of sewer, water, and electric. City Hall is located within the DREAM study area at 106 W. Bourke Street.

The City has worked to improve the economic and physical conditions of Downtown and create opportunities for revitalization, and historically provided a policy framework in regard to grant funding, the DREAM application, and securing Enhanced Enterprise Zone status. Elected leaders and City staff have encouraged and supported multiple organizations through the use of partnerships and are seeking ways to assist in funding these groups and other significant projects.

While these are positive steps in the revitalization of Downtown Macon, the City is in need of major infrastructure improvements and streetscape enhancements throughout Downtown. Also the City has not placed in service a dedicated tax revenue mechanism for continuous reinvestment in Downtown. The City must balance community-wide needs with those of the Downtown. In the past, the City has not used incentives such as TIF, CID, TDD, and CDA (commercial development agreements) in other parts of the community either.

B. Mainstreet Macon Downtown Association (MMDA)

MMDA is the designated leader and champion for the Downtown Revitalization program in Macon. The group was incorporated as a 501c(3) non-profit organization in 2006. Their mission is to promote the economic health and development of Downtown. The organization does not own a physical location, maintaining only a Post Office Box for mailing purposes. They meet monthly in the office of Macon County Economic Development, located on Vine Street in Downtown. There are no staff members or paid employees at the current time, however MMDA utilizes a large number of volunteers as needed. A diverse Board of Directors is responsible for governing and managing the organization. The nine Board members work with a limited budget (\$15,279 in 2009) funded by voluntary donations and special events.

MMDA utilizes the Main Street Four-Point Approach to carry out revitalization of Downtown. The Four-Point Approach is a comprehensive strategy tailored to meet local needs and opportunities in four distinct areas: Design, Economic Restructuring, Promotion, and Organization. MMDA has a working committee established in each of these four areas.

MMDA sponsors several events throughout the year designed to assist in fundraising as well as bring a significant number of people Downtown. The largest is the "Fork & Cork Festival" held annually around August or September. In addition to these events, the organization's achievements include installation of benches, planting trees and flowers, and hanging baskets for aesthetic improvement. MMDA volunteers work diligently year-round to provide and maintain these plantings. MMDA also assisted the city in getting the second Enhanced Enterprise Zone designation for the Downtown district and works with the City, Chamber, and MCED to recruit new businesses to Downtown.

C. Macon Area Chamber of Commerce (Chamber)

Serving all of Macon County, the Chamber is located in Downtown at 119 North Rollins Street, just one block east of City Hall. The Chamber is an independent membership funded organization whose programs involve small business assistance, regional marketing, business advocacy, economic development, tourism attraction, and event planning and promotion. The Chamber works to improve the growth, diversity, and health of the business community, encourage residents to shop locally, and support efforts to recruit new businesses to Macon County. The Chamber also supports MMDA by sponsoring special events and producing marketing materials about Downtown Macon.

The Chamber is governed by a 10-person board of directors with an executive director hired to perform all daily operations. The office provides its visitors with many items such as area maps, information on lodging, restaurants, recreation, local entertainment and community events. The Chamber also sends packets of information to prospective residents and businesses to inform them of the opportunities awaiting them in Macon. The Board periodically reviews its goals and holds an annual banquet where the contributions of members are recognized. The staff consists of an Executive Director and 2 other full time employees, along with various numbers of volunteers based on events and needs. The largest portion of funding for the Chamber comes from membership dues, fundraising events, and contributions.

The Chamber shows a commitment to Downtown through its support of MMDA leadership. Although this support is vital and plays an important role in Downtown's revitalization, the Chamber's duty as the broader community representative also requires a wider mission that may impede the specific expertise and capacity necessary for the unique issues faced in Downtown.

D. Macon County Economic Development (MCED)

The MCED is an independent, not for profit, professional economic development organization established by Macon County with a mission to promote the prosperity, economic betterment and general welfare of Macon County. The organization is located in Downtown Macon at 102 Vine Street (where MMDA also meets) and the staff consists of an Executive Director and Administrative Assistant. The 10-member Board of Directors meets on the third Tuesday of each month. MCED specializes in commercial/industrial business, although it can provide resources, direction and contact information for private and small business development as well. MCED serves as a resource center for businesses and industries in the area and assists them to take advantage of municipal, county, state and federal economic programs. It also works to recruit new and expanding industry to Macon and Macon County, develop cooperative efforts with local financial resources, and enhance workforce development and training. The organization is utilized as the economic development arm for the county, city, MMDA, and chamber.

MCED also plays an important role in the revitalization of Downtown; however, it operates as a County-wide entity and this is highlighted by the existence of several Board members who are representatives of other communities. This may have important implications for the Downtown organizational structure, especially concerning economic development and financing roles within the revitalization process.

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SECTION V

RECOMMENDED ORGANIZATIONAL STRUCTURE DEVELOPMENT & ENHANCEMENT

INTRODUCTION

The most critical component of a successful Downtown Revitalization Strategy, which is of particular importance to the DREAM Initiative, is the creation of a sustainable organizational structure with the capacity to implement DREAM recommendations and provide ongoing Downtown Revitalization support. It is important that the community has the necessary components; a proactive business community, grassroots support, and a dedicated local government to create the critical mass needed for a successful Revitalization Program. The City of Macon currently has the essential assets for the creation of an organizational structure to achieve the required benchmarks necessary for success.

The current organizational structure has established a solid foundation for incorporating some of the elements of successful organizations and revitalization efforts described in **Section III**. However, there are a few elements that are not currently being addressed, or have not been historically needed, which may become important features of the Downtown Revitalization Program. The evolving needs of a Downtown Revitalization Program require increased organizational structure capacity to aggressively address these elements in the future. Furthermore, several of the existing organizations could increase their own capacity to support the Downtown Revitalization Program through growth, collaboration, planning and increased financial resources.

Macon's existing Downtown organizational structure has several entities involved in the City's evolving Downtown Revitalization Program. The City, Mainstreet Macon Downtown Association, and the Chamber have taken a number of steps to help Downtown Macon succeed. The DREAM Initiative plan assumes a continued leadership role for MMDA, and it is critical that the MMDA maintain an appropriate focus for Downtown, adequate resources including personnel and funding, and support from civic leaders.

While the existing Organizational Structure clearly illustrates the current relationships of the various Downtown supporting groups; **Appendix 3** depicts the Recommended Organizational Structure and the proposed linkages between existing and new groups. These organizations, specific to Downtown, must be pursued for the success of Downtown Macon revitalization efforts. The organizations should include MMDA leading the effort and providing the Downtown community with advocacy, unification, and leadership, with support of the City, Chamber and MCED. MMDA will be supported by two additional organizations; a Community Improvement District (CID) to bring the necessary services and financial support to Downtown, and a Community Development Corporation (CDC) whose role is to spur Downtown real estate development. In addition to these organizations there will need to be realignment of responsibilities to ensure an orderly effort and not disrupt important existing activities.

The following recommendations are made in two parts. First, recommendations are provided for new organizations to enhance the existing organizational structure capacity. Second, recommendations are provided for existing organizational enhancements, whether specific to an organization or to an element of successful revitalization efforts involving several organizations. Funding necessary to sustain these organizations is addressed in more detail in the Financial Assistance Review component of the DREAM Initiative.

RECOMMENDATIONS FOR NEW ORGANIZATIONS

A. Downtown Macon Community Improvement District (DMCID)

The DMCID will provide an extra level of service to the DREAM Study Area. The DMCID will channel private sector energy towards the solution of public problems. The DMCID will work with MMDA, the City, Chamber, and a Downtown Macon Community Development Corporation (discussed below in section B) to provide increased public financing resources resulting from private investment to meet the comprehensive objectives of the Downtown Revitalization Program. Funds generated by the DMCID should be used to provide district marketing, administrative support, event promotions, infrastructure, Downtown beautification, and most importantly to encourage renovation/redevelopment of buildings where needed.

The DMCID should contract with MMDA to provide administrative and technical services for ongoing administration of the DMCID, in addition to the services discussed earlier.

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

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

The DMCID should designate itself as a public benefit corporation organized according to Ch. 355. The board of directors of a non-profit CID is organized in the same manner as other non-profits, according to Ch. 355. The organization can be funded by a property assessment or by charging fees from tenants, economic development grants, voluntary donations and municipalities may fund through grants or contributions.

As a political subdivision, a CID is organized through a petition which states whether the Board is elected or appointed by the ranking city official. It is recommended that the Board consist of seven (7) to nine (9) members. A CID may be funded by levying a tax on property, charging a fee for a business license, or charging an additional sales tax.

A CID that is created as a political subdivision can finance the costs of a project through the imposition of:

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

A CID may finance the costs of a project through the imposition of fees, rents and charges for district property or services or grants, gifts and donations. It may also issue bonds, notes and other obligations and may secure any of such obligations by mortgage, pledge assignment or deed of trust of any or all of the property and income of the district. However, the bonds or other obligations of a CID that is created as a non-profit corporation will not be tax-exempt.

B. Downtown Macon Community Development Corporation (DMCDC)

The DMCDC shall be a Downtown based non-profit or for-profit corporation formed to conduct public benefit projects and other redevelopment activities. The ultimate decision of whether to form as a non-profit or for-profit CDC lies with those partners forming the entity and the specific duties assigned the organization. The DMCDC fulfills the traditional role of commercial and residential development activities within Downtown Macon. The existence of the MCED will support the DMCDC and provide effective models from which it can draw experience and board members. Funding for the DMCDC can be through donations, grants, and investment from members. The board should be made up of representatives from the primary bank members, MMDA, DMCID, the City, and the Chamber. If a non-profit is desirable the DMCDC is organized in the same manner as other non-profits, pursuant to Ch. 355 statutes. And, again, as with a CID, the DMCDC Board should consist of no more than seven (7) to nine (9) members.

The formation of a separate Downtown-focused CDC may prove a difficult task due to a finite amount of resources in Macon. In this case the other option is to charge the MCED with the role of a CDC in the revitalization of Downtown Macon. This includes: economic, housing, and commercial real estate development, particularly small business growth. While these efforts continue for the benefit of the greater Macon area and Macon County, a special emphasis is needed on conducting public benefit projects and other redevelopment activities for Downtown. This can be accomplished through direct collaboration with MMDA, the creation of a Downtown subcommittee and inclusion of a Downtown emphasis in the corporation's mission statement. Membership of the organization shall continue to be made up of participating banks but also include other businesses. With a multi-bank CDC loans and equity can be provided to small businesses or development partners. In order to strengthen its Downtown focus, the board should also include representatives from the MMDA and DMCID, as well as the City and the Chamber. The CDC will need to operate transparently and formally. A budget must be made available and funding plans for a three year period are important to attract investors. With greater investment and focus, the CDC can begin to affect development changes Downtown.

C. Downtown Macon Redevelopment Corporation (DMRC)

If necessary, the Downtown Macon Redevelopment Corporation could be formed at a future date as a private activity is attracted. The Redevelopment Corporation will be a tool for stimulating construction of new housing and commercial development. If a Chapter 353 Redevelopment Area is established, the DMRC would be able to take advantage of unique financial tools as well as be a leader in property acquisition. The DMRC should work closely with the DMCDC in spurring real estate development in Downtown. The DMRC should be organized as a for-profit corporation, with limitations on earnings, pursuant to Chapter 353 statutes. Board members for DMRC should be represented by board members of DMCDC, the City, MMDA, and other key stakeholders in Downtown. Through the 353 abatements, problem properties should be able to be assembled and long-term asset growth realized for the corporation as the properties are improved.

D. Macon Arts Council (MAC)

The encouragement of an arts and entertainment district in Downtown Macon can provide a unique aspect to a visitor or resident's experience. The City should look to assist in the formation of a city arts council. The Macon Arts Council could look to partner with MMDA and City of Maples Repertory Theatre to develop this concept further. The existence of MAC in Downtown can provide a local organization through which grant programs, offered through the Missouri Arts Council, are managed and offered to local artists or to out-of-town artists to encourage them to perform in or relocate to Macon. The Missouri Arts Council, through its Community Arts Program (CAP), provides funding to local arts councils. To be eligible for CAP funding, an organization must maintain basic eligibility requirements as follows:

- Offer programs in more than one MAC-funded arts discipline and/or offer arts services and foster the long-term cultural development of the community
- Only one organization per community may apply
- Must be a non-profit organization and either an Arts Council or a unit of local government
- Members of governing board must be elected or appointed by others than existing board members

As part of a possible Downtown CID, MAC could also have access to DMCID monies with which to fund activities and add to any grant funds the organization might receive via the Missouri Arts Council.

RECOMMENDATIONS FOR EXISTING ORGANIZATIONAL ENHANCEMENTS

E. Mainsteeet Macon Downtown Association (MMDA)

MMDA provides a singular focus on Downtown Macon and therefore it is imperative that the organization takes necessary steps to strengthen its role as leader of the Downtown Revitalization Program. For MMDA to function more effectively, it requires the hiring of a paid Executive Director to oversee daily operations, funding options, and collaborative efforts. The Director is instrumental in growing respect for MMDA and generating interest in Downtown Macon.

MMDA also requires assistance with identifying and obtaining sustainable funding. The proposed DMCID will provide some financial relief to the MMDA and help to ensure long-term planning efforts. The administration of both the MMDA and DMCID by the Executive Director should emphasize the development and financing of promotions, business attraction and retention, and building rehabilitation. Strengthening the roles of the Main Street subcommittees will be critical toward reaching these goals.

With sustainable funding in place it will be possible for the hiring of additional paid staff to assist the Executive Director in the daily operations of the organization as well as administrative duties and other functions. Additional staff, whether in a full or part-time capacity, will allow the Executive Director to better allocate resources toward the goals and objectives of MMDA. A goal of annual strategic planning should be accomplished and the Executive Director's role in implementing the objectives of such planning will be vital. Any opportunity for additional staffing provides the Executive Director with the ability to enhance Downtown business recruitment and expansion through one-on-one meetings with developers, prospective business owners, and property owners. Increased funding and staffing also allows the Executive Director to take an active and direct role in the ongoing development and execution of Downtown Revitalization efforts while building upon the diverse programs currently offered by other organizations.

F. City of Macon (City)

The City of Macon's involvement in Downtown Revitalization is critical for success. Many Downtown successes to date have occurred due to the City's leadership and financial contribution. Additionally, City involvement demonstrates local government commitment and increases the likelihood of broad citizen and private interest participation. The City should assist in the development of all necessary political subdivisions and districts as well as participate in appropriate boards. However, efforts should be made to avoid politicizing the Revitalization Program.

City services are one of the essential elements for a successful Downtown Revitalization Program. The financial commitment by the City to support capital improvement projects, such as providing major infrastructure and streetscape improvements, needs to exceed the current level of activity where possible. The City should continue to assist with leveraging other resources by providing a local match investment for certain funding programs. This

practice is the most effective means for accomplishing large-scale capital and infrastructure projects.

However, the local resources of the City must be distributed throughout the community and other financial resources should always be considered. The City will continue to play an important role in all aspects of Downtown revitalization and need to take the lead in the tough decisions that lie ahead.

1. It is recommended that the City take a supporting role, in partnership with the MMDA and Chamber, in educating and informing the Downtown community about the benefits of establishing the DMCID.
2. The City will need to provide attention to Downtown code enforcement, design guidelines adherence, cultural opportunities, and preparing wayfinding and signage, not only in the DREAM Study Area, but throughout the City. Building code requirements should be clearly articulated and enforcement should be pursued aggressively and fairly.
3. Serious consideration should be given to the idea of a Downtown Tax Increment Financing District to pay for much needed infrastructure upgrades.
4. The city should also consider becoming a Certified Local Government (CLG) and establishing a historic preservation district to enforce historic design guidelines for Downtown. Such a district will further assist the City in revitalization efforts by ensuring that improvements to the Downtown's buildings are always a step in the right direction. Qualified and knowledgeable appointments to a Macon Historic Preservation Commission will be critical.

G. Macon Area Chamber of Commerce (Chamber)

The Chamber is an important support organization for all groups charged with bettering the entire Macon community and Macon County, and therefore requires a wider mission beyond just Downtown. The Chamber should continue its role as a unifier of community interests and encourage broad organizational support in its efforts to advance the City of Macon, and more specifically, Downtown. The most effective way to accomplish this is to support the MMDA as leader of the Downtown Macon Revitalization Program.

The Chamber will continue to be responsible for advocacy on behalf of Downtown and promotion of its members' interests. In that regard, it will maintain its role as the support organization for the local business community by rallying volunteers, gathering resources, and pressing for progress. However, business development, small-business assistance, entrepreneurial education, and networking opportunities offered by the Chamber will become increasingly important to the success of Downtown's revitalization as business growth occurs. Identifying future opportunities to deliver these resources to Downtown businesses, and to encourage businesses to take advantage of the Chamber's business support services, should be developed within the context of the overall Downtown revitalization effort.

The City of Macon is in the position of having unique assets with which it might attract a number of new and unique visitors to the area, thus contributing to the economic and cultural environment. The Chamber is currently a strong advocate in the promotion of Macon to increase the number of visitors to the area. These efforts should continue and even be strengthened when possible through collaboration with the MMDA. Projects that the Chamber can work collectively on with the MMDA and the City include:

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

H. Macon County Historical Society (MCHS)

Although located just outside of Downtown, MCHS provides a cultural asset and destination for the City of Macon, and by effect, Downtown. MCHS should look for opportunities to collaborate with the Chamber, as well as the City and MMDA, to increase the number of visitors and the historic significance of the City. In addition to visitor attraction, MCHS also offers the opportunity to educate the MMDA and the City on issues of historical importance, such as preservation and historic funding opportunities. The role as a resource provider is vital and should be enhanced as the Downtown Revitalization Program progresses.

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SECTION VI

CONCLUSIONS, IMPLEMENTATION, AND FUTURE WORK

The interaction of the various organizations and the assigned roles and responsibilities of each particular organization will remain dynamic as progress is made. Initial roles and responsibilities will change as goals are met, projects are completed, new issues arise, and organizations accept more responsibility. Preliminary recommendations of the responsibilities and roles of the various downtown organizations and committees are listed in **Appendix 4** and **Appendix 5**.

The success of Downtown Revitalization Programs is realized through unified collaborative action of the organizations toward agreed upon Revitalization Program goals and objectives. The MMDA, as well as the leadership of the boards of directors of individual Downtown organizations, controls in great part the amount of collaboration between them. In order to attain a high level of cooperation and agreement in goals and objectives, the boards should contain the same make-up (i.e. for the most part, the same people should serve on the various boards). Not only does this ensure intra-organizational cooperation it guarantees control of the process among the key stakeholders: City government, Downtown businesses, and Downtown residents. It also makes best use of limited board recruitment resources. Board make-up should include a majority of private or Downtown interests with public entity participation making up the minority. This helps to make certain that a Downtown focus will be kept, and that the private sector is driving the effort.

The next step towards implementation of the Revitalization Program begins with incorporating the recommendations of this report into the MMDA and promoting that organization heavily as the leader of the Downtown Revitalization Program. The Chamber should assist with the continuing development of the supporting organizations and committees. Additionally, the board of the MMDA should be the foundation for the remaining boards of the new establishments. A sample job description for the Executive Director position leading MMDA can be found in the **Appendix 6**.

The following recommendations outline the first steps to establishing an effective Downtown organizational structure in Macon:

- #1 Strengthen the MMDA, with continuing support from the City and Chamber, as the leader of the Downtown Revitalization Program and incorporate recommendations of this report.
- #2 The MMDA, City, and Chamber begin the task of developing outreach plans for the Downtown Macon Community Improvement District (DMCID).
- #3 The MMDA, City, and Chamber begin the task of developing outreach plans for the Downtown Macon Community Development Corporation (DMCDC), or assisting MCEC in assuming a CDC role and larger Downtown focus.

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

The additional work of goal development, bylaw creation or adjustment, and mission and vision development can be very exciting and should not get politicized or hijacked for the grandstanding of any individual organization or project. A new Community Improvement District and Community Development Corporation will each need strong leadership to ensure this doesn't occur. Assistance in evaluating these aspects can be found in the **Appendix 7**.

Future DREAM Initiative work will assist in development and improvement of the various funding components, market analysis, and overall strategy development. Formation of these downtown organizations is the first step towards the development of a comprehensive Downtown Revitalization Program.

APPENDIX

Appendix 1

Downtown Organization Assessment Questionnaire

APPENDIX 1
DREAM Macon
Downtown Organizational Assessment Questionnaire

The Downtown Organizational Assessment Questionnaire is part of a process to help the Macon community evaluate existing downtown organizations. The process which is defined as the Organizational Structure Review will give the Macon community an understanding of the various roles and functions of existing organizations and recommendations for potential new organizations.

It is important for the Downtown community to look at its organizations to determine how it might improve some of its functions, just as it is important to gauge the interest of the community in Downtown revitalization. It is beneficial to have many perspectives on how these organizations function.

Please answer all questions which apply to your organization.

Community Characteristics

1. Is there strong private business interest in downtown revitalization?
 - a. If so what businesses?
2. Is there strong private citizen interest in downtown revitalization?
 - a. In the downtown community?
 - b. In the community at-large?
3. Is there a large amount of conflict in the community (downtown and at-large) about downtown revitalization?
4. Was there a Downtown Organization previously that is no longer functioning or no longer exists?
 - a. If so, please explain.

Organization Characteristics

5. Is there an organization that is leading efforts towards downtown revitalization? *If there are multiple organizations LEADING various efforts please complete all questions for each.*
6. Name of organization.
7. What type of organization is it (non-profit, for-profit, chamber of commerce, political subdivision, etc.)?
8. What year was the organization established?

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Downtown Organizational Assessment Questionnaire

9. How many full time employees does it have?
10. How many part time employees does it have?
11. How many volunteers does it have?
12. Where is the organization located?
13. What type of physical facilities does the organization have?
14. Roughly, how many city blocks does the organization cover/represent?
15. Note significant organizational accomplishments.
16. Note significant organizational failures.
17. Note significant organizational challenges.
18. To what extent is the organization involved in providing the following services:
 - a. Capital Improvements (installing pedestrian-scale lighting and street furniture; planting trees and landscaping)
 - b. Consumer Marketing (producing festivals and events; coordinating sales promotions; producing maps, brochures and newsletters)
 - c. Economic Development (offering incentives to new and expanding businesses)
 - d. Maintenance (removing litter and graffiti, cleaning sidewalks, trimming trees, etc...)
 - e. Parking and Transportation (managing public parking lots, signage and bus shelters)
 - f. Policy Advocacy (promoting public policies to the community; lobbying the government on behalf of business interests)
 - g. Public Space Regulation (managing sidewalk vending; controlling vehicle loading, etc...)
 - h. Security (providing supplementary security guards, working with city police department, etc...)
 - i. Social Services (aiding low income, providing job training, supplying youth services, etc...)
 - j. Any other services not mentioned

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Downtown Organizational Assessment Questionnaire

Mission, Purpose, Goals, Vision, Etc.

19. Is there a straightforward and up-to-date written mission statement?
20. Is there a strategic plan being utilized?
21. Are the goals of the organization written, agreed upon, and clear to all?
22. Currently, what are the goals of the organization? Are the goals achievable?
23. Is there a process for setting/renewing goals?
24. Are short term (1 to 3 years) objectives understood and agreed upon by their respective committees/boards?
25. Are long term (3 years+) objectives understood and agreed upon by their respective committees/boards?
26. Are the bylaws current and functional?
27. Does the organization periodically assess its:
 - a. Mission, goals and strategic plan?
 - b. Committee structure and performance?
 - c. Board membership and participation?
 - d. General membership participation?
 - e. Follow through on commitments?
 - f. Budget and goal setting process?
 - g. Role in the community?

Internal Organization Assessment – Committees

28. How many committees are involved in your organization's activities?
29. What type of activities do the committees conduct?
30. Do committees have clear written goals and objectives?
31. How do the committees function?
32. Do the committees have specific roles and responsibilities that all members of the organization understand?

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Downtown Organizational Assessment Questionnaire

33. Is the committee structure and membership make-up reviewed annually for relevancy?

Internal Organization Assessment – Board

34. How many members are on the governing board?

35. Does the organization's board currently have committed and active members?

36. Does the organization's board currently have enough people to carry out its purposes and goals?

37. Do board members have diverse downtown/community interests and perspectives?

38. Do board members have the right mix of skills to lead and direct?

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

40. Do terms of office provide for stable yet renewing leadership?

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

42. Does the organization's board have a drop-out or non-attendance problem?

43. Do board members trust each other?

44. Do board members get along well with each other?

45. Do board members avoid conflicts of interest?

46. Do board members act as a team and work together?

47. Do board members enjoy the organizations meetings and activities?

48. Are board members talents being fully utilized?

49. Are board members individual contributions recognized?

50. Are board members collective efforts acknowledged?

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Downtown Organizational Assessment Questionnaire

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

Internal Organization Assessment – Membership

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

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

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

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

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

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

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

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

60. Are general member's individual and collective contributions recognized?

Leadership Characteristics and Effectiveness

61. Are board decisions usually made by:

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

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Downtown Organizational Assessment Questionnaire

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

APPENDIX 1
DREAM Macon
Downtown Organizational Assessment Questionnaire

79. Has the organization established standards of performance or benchmarks from which to evaluate outcomes? If so, please identify and explain those that apply:

- a. Crime Rates
- b. Taxable retail sales
- c. Number of jobs created
- d. Pedestrian/visitor counts
- e. Lease rates
- f. Customer attitude survey
- g. Occupancy rate
- h. Business license revenue
- i. Population
- j. Change in tax base
- k. Value of real property investment
- l. Population density
- m. Other

Fiscal Resources

80. Approximately what is the organizations annual budget?

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

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

82. What fundraising activities does the organization undertake?

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

APPENDIX 1
DREAM Macon
Downtown Organizational Assessment Questionnaire

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

85. Is the organization driven primarily by its:

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

Community Networking and Coalition Building

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

87. What types of other community groups and governmental units does the organization work with?

- a. Municipality
- b. Community Improvement District
- c. Business Associations
- d. Chamber of Commerce
- e. Economic Development Organization
- f. Visitor or tourism association
- g. Service Club
- h. Environmental Groups
- i. Historic Preservation or Conservation Groups
- j. Historical/Heritage Society
- k. Museum
- l. Churches/Places of faith
- m. Schools/Colleges/Universities
- n. Horticulture Organizations
- o. Arts and Culture Groups
- p. Senior Groups
- q. Youth Centers/Groups

88. Does the organization seek out new relationships and build coalitions of mutual interest?

APPENDIX 1
DREAM Macon
Downtown Organizational Assessment Questionnaire

89. Does the organization have input into public policy?

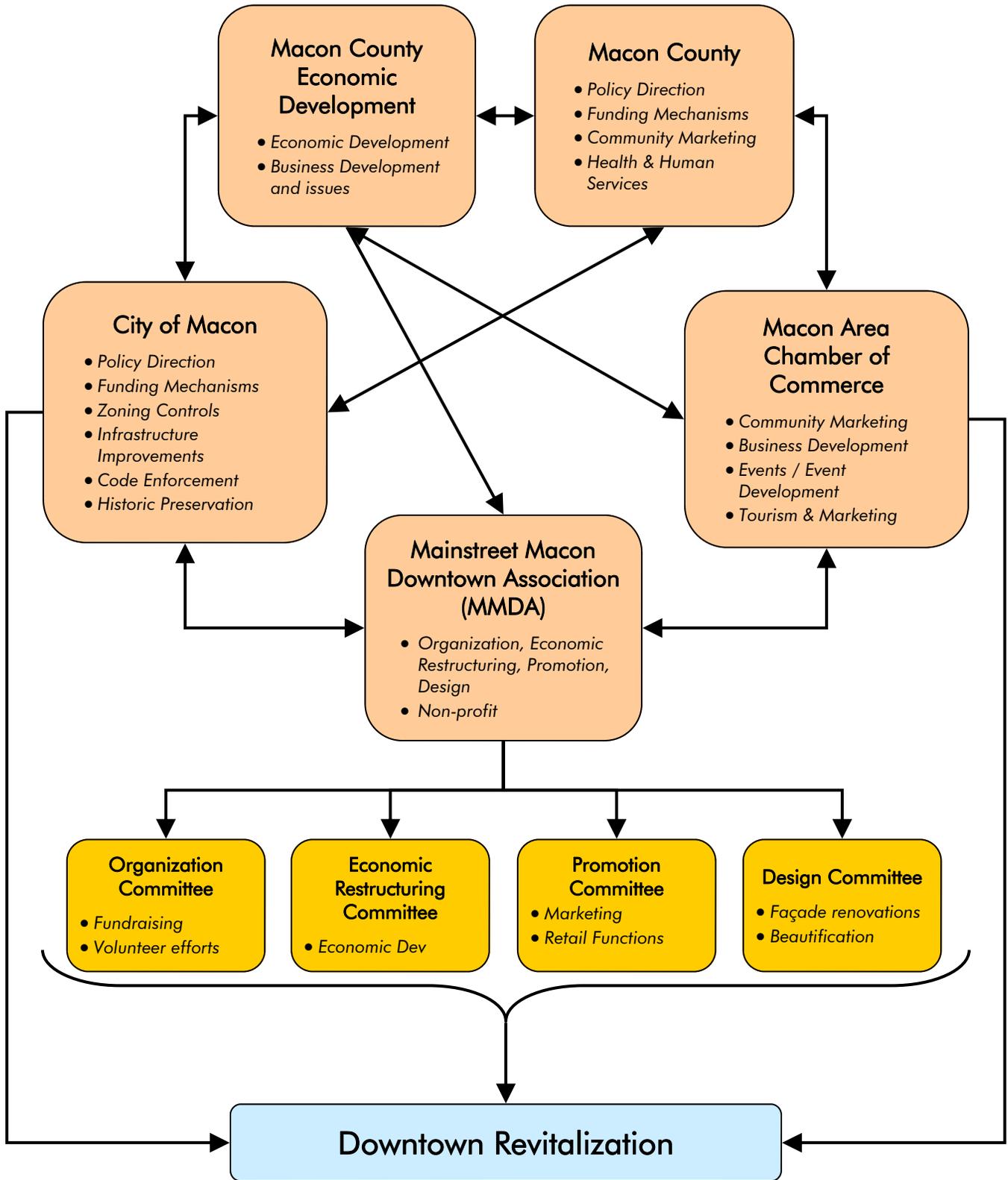
90. Does the organization network at the regional, state, national levels?

Appendix 2

Existing Downtown Organizational Structure

APPENDIX 2

EXISTING DOWNTOWN MACON ORGANIZATIONAL STRUCTURE

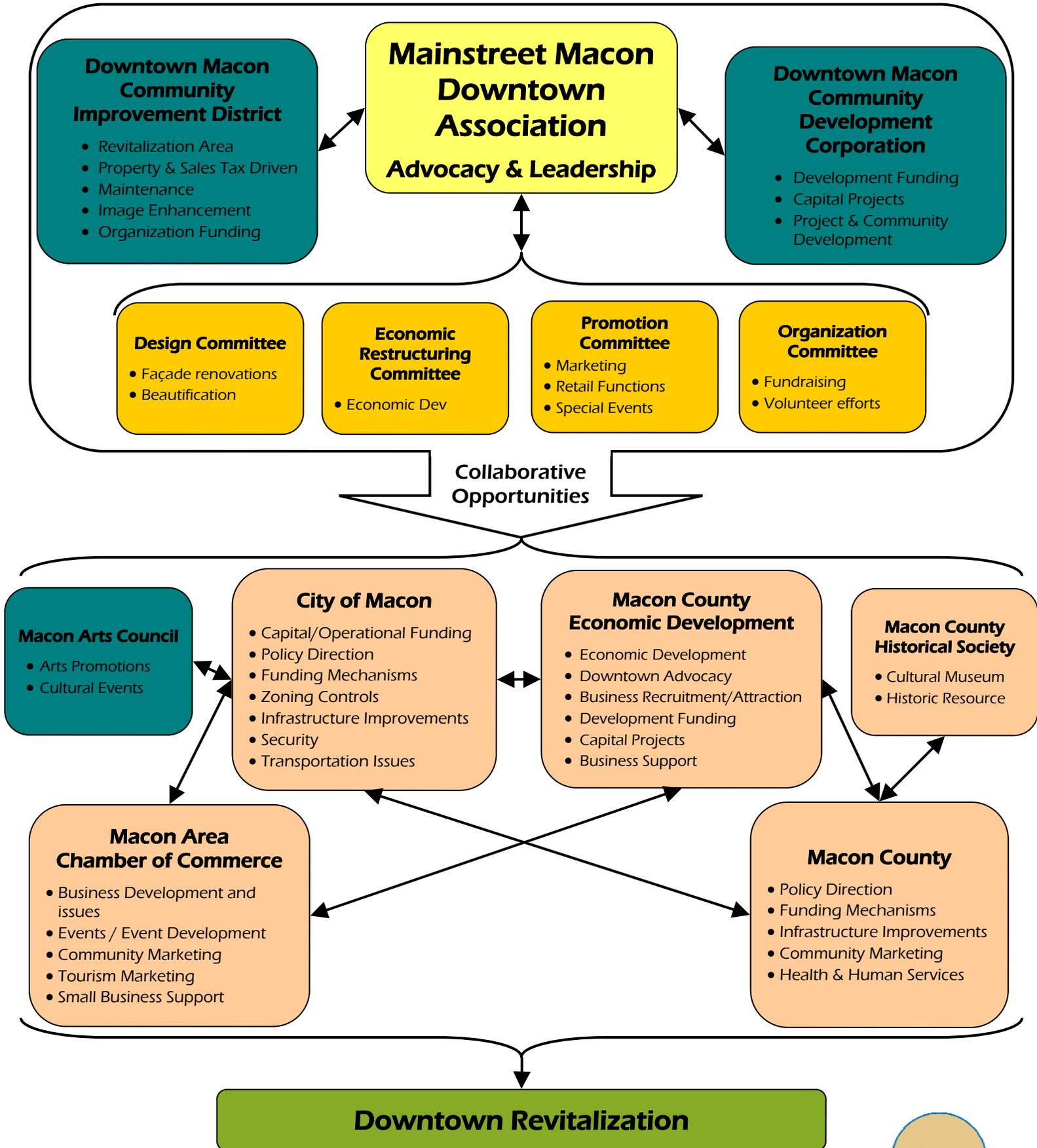


Appendix 3

Recommended Downtown Organizational Structure

APPENDIX 3

RECOMMENDED DOWNTOWN MACON ORGANIZATIONAL STRUCTURE

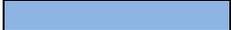


Appendix 4

Downtown Organizations and Responsibilities

Appendix 4 - Downtown Organizations & Responsibilities

Elements of a Successful Organization	Existing Organizations				Recommended Organizations or Changes		
	City of Macon	Macon Area Chamber of Commerce	Macon County Economic Development	Mainstreet Macon Downtown Association	Downtown Macon Community Improvement District	Downtown Macon Community Development Corporation	Downtown Macon Redevelopment Corporation
Leadership	Essential Participant	Essential Participant	Essential Participant	Essential Participant			
Management Characteristics	Essential Participant	Support Participant	Essential Participant	Essential Participant	Support Participant		Support Participant
Board Attributes	Support Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant
Forming Partnerships	Essential Participant	Essential Participant	Essential Participant	Essential Participant			Support Participant
Community Involvement	Essential Participant	Essential Participant	Essential Participant	Essential Participant			Essential Participant
Organization Funding	Essential Participant	Support Participant	Support Participant		Essential Participant	Essential Participant	
Organizational Strategic Planning	Essential Participant	Support Participant	Essential Participant	Essential Participant	Essential Participant		
Project Planning and Facilitation	Essential Participant	Support Participant	Support Participant	Essential Participant		Support Participant	Support Participant
Business Attraction, Retention and Expansion	Essential Participant	Essential Participant	Essential Participant	Support Participant	Support Participant	Essential Participant	Essential Participant
Residential Development and Neighborhood Revitalization	Essential Participant		Support Participant	Support Participant	Support Participant	Essential Participant	Essential Participant
Downtown Advocacy	Essential Participant	Support Participant	Support Participant	Essential Participant	Essential Participant	Essential Participant	Essential Participant
Real Estate Development Body	Support Participant					Essential Participant	Essential Participant
Downtown Marketing	Support Participant	Essential Participant	Support Participant	Essential Participant	Essential Participant	Support Participant	
Special Events Planning	Support Participant	Essential Participant	Support Participant	Essential Participant	Support Participant		
Retail and Event Promotions	Support Participant	Essential Participant	Support Participant	Essential Participant			
Safety, Security, and Beautification	Essential Participant			Support Participant	Support Participant		

 Essential Participant

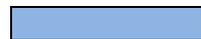
 Support Participant

Appendix 5

Specific Downtown Issues and Responsibilities

Appendix 5 - Specific Downtown Issues & Responsibilities

	Existing Organizations				Recommended Organizations or Changes		
	City of Macon	Macon Area Chamber of Commerce	Macon County Economic Development	Mainstreet Macon Downtown Association	Downtown Macon Community Improvement District	Downtown Macon Community Development Corporation	Downtown Macon Redevelopment Corporation
Building Design Standards							
Building Code Enforcement							
Entryway Design Standards							
Wayfinding Improvements							
Retail Attraction							
Retail Promotions							
Merchant Education							
Commercial Property Acquisitions							
Commercial Property Renovations							
Facade Improvements (Revolving Loan Fund)							
Parking Lot Improvements							
Pedestrian Improvements							
Downtown Branding							
Downtown Event Development							
Tourism Marketing							
Housing Stock Improvements							

 Essential Participant  Support Responsibility

Appendix 6

Sample Job Description

APPENDIX 6

Sample Job Description – Executive Director, MMDA

Position Overview

The Director position requires an energetic, results-oriented professional eager to be the champion of Downtown Macon. The position will assume an increasingly responsible leadership and management role in the downtown organization which will lead the Downtown Revitalization Program. The ideal candidate will have the ability to manage complex projects, resolve issues, and work effectively with volunteers, public entities, private entities and a diverse group of stakeholders.

Primary Duties and Responsibilities

Leadership

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

Downtown Advocate

- Act effectively as a downtown advocate, representing downtown in a variety of situations and addressing needs of constituents
- Facilitate communication and contacts between downtown stakeholders and government officials
- Respond to requests from businesses, citizens and media

Organizational and Project Planning

- Responsible for aligning organizational resources towards achieving Revitalization Program Vision
- Take lead in strategic planning of the downtown organization as well as the overall Downtown Revitalization Program
- Utilize resources and overcome obstacles in facilitating completion of goals and objectives

APPENDIX 6

Sample Job Description – Executive Director, MMDA

Management

- Assume a variety of administrative and operational duties including staff supervision, budget preparation, grant application and administration, developing and implementing work programs, and evaluating and entering into contracts for services
- Attend all board and committee meetings as well as appropriate government meetings

Job Requirements

- Creative, entrepreneurial self-starter, capable of working independently
- Diplomatic, able to work with a variety of people
- Excellent oral and written communication skills
- Five or more years experience in one or more of the following areas: architecture, business administration, downtown management, economic development, finance, historic preservation, planning, public administration, public relations
- Excellent organizational and administrative skills
- Strong computer skills, particularly internet, email, word processing and spreadsheet applications

Appendix 7

Board and Committee Recommendations

APPENDIX 7

Board and Committee Recommendations

BOARD AND COMMITTEE RECOMMENDATIONS

GENERAL OPERATING RECOMMENDATIONS

- **Boards and committees should annually review their mission statement to make sure that it clearly states what their mission is in 25 words or less, is clearly written in easy to understand language, and is something that is easy to articulate.**

Far too often mission statements are written in a clumsy fashion, often in legal language, and are of very little use to the organization. Frequently mission statements are filed away with the bylaws and are seldom used. The purpose of a clearly written, updated mission statement is to be able to have an organization use it in its public relations, in its communication with its board and its committees, and with the public in every way that it can.

- **The board of an organization should also carefully review the existing committee structure and membership to see if all committees are necessary, properly staffed, oriented on group goals, and supplied with the proper organizational resources.**

Any new goals required to attain the mission may mean that new committees need to be established.

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

The board needs to establish both short-term goals (one or two years in length) and long-term goals (three to five years in length or more) for itself. A strategic planning committee should be established with members from the board and/or with each of the organization's committees for the purpose of establishing these sets of goals. Committees should meet to form their own goals so that their actions will complement the Board or other Committee's actions.

A voluntary community organization, board, or committee needs to be able to transfer its goals from board to board, from year to year. There is a tendency to rely on the leadership, enthusiasm, or charisma of a president or chair and achieve only the individual goals set for that year. Then, under a new president, the organization shifts in a different direction.

Leaders have difficulty in mobilizing a community organization around goals articulated by one or some of its members. It is much more effective when a group sits down at least once a year and articulates and votes on their goals together. Group goals can then be carried forward year after year regardless of who the office holders are.

APPENDIX 7

Board and Committee Recommendations

Often the goals of an organization are implied or assumed but are not explicitly written and clear. Goals also need to be written in terms that are clear, measurable, and objective so that it is more readily obvious when and if the goals are being accomplished (Example: To raise \$5,000 for capital improvements within twelve months).

- **Boards and committees need to indeed be functioning, meeting regularly, communicating with other committees and carrying through with goals and objectives.**

When a given committee is working in cooperation with another committee it must be clearly understood by all members and the Board which one of the committees is the lead committee and which one is the support committee. Many organizations get into difficulty because they have not clearly established which of several committees is taking the lead in monitoring the progress on a given organizational goal.

- **Effective leadership does not happen by accident, but must be identified, recruited, and developed.**

Constant communication and involvement with all members will usually offer clues to where the leadership potential lies in an organization. Leadership positions require delicate handling. If the leadership position of a board or committee has a one-year term of office it may result in revolving door leadership. On the other hand long terms with officers staying in the position too long do not allow for the fresh input of new officers.

Usually leaders are of the minority group that does the majority of the work. Leaders need to be challenged, empowered, and recognized constantly. A good leader usually walks a fine line between productivity and 'burnout'.

Leaders must be able to properly deal with power struggles in the open and be effective in getting hidden agendas on the table so that they can be dealt with at the board meetings. A meeting is the proper place for power struggles and hidden agendas to be dealt with rather than either before or after the board meetings are over. A leader can't just run an agenda, but has to be able to make difficult decisions.

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

The board itself should represent diverse points of view from the community and represent diverse geographical representation of the municipality. The board should encourage different points of view in discussion. Without debate decisions may represent superficial agreement rather than having covered the more difficult and underlying issues.

APPENDIX 7

Board and Committee Recommendations

- **Agree to disagree - It is expected that people will have different ideas and conflict with each other from time to time, but it is important that board members basically get along well with each other in spite of their differences.**

It is natural for board or committee members to have different points of view and therefore conflicts, but the organization must make sure that people are not voting on their own self interests, but for the good of the group. Conflicts of interest, whether real or perceived, must be minimized and avoided if possible. The integrity of the voting members of a board or committee is called into question where clearly they would benefit from the vote, but are not being up-front about their stake in the matter. A policy for handling such matters should be developed.

- **Board and committee members must set an example for other members by being active and engaged to drive the organization forward.**

Most volunteer work occurs between the meetings. Members who agree to serve in a leadership capacity have to understand and encourage this behavior.

Agendas and minutes are important communication tools to capture the actions that occur at meetings. It is important that decisions made at meetings are really understood by all of the members and responsibilities are understood for given tasks.

A process should be developed whereby results of activities are reported, whether positive or negative, and the board or committee can then apply further consideration, action, or reassignment of tasks if necessary.

- **It is important that efforts are made to fully utilize both board members' and general membership's talents.**

It is rare that an organization fully capitalizes on the talents of its members. An effective system for recruiting volunteers for specific needs must be developed. Often in volunteer organizations there is a tendency to 'settle' for the warm body that will take on a task, when a volunteer more suited to the task may go overlooked. It can be difficult to express that a volunteer isn't 'right' for a certain job, but sometimes productivity can be added by subtraction. Again, constant communication with members is critical.

APPENDIX 7

Board and Committee Recommendations

- **Respect the volunteers time.**

Due to the nature of a volunteer organization, where people are giving up their time to work on matters of mutual concern, it is important that everyone is able to enjoy the work in which they are involved. Satisfaction of a job well done is often their only paycheck. Acknowledgment for contributions plays an important role in volunteer work, especially in view of the fact that these are principally activities being undertaken by people apart from their paid employment. Those involved in the process are motivated by emotion, passion, financial returns and many other unique and personal reasons. Contributions should be verbally acknowledged during meetings and, from time to time, in the organization's newsletter, press release, or at the annual meeting.

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

Community organizations are dependent on many people acting together to be effective and suffer more difficulties when only a few people are, or are thought to be, responsible for leading the community organization in its efforts to accomplish its mission.