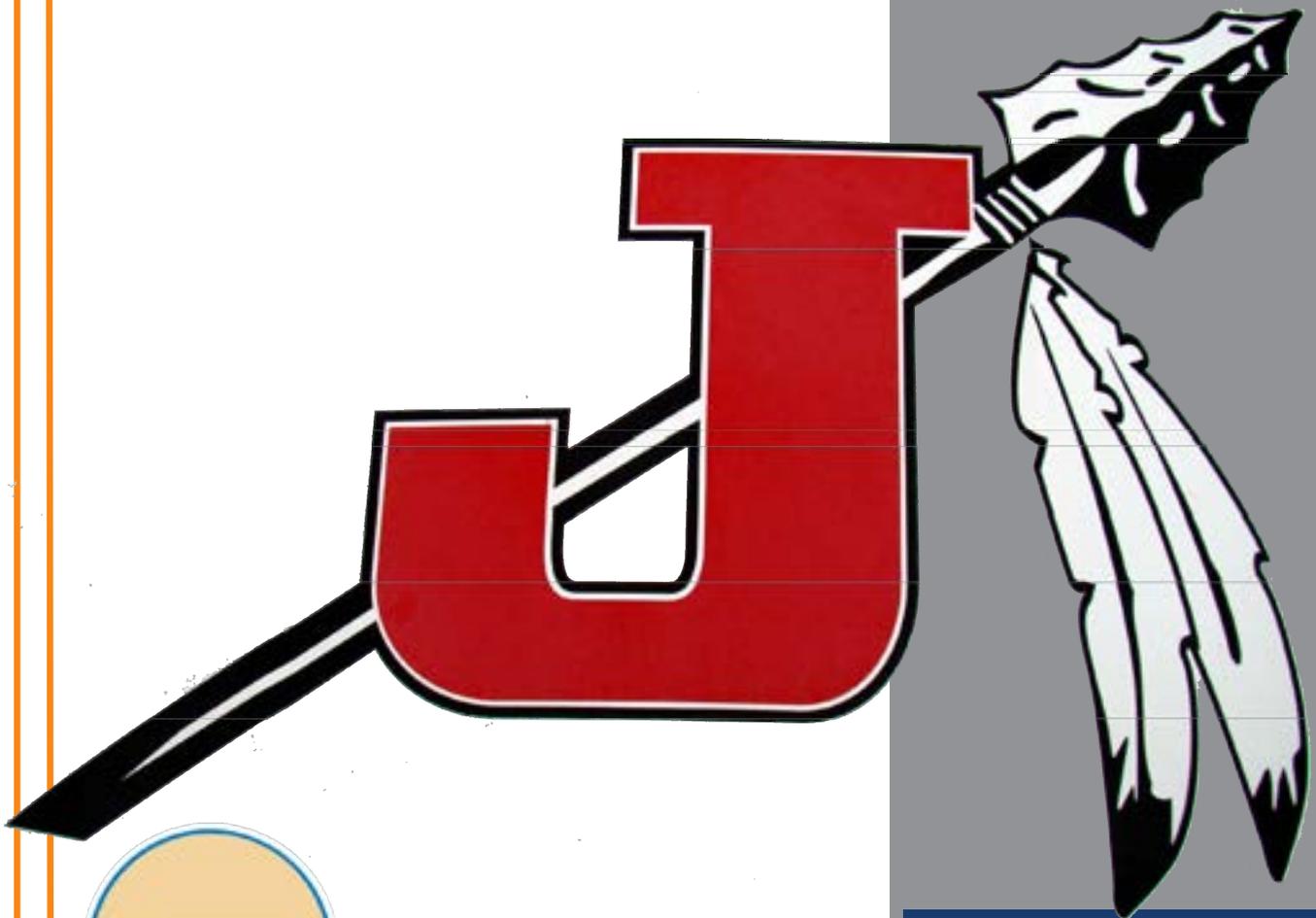


DOWNTOWN
REVITALIZATION &
ECONOMIC
ASSISTANCE FOR
MISSOURI

JULY 2013

ORGANIZATIONAL STRUCTURE REVIEW

EVALUATION
FINDINGS AND
RECOMMENDATIONS



Jackson, Missouri

PGAV PLANNERS

ACKNOWLEDGMENTS



DOWNTOWN REVITALIZATION AND ECONOMIC
ASSISTANCE FOR MISSOURI (DREAM)
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TABLE OF CONTENTS

<u>SECTION</u>	<u>PAGE</u>
I. INTRODUCTION AND EXECUTIVE SUMMARY.....	1
A. Introduction.....	1
B. Executive Summary.....	2
II. OVERVIEW	5
A. Jackson.....	5
B. Uptown Jackson.....	5
III. ELEMENTS OF SUCCESSFUL ORGANIZATIONS AND REVITALIZATION EFFORTS	13
A. Leadership	13
B. Management Characteristics.....	13
C. Board and Committee Attributes	13
D. Ability to Form Partnerships.....	14
E. Level of Community Involvement	14
F. Funding for Organizational Programming	14
G. Organizational Strategic Planning.....	14
H. Project Planning and Facilitation	15
I. Business Retention, Expansion, and Attraction	15
J. Residential Development and Neighborhood Revitalization	15
K. Downtown Advocacy	15
L. Real Estate Development Body.....	16
M. Downtown Marketing	16
N. Special Events Planning	16
O. Retail and Event Promotions.....	16
P. Safety, Security, and Beautification	16
IV. EXISTING PRIMARY ORGANIZATIONS AND REVITALIZATION EFFORTS	17
A. City of Jackson (City)	17
B. Uptown Jackson Revitalization Organization	18

C. Jackson Chamber of Commerce (Chamber) 19

D. Cape Girardeau County (County) 19

V. RECOMMENDED ORGANIZATIONAL STRUCTURE DEVELOPMENT & ENHANCEMENT 21

Recommendations for New Organizations 22

A. Uptown Jackson Community Improvement District (UJCID) 22

B. Uptown Jackson Community Development Corporation (UJCDC) 23

Recommendations for Improving Existing Organizations 23

C. City of Jackson (City) 23

D. Uptown Jackson Revitalization Organization 24

E. Jackson Chamber of Commerce (Chamber) 25

VI. CONCLUSIONS, IMPLEMENTATION, AND FUTURE WORK 27

APPENDIX

- 1 – Uptown Organizational Structure (Before UJRO)
- 2 – Recommended Uptown Organizational Structure
- 3 – Uptown Organizations and Responsibilities
- 4 – Specific Uptown Issues and Responsibilities
- 5 – Sample Job Description
- 6 – Board and Committee Recommendations

SECTION I

INTRODUCTION AND EXECUTIVE SUMMARY

A. INTRODUCTION

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

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

Successful revitalization will depend on a variety of components including:

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

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

Upon analysis, it may be determined that the existing organizational structure is adequate to continue revitalization efforts, the structure will benefit from some adjustments, or

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

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

Jackson's Uptown Revitalization Program will have the advantage of building upon previous successes. The City of Jackson has been very active and visionary in promoting and improving Uptown. Projects such as the High Street streetscape improvements, assisted by the Jackson Uptown Commercial Historic District, demonstrate a great commitment to Uptown. The primary existing organizations involved in Uptown include the City and the Jackson Chamber of Commerce. With the kickoff of the DREAM program, the Uptown Jackson Revitalization Organization is emerging. This review will consider these organizations, their subcommittees, and their local and regional connections and may consider other peripheral organizations.

B. EXECUTIVE SUMMARY

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

- **Solidify the Uptown Jackson Revitalization Organization as the lead revitalization group (for purposes of this report only, the group will be referred to as "UJRO")**

The UJRO should continue to develop into an official non-profit organization with the City and Chamber encouraging added responsibilities. The group should host a meeting with all stakeholders, including Uptown business and property owners, invited. The meeting should focus on the services that the City and Chamber currently provide. The UJRO should review these services and compare them to the desires of the business and property owners. These lists will allow the UJRO to establish goals and assign work to its committees.

- **Identify resource-efficient projects and a procedure to promote successful outcomes as these projects are completed.**

It is important for the UJRO to have some easy, early successes. The group has already started on this by holding some new Uptown events. As resources build, the group will need to take on longer-term initiatives and greater challenges to prove its worth as a champion for Uptown. These larger projects are necessary and will serve to rally Uptown around developing sustainable funding and ongoing programs.

- **Address UJRO and revitalization project funding.**

The UJRO will need to develop and expand its funding. The City has provided matching funds for the DREAM program. However, future funding from the City budget for UJRO is unlikely. The City and Chamber has assisted numerous Uptown projects and events. As the need for larger projects grows, new funding is required for the projects and the UJRO as the lead organization for Uptown. In all cases, the UJRO should seek to leverage locally generated funds to obtain State or Federal grants.

A Community Improvement District (CID) is effective for funding a broad range of development and organizational activities that can benefit Uptown Jackson. The recommended format of a CID is that of a political subdivision funded by additional sales or property taxes. The DREAM Financial Assistance Review will provide specific revenue estimates for a CID based on the DREAM Study Area. Any effort to establish a CID must include adequate community outreach where the benefits of the district area are shown to outweigh any perceived costs. The CID should collaborate with UJRO regarding the expenditure of CID funds. The City will need to play a leadership role in the effort to form the CID. However, the UJRO should provide the necessary public outreach.

The Chamber also has resources to share, but needs to focus on promoting the City as a whole. Over time, the responsibility for marketing Uptown and its businesses should shift from the Chamber to the UJRO. The Chamber and UJRO memberships can mesh nicely for the benefit of members of each group.

Successful revitalization programs all demonstrate a focus on the importance of the core of the city to the rest of the community. This focus must begin with the City Government. Recommendations for the City of Jackson that will help demonstrate its support for Uptown include:

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

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SECTION II OVERVIEW

A. JACKSON

Jackson is located in southeast Missouri approximately 110 miles south of St. Louis along Interstate 55. Jackson is the second most populous city in, and is the County Seat of, Cape Girardeau County, Missouri. E. Main Street and Missouri Highways 61 and 34 connect Jackson to Interstate 55. Highway 72 also intersects south of Uptown and heads to the west and Highway 25 travels south. The City incorporated in 1814 and was the first community to bear the name of President Andrew Jackson. The settlement began on elevated land between Hubble and Goose creeks. Jackson was to serve as the permanent seat of justice for the Cape Girardeau District. In 1818, the community of 300 saw the establishment of a federal land office and the first county courthouse. Growth occurred throughout the 1800's, primarily due to agriculture. By 1884, the population of Jackson had grown to 2,100. The Cape Girardeau County Courthouse, Administrative Offices, Sherriff's Office and Justice Center, and Archive Center, along with City Hall, the U.S. Post Office and numerous other offices and services anchor Uptown Jackson.

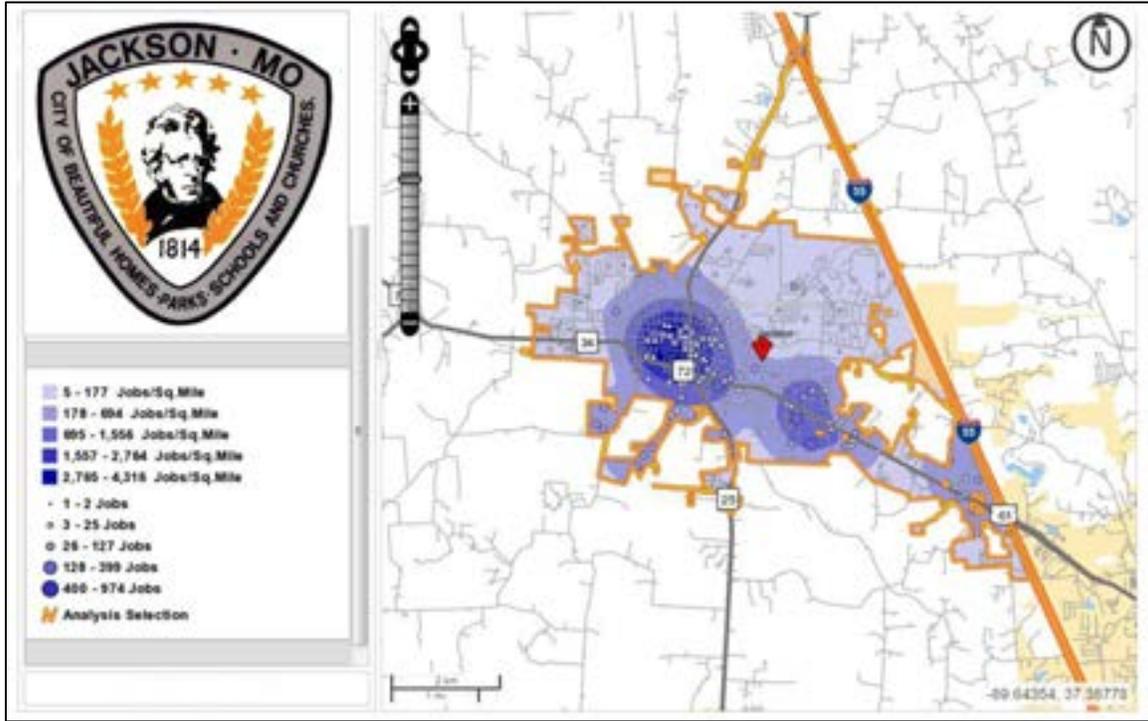
Today the City is home to nearly 14,000 people living in over 5,600 households. The Jackson R-2 schools, Rubbermaid, Penzel Construction, Walmart, American Railcar, and Midwest Sterilization top the list of Jackson's largest employers. Large regional employers include St. Francis Healthcare, Southeast Missouri Hospital, Southeast Missouri State University, and Procter & Gamble Paper Products.

B. UPTOWN JACKSON

Uptown is located in the central west section of the City. The boundaries of the DREAM Study Area are generally Pepper Alley to the north, W. Madison and E. Monroe Streets to the south, S. Georgia Street to the east, and Russell Street to the west. The map at right indicates the DREAM Study Area.



Uptown Jackson has remained the center of local government and is a primary concentration for employment in Jackson as the U.S. Census Bureau map below illustrates. However, commercial areas nearer to Interstate 55 have developed. Although many businesses are located in other areas of the community, the businesses that continue to operate in Uptown generate a fair amount of pedestrian and vehicular traffic.



Most of the commercial buildings in Uptown Jackson are multi-story with many ground floor spaces occupied. Some of the upper floor spaces appear occupied as well, but most look vacant. Public or institutional uses occupy many of the commercial spaces. Local residents and people conducting business are the primary users of Uptown Jackson.

The Jackson R-2 public school district has a wide service area that includes six elementary schools, a middle school, a junior high school, and a senior high school. There are also two parochial elementary schools and two parochial high schools in the City. Three schools, including the Jackson Senior High School, are located in or near Uptown. This situation means that an estimated 1,800 students are a potential market for Uptown businesses during the school year.

As part of the Organizational Structure Review, it is important to review the overall status of Uptown Jackson as well as recent planning efforts. In 2009, the City of Jackson adopted a Comprehensive Plan that includes a subarea analysis of Uptown along with a few recommendations. In 2010, there was also a traffic study conducted that has resulted in a plan to improve Highway 61 as it winds through Uptown along N. High and Hope Streets. DREAM planning will seek to build upon these existing planning efforts regarding Uptown Jackson.

As noted, there are three key entities involved in the revitalization of Uptown Jackson: The City of Jackson; including its committees and commissions (City), Uptown Jackson Revitalization Organization (UJRO), and the Jackson Area Chamber of Commerce (Chamber). Each of these groups has played an important role in Uptown revitalization efforts to date. Existing services that these groups provide for Uptown Jackson include:

- In addition to standard municipal governmental roles, the **City of Jackson** provides leadership on several important aspects for the DREAM Initiative. Some benefits that the City has provided for Uptown Jackson include:
 - Management of active Administration, Economic Development, and Planning and Zoning departments
 - Administration of property and sales tax revenues
 - Facilitated the Jackson Uptown Commercial Historic District
 - Design and installation of the S. High Street Streetscape and other Uptown infrastructure improvements and maintenance
 - Citywide business recruitment and expansion efforts
 - Some Uptown events have been developed by the City's **Community Outreach Board**, a City commission
- The **Chamber of Commerce** is a membership driven organization, led by a paid staff of a Director and an Assistant Director. The Chamber promotes economic growth, encourages business and industry expansion, and provides relevant resources and information to its members. The Chamber provides these services on a citywide basis; not specifically for Uptown. However, the Chamber does provide business seminars that should be of interest to Uptown businesses. At one time, an Uptown Merchants Group existed under the umbrella of the Chamber. However, in 2007 the group disbanded.
- The **Uptown Jackson Revitalization Organization (UJRO)** formed during the DREAM planning process. The group adopted bylaws on May 9, 2012 that mirror the Main Street four-point approach, but has not yet incorporated. The UJRO meets on a regular basis and has developed some Uptown initiatives, including:
 - Obtained a small grant for landscaping and designed new planters
 - Developed events such as the Fall Sports Parade, Uptown Evening for Brides, Oktoberfest, and Fall Sidewalk Sale
 - Assisted with seasonal decorations

Other entities reviewed for their potential to assist Uptown include Cape Girardeau County (County), the Jackson Heritage Association (JHA), and the Jackson Industrial Development Company (JIDC). There is also an informal group related to the Jackson Uptown Commercial Historic District.

The City, County, and Schools are also key Uptown property owners. Additionally, several large churches own property within the DREAM boundary. Institutional and governmental property ownership can provide stable jobs and involved volunteers, but the area must also generate sales and property taxes.

The DREAM Initiative discussed the function of the existing organizational structure with representatives of the City, Chamber, and other business and property owners who now serve on the UJRO. PGAV Planners solicited additional input from the organizations as needed and used other sources of information to determine various details about Uptown Jackson’s organizational structure. This review also considers responses given to questions during the Jackson DREAM focus group task. The Focus Group Report from January 2012 is a summary of the comments of participants in five groups:

- Uptown Property Owners
- City Residents
- Area High School Students
- Business Owners, and
- Elected and Appointed Officials

Group facilitators asked questions that led to responses about the general direction of Uptown. There were also some comments that provided insight into the organizations involved in Uptown. Some of the statements made in various groups, included:

Uptown Property Owners	<p>“Improvements would increase demand for space. The City has made some public improvements.”</p> <p>“Sidewalks should be the responsibility of the City, but they say it is the owners’ responsibility.”</p> <p>“City Staff once recommended a four-way stop at Missouri and Main, but the Council voted it down.”</p> <p>“I had to relocate from West Main Street because space there was limited. I liked what I saw in Uptown.”</p> <p>“Deposits for City utilities can make it difficult for new businesses leasing space. The City should try to clear-up power line ‘rat’s nests’.”</p> <p>“We need better marketing of Uptown.”</p> <p>“The Uptown appeal is good. My business is related to antiques, so the historic appeal fits perfectly.”</p>
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<p>City Residents</p>	<p>“The businesses in Uptown should have at least one evening of longer business hours for working people. 70-80% of the businesses need to stay open later. Uptown is a ghost town at night.”</p> <p>“Uptown needs other types of businesses, more variety. I never shop Uptown; there is nothing to draw me up here. It’s dead.”</p> <p>“We have to go to Cape Girardeau for shopping. Taxes in the CID’s in Cape are higher than 9%, but we still shop there because of the variety.”</p> <p>“The Uptown buildings have not been maintained through the years.”</p> <p>“There’s a sidewalk sale coming up, but someone has to step-up to organize it. The businesses will participate, but there’s no one willing to go around and sign them up.”</p> <p>“There’s always some opposition to an incentive or a tax, but the benefits of the tax need to be shown well.”</p>
<p>Area High School Students</p>	<p>“The residents are very supportive of kids, the schools, and the sports teams.”</p> <p>“I use Uptown for dresses, church, and things for clubs like shirts and sports equipment.”</p> <p>“There’s a problem with that four-way stop. You can’t cross there and it gets backed-up forever-all the way down to the Sonic. The worst times are right after school and at lunchtime during the summer.”</p> <p>“We take visitors to Cape Girardeau. We go there to shop, eat, or see a movie.”</p> <p>“We need more businesses that are willing to stay open after 5 p.m.”</p> <p>“A lot of kids leave town to find work. There’s not enough opportunity.”</p> <p>“I liked the Farmer’s Market better when it was Uptown.”</p>

<p>Business Owners</p>	<p>“There is a problem with residents and workers parking in prime spots all day. The City should enforce the two-hour parking limit. Uptown has not added new parking for adaptive reuses as they have changed.”</p> <p>“People go Uptown for a purpose, not to browse. Sometimes the businesses get together to do some cooperative advertising, but there is no set structure.”</p> <p>“I was a little disappointed when we opened. There was not a welcome from the Chamber. There was no ribbon cutting, just a request to join. I don’t hear from the Chamber except when it is time to pay dues.”</p> <p>The community is supportive of new businesses, but it was a little rough when I was new.”</p> <p>“The City has been pretty good about explaining procedures step-by-step. We have not had issues. I have heard that some property owners are raising rents and causing businesses to move.”</p> <p>“I have seen TIF used in other communities very well. It would be helpful for Uptown façade improvements.”</p>
<p>Elected and Appointed Officials</p>	<p>“We have parking and traffic issues and other problems that impact our ability to attract businesses. I think there is ample parking, but poor lighting and lot conditions discourage people from walking too far. People do not want to walk anyway. We should make it as nice of a walk as possible. There also needs to be clear signage to and from the parking areas. This would also help with car traffic. We currently have no parking lot surface standards. There are some gravel lots and other places that are called parking, but they aren’t really safe.”</p> <p>“We need retail businesses in Uptown, not offices.”</p> <p>“We need to expand the streetscape design. We also need to bury the overhead electric lines and light the parking lots with decorative lighting.”</p> <p>“The City needs to be able to help in the rehabilitation of Uptown’s buildings.”</p> <p>“I think we have a good Council that works together.”</p>

The City of Jackson has led the revitalization efforts to date, but the structure requires strengthening to secure the UJRO as the lead Uptown group. Uptown Jackson's organizational structure, through enhanced long-term planning, programming, coordination, and communication, will better respond to the needs of its businesses.

A thriving downtown requires an encouraging environment that efficiently uses limited resources for the overall good of the area. Strong leadership that has clear understanding of the roles and responsibilities of all involved groups will provide this environment. **Section V** discusses the need to create stronger organizational leadership in Uptown Jackson. The objective of the recommendations found in this report is to enhance existing revitalization efforts for the good of Uptown overall. However, this objective may not necessarily coincide with the focus of any single involved group.

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SECTION III

ELEMENTS OF SUCCESSFUL ORGANIZATIONS AND REVITALIZATION EFFORTS

Downtown (or “Uptown” in the case of Jackson) revitalization occurs with numerous entities that band together to reach a common goal. However, each participating organization may have a different reason for being involved. Additionally, each organization is uniquely qualified to address a particular need of the community.

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

A. Leadership

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

B. Management Characteristics

Management approaches to downtown organizations can vary greatly and it is important to match the management style to the particular needs of the downtown organization or revitalization effort. Important skills of successful managers include public speaking, financial analysis and budgeting, planning, project oversight, situation and political analysis, and negotiating expertise. Management approaches range from being mainly an administrator who makes budgets, hires employees, and enters into contracts to an entrepreneur who emphasizes service delivery, program design, and revenue sources.

C. Board and Committee Attributes

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

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

D. Ability to Form Partnerships

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

E. Level of Community Involvement

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

F. Funding for Organizational Programming

In addition to leadership, adequate funding is one of the most important components of successful Downtown Revitalization Programs. Downtown Revitalization Programs require a stable source of funding. The amount of money needed will depend on the depth of the programs and services required for revitalization. Large revitalization programs will not only require local resources and fund raising efforts, but may demand outside funding sources as well. A major funding component of all successful downtown revitalization efforts is the local government, particularly at the outset of a Revitalization Program. A number of funding sources will be investigated as the DREAM Initiative moves forward including Community Improvement Districts, Tax Increment Financing, Transportation Development Districts, and other tax incentive and grant programs. Using a variety of funding sources is necessary for a stable, diverse, funding structure and due to the use restrictions of incentive programs. Local fundraising activities may include membership donations, fund raising, festivals, historic or holiday house tours, and in-kind contributions. Outside opportunities include grants, loans, and tax credit programs.

G. Organizational Strategic Planning

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

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

H. Project Planning and Facilitation

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

I. Business Retention, Expansion, and Attraction

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

J. Residential Development and Neighborhood Revitalization

Development of housing and revitalization of existing neighborhoods is essential to successful Downtown Revitalization Programs. Residents help to provide the demand necessary to support downtown shops and restaurants. Additionally, a vibrant residential component is an integral part of a multifunctional downtown. The level of human activity is a measure of the vitality of Downtown; people walking on the sidewalks demonstrate a healthy downtown. The DREAM Housing Market Analysis will include recommendations for Downtown residential development.

K. Downtown Advocacy

Because of downtown decline, downtown residents and businesses may feel neglected and detached from the city government and larger community. A successful Downtown Revitalization Program led by an influential organization can effectively bridge this gap by providing one voice for downtown concerns and issues.

L. Real Estate Development Body

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

M. Downtown Marketing

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

N. Special Events Planning

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

O. Retail and Event Promotions

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

P. Safety, Security, and Beautification

In one fashion or another, every successful Downtown Revitalization Program improves safety, security and the appearance of downtown. Beautification improvements included creating and maintaining cleanliness to ensure a positive first impression of downtown for visitors. Other efforts included store window decoration, building façade improvement, flower boxes, benches, and awnings. Improving safety for rural communities mainly focuses on pedestrian traffic through crosswalks, speed bumps, and road marking. Increased signage, banners, maps, and improved wayfinding lessen congestion and help in the presentation of downtown, and make effective marketing tools. Improved and controlled parking should transition motorists into pedestrians and encourage walking throughout downtown.

SECTION IV

EXISTING PRIMARY ORGANIZATIONS AND REVITALIZATION EFFORTS

A prerequisite of DREAM Program selection requires that a city demonstrate broad community-wide support for the revitalization of Downtown. As stated in Section II, the revitalization of Uptown Jackson that has occurred to date is primarily due to the efforts of the City with assistance from the Chamber. At one time, there was an Uptown merchants association. The Uptown Jackson Revitalization Organization (UJRO) is newly formed and beginning to take on more responsibility for Uptown activities. This section provides more detail regarding all of the existing Uptown organizations, including the fledgling UJRO.

A. The City of Jackson (City)

The City provides important existing services, including:

- comprehensive plan implementation
- infrastructure maintenance
- building, nuisance, and other municipal code enforcement
- land-use zoning
- business licenses, permitting, and sign regulations
- utility installations
- economic development activities
- community development efforts and events
- law enforcement and public safety
- library, cemetery, and parks and recreation maintenance and development
- county, state, and federal governmental advocacy

City Hall is located in the heart of Uptown at 101 Court Street and maintains a website with an address of www.jacksonmo.org. The City of Jackson has historically provided a very engaged policy framework concerning economic development. The City has an industrial park on the north end of town. The City has also formed two Tax Increment Financing (TIF) districts. However, neither TIF includes Uptown. Uptown is included in an Enhanced Enterprise Zone.

The City Administration supports Uptown through initiatives such as the DREAM application, development of events and promotions, and by providing staff support to the fledgling Uptown Jackson Revitalization Organization. The City also provided assistance for the S. High Street streetscape. While these are very positive steps in the revitalization of Uptown, the City could expand its support by helping to initiate a dedicated funding mechanism for revitalization such as the proposed Community Improvement District. The City government must balance community-wide needs with those of Uptown.

All City Departments are necessary for the operations of the City, but those of particular importance to Uptown include the Administration Department and the Community Outreach Board (COB). The current responsibility for assisting with the DREAM planning process lies with the City Building and Planning Superintendent.

The Community Outreach Board (COB) acts in an advisory capacity to the Jackson Board of Alderman and has functions and duties that include:

- Enhance and better community health and advancement of health issues
- Study community issues relating to the needs of Jackson elderly
- Study community issues relating to the needs of Jackson youth
- Foster self-respect and amicable relations among Jackson population segments
- Assist citizens in developing their talents and abilities
- Aid the community in benefitting from its human resources

The COB meets on the first Monday of each month and consists of 15 appointed members in staggered three-year terms. There are also staff members, an Alderman, and the Mayor assigned to the COB. The Board of Alderman appoints the members and provides funding for operations. The group has developed events such as the Cruisin' music series, Veteran's Run, and Farmer's Market. The COB hosts events in Uptown, but may hold events or other programs elsewhere in Jackson.

B. Uptown Jackson Revitalization Organization ("UJRO" for report purposes)

The UJRO formed as a non-profit 501(c)(3) organization in May of 2012 and is organized for the purpose of providing educational resources in order to stimulate Uptown revitalization in Jackson. Specific purposes for the group include:

- Promote all revitalization efforts of the traditional Uptown Jackson area
- Collaborate with other organizations to preserve the historic character of Jackson
- Organize, provide input, and promote constructive relationships between local, county, and special district government bodies and private business and citizens
- Educate and inform citizens on topics of common interest to Uptown and provide a forum for members to share knowledge, common experiences, and problems
- Plan and coordinate the design of improvements in or adjacent to the Uptown area, mindful of the historic nature of the area, including City beautification projects and public interest projects
- Recommend, whenever possible, appropriate uses and design standards for Uptown area development
- Maintain information regarding revitalization in the Uptown area
- Take action to eliminate physical, economic, and social deterioration
- Solicit and administer funds; hold property by bequest, devise, gift, grant, purchase, or lease; sell, convey, or otherwise dispose of any such property; and/or invest, reinvest, or deal with the principal or the income thereof to promote the purposes of the corporation

The Board of Directors consists of between 7 and 15 members, elected at an annual membership meeting. The Board shall not have a majority of any occupation and attempts representation from a retail business owner, a non-retail business owner, and a real property owner within the city. The membership elects Board Members at the annual general membership meeting to serve staggered, two-year terms. Officers consist of a President, Vice President, Secretary, and Treasurer and serve two-year terms. Meetings are to occur no less than six times per year with the general membership meeting held no

later than June 30. Committees align with the National Main Street Four-Point Approach and include Promotions, Design, Economic Restructuring, and Organization. The UJRO has no physical facilities, Executive Director, or employees and operates solely on support from the City and Chamber. Additionally, the UJRO committee structure may not yet be broad enough to address issues beyond the groups' organizational concerns.

C. Jackson Chamber of Commerce (Chamber)

The Chamber is an independent non-profit organization that receives its funding from membership dues, donations, the City, and fundraising events. The Chamber, in operation since 1950, provides programs involving business seminars and education, networking, member promotions, fundraising, and community events. The Chamber provides support to the UJRO and the JIDC. The Chamber is located at 125 E. Main Street, across from the Cape Girardeau County Administrative Offices building and maintains a website at www.jacksonchamber.org.

The Chamber employs an Executive Director and an Assistant Director. The 15 member Executive Board of Directors includes members elected by the membership, the President of the JIDC, the immediate past President of the Chamber, and one representative from the City. Board Members serve staggered, three-year terms and are limited to three consecutive terms. The Executive Board elects officers in January of each year that include a President, Vice President, and Secretary-Treasurer. The President is limited to two consecutive terms, unless elected by $\frac{3}{4}$'s of the Board membership to extended terms. A Board Member that misses two consecutive meetings is subject to replacement.

The Board mobilizes volunteers from a growing membership of over 450. There is an annual meeting and banquet each January or February. The Board also holds a Membership drive meeting in November or December and appoints a nominating committee at this time. The dues structure ranges from \$55 for retired individuals to \$815 for financial institutions. There is a sliding scale for businesses based on employees from \$170 (0-4 employees) to \$715 (over 200 employees). In spite of active leadership, recruitment efforts, and orientation activities, the Chamber has noted issues with transitioning a paying member to an engaged volunteer. The Chamber also notes that most of its members come from outside the Uptown area.

D. Cape Girardeau County (County)

Cape Girardeau County, Missouri maintains the County Courthouse and numerous governmental offices at 100 Court Street. The County also has an administration building at 1 Barton Square, an archive center at 112 E. Washington Street, and a Justice Center at 216 N. Missouri Street. County services provided by the Assessor, Auditor, Collector, County Commissioners, Coroner, Prosecuting Attorney, Circuit and County Clerks, Recorder of Deeds, Sherriff, and Treasurer operate out of these buildings. Although Jackson is the Cape Girardeau County Seat, there are some court services, the Juvenile Service Office, the Parks Department, and the Public Health Department located in the city of Cape Girardeau. A three-member Commission meets with the County Clerk and an administrative assistant on Mondays and Thursday at 9 am. The County maintains a website with an address of www.capecounty.us.

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SECTION V

RECOMMENDED ORGANIZATIONAL STRUCTURE DEVELOPMENT & ENHANCEMENT

A sustainable organizational effort with the capacity to champion exciting new roles for Uptown Jackson is the most critical component of the DREAM program. Required support components include a proactive business community, grassroots support, and a dedicated local government. The current organizational structure has established a solid foundation for incorporating some of the elements of successful organizations and revitalization efforts described in **Section III**. Uptown Jackson is currently not addressing some of these elements, although they may become important features of the Revitalization Program. It is important that Uptown leverages services provided by existing organizations to develop components necessary for success. In particular, the business community needs to be engaged in the efforts of the UJRO.

City leaders indicated in the DREAM application that their vision for Uptown, as developed in the 2009 Comprehensive Plan, is to maintain a small-town atmosphere and local character, while providing centralized governmental services, attracting residents on a regular basis, and offering a mix of retail, restaurant, service, and entertainment. Specifically, the Comprehensive Plan identifies the need to attract more mixed-use, pedestrian friendly, retail development balanced with existing historic buildings. City leaders also noted that Uptown Jackson needs assistance in establishing itself as a desirable location for a specific niche of businesses and in marketing unique qualities. Challenges noted by business people and property owners, include:

- Competing with Cape Girardeau for commercial development
- Traffic to and through Uptown along Highway 61
- Parking
- Rail line at E. Main Street and Jackson Avenue

Uptown requires a unified leadership structure to address these issues and take advantage of future opportunities. Uptown Jackson requires a strong organization to drive efforts forward. As the City grows, other areas will require attention from the City government and the Chamber, therefore, an improved UJRO needs to meet increasing responsibilities to be the champion of Uptown.

While the pre-UJRO Organizational Structure, shown in **Appendix 1**, illustrates the level of involvement by the City government, **Appendix 2** depicts the recommended structure and highlights the greater level of involvement required by the UJRO. The proposed structure moves the UJRO to a more central position that allows concentrated initiatives on behalf of Uptown. The UJRO includes Ex-Officio representation from the City and Chamber on the Board of Directors. Although not required by the by-laws, the group has had representation from the Community Outreach Board, Jackson Uptown Historic District Commission, and the Jackson Heritage Association. The UJRO should also consider interests from other City-wide groups, such as the Park Board, to serve on appropriate committees. Critical steps to move the group forward include identifying sustainable funding and, when appropriate, hiring an Executive Director.

A proposed new organization will help address funding issues. The Uptown Jackson Community Improvement District (CID) will provide financial support and some services to address redevelopment issues. Additionally, if significant redevelopment opportunities arise, Uptown may need to provide another organization to initiate real estate development activities beyond the scope of the UJRO and the ability of the City. An Uptown Jackson Community Development Corporation (CDC) could form from the membership and involvement of area banks and businesses. Such a CDC will operate essentially as a UJRO subcommittee.

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

RECOMMENDATIONS FOR NEW ORGANIZATIONS

A. Uptown Jackson Community Improvement District (UJCID)

The Uptown Jackson Community Improvement District (UJCID) will provide an extra level of service to the DREAM Study Area and will channel private sector energy towards the solution of public problems. The CID will work with the UJRO and City to provide increased public financing resources resulting from private investment to meet the objectives of the Uptown revitalization efforts. Funds generated by the CID should provide services for the district such as infrastructure improvements, image enhancement and beautification, business development and promotions, marketing, administrative support, and rehabilitation of historic buildings. The CID should also contract with the UJRO to provide administrative and technical services for ongoing administration. The UJRO can provide the services for the CID, thereby receiving funding from the CID.

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

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

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

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

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

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

Funding provided by the UJCID to the UJRO will strengthen the capacity of the UJRO to expand marketing and promotion programs, increase façade and infrastructure improvement funding, and allow the group to concentrate on retail and business attraction. CID programs focused on business incentives, building rehabilitation, expanding the existing streetscape, parking improvements or innovations, landscaping, or trail development could be very compelling ways to enhance Uptown Jackson. The UJCID can contract with the UJRO to provide these services.

B. Uptown Jackson Community Development Corporation (UJCDC)

As redevelopment opportunities become available, the City should consider forming an organization that can be more active in real estate development. The existing Jackson Industrial Development Company may be able to fulfill some of the traditional Community Development Corporation roles, but their mission focuses on the property at the Jackson Industrial Park. If Uptown can interest a developer in vacant property, the Uptown Jackson Community Development Corporation (UJCDC) can help.

The UJCDC, if formed, would be a non-profit corporation formed to conduct projects of public benefit and other redevelopment activities. The UJCDC can take on many roles in the effort, including housing and commercial real estate development, as well as other economic development programs. The UJCDC would organize in the same manner as other non-profits, pursuant to Ch. 355 statutes and membership will consist primarily of participating banks but can also include local businesses and a representative of UJRO. Funding can be through donations, grants, and investment from members. With a multi-bank CDC, loans and equity can assist small businesses or development partners.

RECOMMENDATIONS FOR IMPROVING EXISTING ORGANIZATIONS

C. City of Jackson (City)

The City's involvement in the revitalization of Uptown is critical for success. Many of Uptown's successes to date are the result of the City's participation either directly or indirectly through a City appointed commission or board. The City has provided leadership, staff, and financial assistance. City involvement usually demonstrates local government commitment and increases the likelihood of broad citizen participation.

The Jackson City government may have some issues with public infrastructure, parking, traffic, utilities, and maintenance as noted in the DREAM Focus Group Report, but the support of Uptown is obvious with projects such as the S. High streetscape. The City must communicate effectively with property owners concerning codes and procedures, and the expectations of the City and staff. The City should assist in the development of the UJCID. However, as elected officials will come and go, it is important to avoid politicizing the Uptown Jackson revitalization effort.

The financial commitment by the City to support Uptown projects should continue and exceed the current level of activity, where possible. The City should also continue to assist with leveraging other resources by providing a local matching investment for grants when required. This practice is the most effective means for accomplishing large-scale capital and infrastructure projects. However, the City must use its resources throughout the community and should always consider accessing other financial mechanisms. The City will continue to have an important role to play in all aspects of revitalization, including:

- Provide added attention to Uptown building and nuisance code enforcement, along with assistance to property owners undergoing rehabilitations
- Ensure that zoning for prime Uptown business locations promotes retail uses, allows mixed-uses to occupy a building, and does not imbalance the business mix by encouraging an overabundance of service and office uses
- The City should expand and formalize financial support and personnel support to the UJRO. The City should continue to encourage involved representation by City Staff on the Board of Directors of the UJRO
- Additionally, the City Council should choose one of their members to act as a direct liaison to the UJRO. This representative should provide a regular report at City Council meetings
- The City should take a supporting role, in partnership with the UJRO and with the support of the Chamber, in educating and informing the Uptown community about the benefits of establishing the UJCID
- The City should encourage and support historic preservation efforts to help raise the visibility of the heritage of Uptown Jackson

D. Uptown Jackson Revitalization Organization (“UJRO” for report purposes)

The UJRO’s role is to provide overall leadership of Uptown Jackson activities, rally volunteers, gather resources, press for progress, and promote successes. By clearly defining the responsibilities of all involved groups in the context of Uptown, the UJRO can be an effective and energized organization. The UJRO should also allow for robust input from its members and other Uptown interests.

The UJRO will eventually require a paid Director. The UJRO has operated on a volunteer basis, but as its responsibilities expand, professional staff is required. In particular, when the UJCID is established, it will require effective administration. Ideally, staff will have broad qualifications, high enthusiasm, and an ability to leverage volunteer efforts.

The UJRO should also seek to establish a physical location within Uptown. The new Director will require a small office and a location. While effective management of limited

resources often requires efficiencies such as the sharing of personnel or office space, it is important that the UJRO establish its own identity in an Uptown office. Organizations that share space and personnel rarely operate efficiently as there are usually conflicting forces exerting pressure on the less established organization and this detracts from the mission and work program.

The UJRO should expand its operations to include traditional real-estate development roles. It is possible that the UJRO can be strengthened enough to fulfill the roles of an effective CDC. However, as noted, the UJRO could encourage the formation of the UJCDC as needed. Regardless of the UJRO's role in real estate development activities, attention to the aspects of Uptown housing and commercial development are required.

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

It is possible for the UJRO to begin operating more as a subcommittee of the Chamber, but the eventual goal should be for Uptown businesses to have a champion for their issues. The Chamber and the City Government have issues to address throughout the City or region. The recommendations in this Organizational Review are for long-term growth focused on the core of Jackson.

E. Jackson Chamber of Commerce (Chamber)

The Chamber's role as the broader community representative requires a wider mission, beyond just Uptown. As such, the Chamber should continue to be a vital supporter of, but allow the UJRO to take the lead role in Uptown revitalization. The Chamber's participation in the organizational structure should continue in a similar capacity as is currently represented with particular benefit afforded Uptown through the Chamber's regional marketing. The Chamber should work with the UJRO to bolster membership for both groups as a critical collaborative function. The Chamber can continue to fill the roles of business development, small-business assistance, entrepreneurial education, and business issue advocacy. Several committees of the Chamber can also feed into Uptown efforts and the Chamber should look to nurture these connections with the UJRO.

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

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SECTION VI

CONCLUSIONS, IMPLEMENTATION, AND FUTURE WORK

As progress occurs, the interaction of various organizations and the assigned roles and responsibilities of each particular organization will remain dynamic. As the Uptown Jackson Organizational Structure meets its goals and completes projects, initial roles and responsibilities will change and new issues will arise. **Appendix 3** and **Appendix 4** provide recommendations of the responsibilities and roles of the various Uptown organizations and committees. Revitalization programs realize success by unified collaborative action of involved organizations toward agreed upon goals and objectives. The UJRO and the leadership of the other Uptown organizations, controls the amount of collaboration between them. In order to attain a high level of cooperation and agreement in goals and objectives, the boards should contain some member overlap (the same people serving on multiple boards). Not only does this ensure intra-organizational cooperation, it guarantees control of the process among key stakeholders such as City government, Uptown businesses, and residents. It also makes efficient use of limited volunteer and board recruitment resources. The board of an organization should include a majority of private interests with public entity participation making up the minority to ensure a focus on Uptown and to encourage motivated private sector participation.

The next step towards Uptown revitalization begins with incorporating the suggestions in this report. Uptown interests will lean heavily upon the UJRO as their leader. It is critical that the UJRO assists with the continuing development of the structure and any new supporting organizations and committees. As the UJRO grows, it is vital that the capabilities of the staff also expand. **Appendix 5** provides a sample job description for a UJRO Executive Director. Other steps include:

- Continue to pursue the formalization of the UJRO
- Bring Uptown stakeholders together to help the UJRO establish goals and fill committees that will address recommendations of this report
- Identify resource-efficient projects and a procedure to promote successful outcomes as these projects are completed
- Seek expanded funding opportunities, or implement new funding sources such as dues, for the UJRO
- The City and UJRO should conduct research into establishing a CID and develop appropriate public outreach plans for this effort

Strong leaders are adept at managing important aspects of boards and committees and build a structure in which volunteers can thrive. **Appendix 6** provides assistance concerning aspects of effective board and committee management.

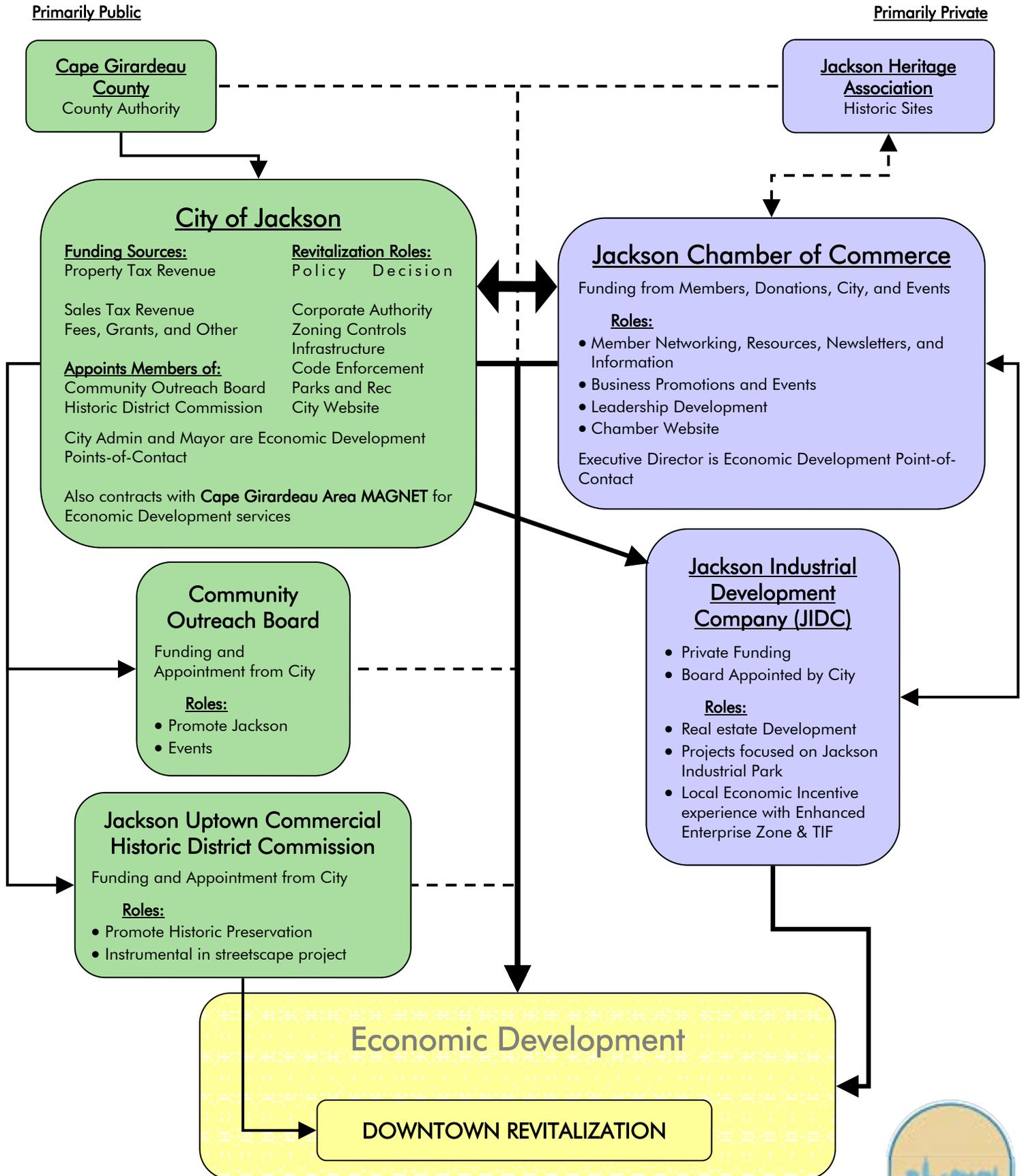
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APPENDIX

Appendix 1

Uptown Organizational Structure (Before UJRO)

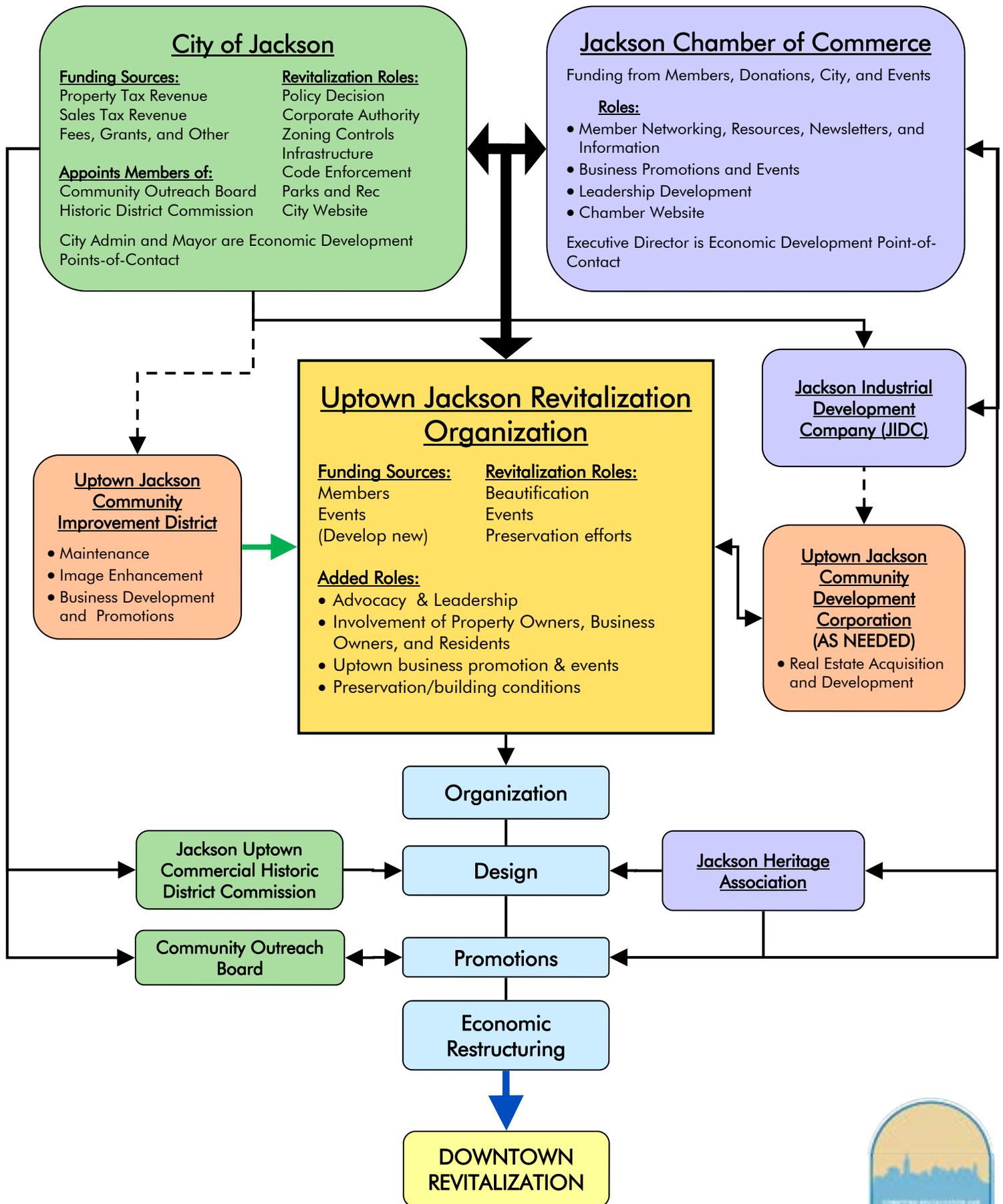
APPENDIX 1
UPTOWN ORGANIZATIONAL STRUCTURE (BEFORE UJRO)



Appendix 2

Recommended Uptown Organizational Structure

APPENDIX 2
RECOMMENDED UPTOWN ORGANIZATIONAL STRUCTURE



Appendix 3

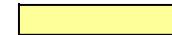
Uptown Organizations and Responsibilities

Jackson, Missouri

Appendix 3 - Uptown Organizations & Responsibilities

Elements of a Successful Organization	Existing Organizations							Recommended Organizations	
	City of Jackson (City)	Uptown Jackson Revitalization Organization (UJRO)	Jackson Chamber of Commerce (Chamber)	Jackson Industrial Development Company (JIDC)	Jackson Uptown Commercial Historic District Commission	Jackson Heritage Association	Community Outreach Board (COB)	Uptown Jackson Community Improvement District (UJCID)	Uptown Jackson Community Development Corporation (UJCDC) <small>IF NEEDED</small>
Leadership									
Management Characteristics									
Board and Committee Attributes									
Forming Partnerships									
Community Involvement									
Organizational Funding									
Strategic Planning									
Project Planning and Facilitation									
Business Retention, Expansion, and Attraction									
Residential Development and Neighborhood Revitalization									
Downtown Advocacy									
Real Estate Development Body									
Downtown Marketing									
Special Events Planning									
Retail and Event Promotions									
Safety, Security, and Beautification									

 Essential Participant

 Support Participant

Appendix 4

Specific Uptown Issues and Responsibilities

Jackson, Missouri

Appendix 4 - Specific Downtown Issues & Responsibilities

	Existing Organizations							Recommended Organizations	
	City	UJRO	Chamber	JIDC	Historic Commission	Heritage Association	COB	UJCID	UJCDC
Identifying Nuisance and Maintenance Concerns	Support Responsibility	Essential Participant						Support Responsibility	
Nuisance, Building, and Maintenance Code Enforcement	Essential Participant								
Building & Historic Design Guidelines	Essential Participant	Support Responsibility			Essential Participant	Support Responsibility		Support Responsibility	
Development of Façade Improvement Program	Essential Participant	Support Responsibility						Essential Participant	Support Responsibility
Wayfinding Improvements	Essential Participant	Essential Participant	Essential Participant			Support Responsibility	Support Responsibility	Essential Participant	
Infrastructure (streetscape) Installation and Maintenance	Essential Participant	Support Responsibility				Support Responsibility	Support Responsibility	Support Responsibility	
Uptown Branding and Marketing	Support Responsibility	Essential Participant	Support Responsibility		Support Responsibility	Support Responsibility	Support Responsibility		
Retail Attraction	Essential Participant	Support Responsibility	Support Responsibility					Support Responsibility	
Retail Promotions		Essential Participant	Essential Participant				Support Responsibility	Support Responsibility	
Uptown Business Education		Essential Participant	Essential Participant				Support Responsibility		
Commercial Property Acquisitions		Support Responsibility		Essential Participant					Essential Participant
Commercial Property Renovations		Support Responsibility		Support Responsibility	Support Responsibility			Essential Participant	Essential Participant
Safety	Essential Participant	Support Responsibility						Support Responsibility	
Parks and Recreation Development	Essential Participant	Support Responsibility						Support Responsibility	
Landscaping and Beautification Maintenance	Support Responsibility	Essential Participant	Support Responsibility				Support Responsibility	Essential Participant	
Uptown Events		Essential Participant	Support Responsibility			Support Responsibility	Support Responsibility		
Uptown Connection to Large Retail and Region		Support Responsibility	Essential Participant	Support Responsibility			Support Responsibility		
Residential Development	Essential Participant	Support Responsibility							Support Responsibility

 Essential Participant

 Support Responsibility

Appendix 5

Sample Job Description

Appendix 5

Sample Job Description

Uptown Jackson Revitalization Organization Executive Director

Position Overview

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

Primary Duties and Responsibilities

Leadership

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

Uptown Advocate

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

Organizational and Project Planning

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

Management

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

Job Requirements

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

Appendix 6

Board and Committee Recommendations

Appendix 6

Board and Committee Recommendations

GENERAL OPERATING RECOMMENDATIONS:

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

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

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

Any new goals or changing responsibilities required to attain the mission may mean the formation of new committees, or the restructuring of existing committees, is required.

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

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

A voluntary community organization, board, or committee needs to be able to transfer its goals from board to board, from committee to committee, and from year to year. There is a tendency to rely on the

leadership, enthusiasm, or charisma of a president or chair and achieve only the individual goals set for that year. Then, under a new president, the organization shifts in a different direction.

Leaders have difficulty in mobilizing a community organization around goals articulated by one or a few of its members. These goals meet resistance in the broader community and the leaders in the organization are not equipped to defend them. A much more effective approach includes approval by the membership and clear articulation of these goals to the organization and public. In this way, group goals will sustain from year to year regardless of membership changes.

Often the goals of an organization are implied or assumed but not explicitly written and clear. Clear, measurable, and objective goals are more easily monitored and accomplished. (Example: "To raise \$5,000 for capital improvements within twelve months" is a specific goal.)

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

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

- **Effective leadership does not happen by accident. The Executive Board should consistently identify and recruit potential leaders.**

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

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

Leaders must be able to properly deal with power struggles in the organizational structure. Discussion of these struggles should be open

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

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

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

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

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

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

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

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

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

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

It is rare that an organization fully capitalizes on the talents of its members. The Executive Board must develop an effective system for identifying and recruiting volunteers for specific needs. Often in volunteer organizations, there is a tendency to 'settle' for the warm body that will serve on a committee or take on a task, when a volunteer more suited to the task may go overlooked. It can be difficult to express that a volunteer is not "right" for a certain job, but sometimes productivity increases with subtraction. Again, constant communication with members is critical.

- **Respect the volunteers time.**

Due to the nature of a volunteer organization, where people are giving up their time to work on matters of mutual concern, it is important that everyone is able to enjoy the work in which they are involved.

Satisfaction of a job well done is often the only paycheck.

Acknowledgment for a volunteer's contributions plays an important role in volunteer work, especially in view of the fact that these are principally activities undertaken by people apart from their paid employment. The Executive Board should recognize a volunteer's contributions during meetings and, from time to time, in the organization's newsletter, press releases, or at the annual membership meeting.

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

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