

DOWNTOWN
REVITALIZATION &
ECONOMIC
ASSISTANCE FOR
MISSOURI

FEBRUARY 2009

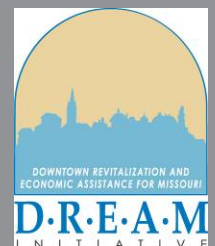
ORGANIZATIONAL STRUCTURE REVIEW

EVALUATION
FINDINGS



Maryville, Missouri

PGA



ACKNOWLEDGMENTS



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

INTRODUCTION AND EXECUTIVE SUMMARY

A. INTRODUCTION

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

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

Successful revitalization will depend on a variety of components including:

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

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. This examination begins the process of organizational structure review. Upon analysis, it may be determined that the existing organizational structure is quite adequate to continue the revitalization effort, that the organization will benefit from some minor or limited adjustments, or that some significant changes are required. In any event, during the evaluation of an existing organization or committee, the decision must be made whether or not it is still relevant and can effectively

complete downtown revitalization responsibilities. A critical analysis should be made as to the need for encouraging the sustainability of existing organizations that are effectively carrying out the Downtown Revitalization Program, revamping an existing organization to achieve the objectives of the Downtown Revitalization Program, or establishing new organizations (sometimes replacing an ineffective existing organization) to 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. In many instances, organizational change may be necessary to meet the evolving roles and responsibilities of an existing organization in response to the progression of revitalization activities. In these cases, organizational change is made to “build organizational capacity”. The “capacity” of an organization may include its financial resources, personnel or staffing, volunteer activity, mission, and Board leadership. The fulcrum necessary to leverage the organization’s capacity is strengthened by a clearly defined mission and strategic plan to guide its limited resources.

Frequently, setting up new organizations and committees is a better option than revamping an ineffective, existing organization. A new group may be able to undertake new responsibilities and accomplish new objectives that an existing group with an established agenda cannot. The community can set up a new board with broad based support, a clearly defined and independent mission, new goals, and an infusion of fresh spirit of change into the revitalization efforts. A new group can combine all the principles of a successful revitalization organization into one working unit. However, setting up a new organization(s) requires additional resources and must be organized carefully or it may only be seen as an extension of previous failed efforts or ineffective organizations. Many Downtown Revitalization Programs will have the advantage of building upon previous successes as a result of past and current efforts, particularly Main Street.

In all cases, a formal communication procedure should be developed and established between the existing and future organizations. It may seem adequate that “the same 10 people see each other every day”, but they will forget to talk about important matters and there is no record of the decisions being made or agreed upon. This will eventually lead to resentment. The city or chamber staff are in an ideal situation to build and maintain address or email lists for regular communication. These mediums of communication should also be assessed for their effectiveness on a regular basis. Once effective communications are established it is vital that these channels remain open.

B. EXECUTIVE SUMMARY

Recommendations noted in this report represent steps to achieve an Organizational Structure that has the components in place to attain sustainability and drive the Downtown Maryville revitalization 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 Maryville leadership feels are more fitting to its unique circumstances. This report simply represents the most effective solution in PGAV’s opinion. Foremost recommendations include:

- **Creation of a formal lead Downtown Non-Profit Organization**

This report contemplates that this organization is called Downtown Maryville, Inc. (DMI). The formation of DMI should include representation from all of the current interested groups, but each group needs to be able to look past its own organization to consider the Downtown's interests during this formation.

It is not required that DMI utilize new volunteers as many are involved currently as the loose-knit Campaign for Community Renewal. The most efficient route to establishing DMI is for the Campaign for Community Renewal leaders to adjust their organization and begin operating as the volunteer board. Eventually, as resources build, the group will attract the personnel required to operate as a broader Downtown development group. In this way the DMI replaces the Campaign for Community Renewal, but uses the same resources.

DMI also need not cannibalize existing resources. The City has suggested that it could support such a group as a City Committee to reduce costs. This strategy can be effective given that the group not lose site of the end goal of a sustainable and separate organization. Coupled with the next recommendation concerning the Community Improvement District, DMI would receive sustainable funding and maintain a tie to the City.

- **Formation of a Community Improvement District (CID)**

A CID can be used very effectively for a broad range of development and organizational activities that benefit Downtown. Funds would come from an additional sales tax or property tax. The DREAM Financial Assistance Evaluation will provide specific revenue estimates for the defined DREAM boundary.

There will likely be some resistance over the establishment of a financing district in Downtown Maryville. As noted in the Focus Group reports and the Telephone Survey, residents have already voiced concerns over the renovation of the Nodaway County Courthouse building and grounds. Any effort to establish a CID must include an adequate community outreach campaign where the benefits of the district are shown to far outweigh projected costs.

Another argument that is typically voiced by the business community is that increasing the sales tax rate is detrimental to business activity. Maryville's total sales tax rate ranks toward the bottom of the DREAM designated cities and any improvements implemented to make the Downtown more friendly to shoppers will more than offset any loss, or perceived loss, of business. With the possible exception of automobiles, the vast majority of consumers do not check sales tax rates before buying.

- **Creation of a committee to enhance relations with NWMSU students, faculty, staff, and alumni.**

This report recommends such a committee be formed by the name "Downtown Ambassadors Committee", but the Chamber of Commerce notes that a Chamber committee with a similar name conducts such business services as ribbon cuttings.

Regardless of the name, a committee is needed that will unite Downtown's businesses with the influential University market and maintain this relationship. Merchants need to understand the value of students to their businesses and that an inappropriate incident will occur in a college town on occasion. Such incidents are the acts of individuals and not the student body as a whole.

While not impacting the organizational structure directly, there are activities that the City should undertake that will underscore its support for the Downtown Leadership structure and bolster all the groups involved. The following are priority recommendations for the City of Maryville:

- **The City of Maryville should pursue methods to increase the quality of off-campus student housing.**

As noted in the DREAM Residential Demand Analysis, the existing housing is a very transient rental market that has not yet transitioned into a homeownership market. The City can both raise the standards for students and encourage increased homeownership through zoning changes, firm and fair code enforcement, inspection procedures, and a myriad of other governmental procedures. These methods should not seek to discriminate, but to protect the rental housing market by ensuring public safety measures, encouraging better maintenance and renovations, and developing students into more knowledgeable tenants.

The University can also be helpful by encouraging and guiding students concerning tenant rights and reporting violations to the City.

A central component for this effort will hinge on the Maryville City Council's desire to aggressively influence the residential market components in Downtown Maryville. If the desire, trained staff, and support do not exist, any effort to improve housing will fail. This is a critical issue for the City.

- **Existing public streetscape elements around the Courthouse should be expanded throughout Downtown.**

As noted, the Downtown leadership has issues brewing in that there is some residential concern over the importance of investing in the Downtown. Staunch support for the investment in, and expansion of, the streetscape elements is required; as is public education and demonstration that the City is being a good steward with public money. The benefits and successes that occur in Downtown should be promoted openly and directly tied to infrastructure improvements.

SECTION II

EXISTING ORGANIZATIONS AND REVITALIZATION EFFORTS

A prerequisite of DREAM Program selection requires that a city demonstrate broad community-wide support for the revitalization of Downtown. Maryville has mounted a revitalization effort called the Campaign for Community Renewal and has sought to implement the "Downtown Maryville Missouri Revitalization Plan 2007", a streetscape construction plan centered on the Nodaway County Courthouse block. In addition, the Courthouse was recently restored and construction has started on The Nodaway County Administration Building near City Hall. These projects, although governmentally initiated, are evidence of the revitalization effort in Downtown Maryville and the challenge will be to help these public investments spawn private business investments.

Aside from the Downtown Streetscape Plan, the current Maryville Comprehensive Plan dates from 1998 and mentions Downtown, but not in detail.

The Campaign for Community Renewal is a very informal association of individuals representing various groups and is oriented on the Courthouse square streetscape as its only project.

Due to the informal structure of the Campaign for Community Renewal, the City Government has played the integral role in advancing the revitalizations efforts and promoting the importance of a vibrant Downtown. The City has initiated some incentive mechanisms and attempted others, but none exist in Downtown Maryville save a recently created revolving loan fund for façade improvements administered by Nodaway County Economic Development, Inc.

Other influential organizations affecting the revitalization effort include the Greater Maryville Chamber of Commerce and Nodaway County Economic Development, Inc. These groups are located at the same location on N. Market Street next to City Hall.

The Chamber has maintained involvement in Downtown through consumer marketing efforts, festivals, events, and information and is a non-profit 501(c)6 organization in good standing with the State of Missouri. In addition there is a Small Business Development Center located within the Chamber of Commerce offices.

Nodaway County Economic Development, Inc. is a 501(c)3 non-profit organization and is very involved in the channeling economic incentive programs to projects throughout Nodaway County. This group serves as a point of contact for development projects, maintains local partnerships, and is an advocate for various development and business issues for the entire County as well as the City.

An extremely important component of Maryville is Northwest Missouri State University. The University has been serving the area since 1905 and has a current enrollment of about 6,500 students. The impact of the students and faculty cannot be overlooked.

Along with the City, Nodaway County is a key property owner within the Downtown revitalization area. The block that contains the new County Administration Center and City Hall should become a great source of activity in Downtown. Institutional and governmental property ownership can provide stable jobs and involved volunteers, but care must be taken that the area isn't just known for service offices. Often, governmental offices do not attract customers that create a safe and friendly image for Downtown shoppers.

The private sector has marshaled some support for industrial efforts in Maryville. The Maryville Industrial Development Corporation has been successful in attracting corporations such as Kawasaki and Eveready, but this private for-profit corporation is focused on an industrial park. Industry in Maryville seems to be successful, as many of the City's larger corporations could expand, but tend to have issues finding employees.

Concerning Downtown retail, Maryville, as with many cities, is competing with itself. Newer retail has developed outside the core of the City to the South and prospered; while Downtown has fewer businesses that struggle to attract consumers. While this may be an effective situation for the City overall, the effect is extremely detrimental to Downtown.

The DREAM Initiative discussed the function of the existing organizational structure with representatives of the Greater Maryville Chamber of Commerce, Nodaway County Economic Development, Inc., the Campaign for Community Renewal, and the City of Maryville within the context of a "Downtown Organizational Assessment Questionnaire." This questionnaire was completed by each agency and discussed during a conference call held in late August of 2008. A copy of the "Downtown Organizational Assessment Questionnaire" is located in the **Appendix as Attachment 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 Maryville.

In addition the DREAM Initiative reviewed responses given to questions during the focus groups conducted as part of the Community & Consumer Survey task item identified for Maryville. The Focus Group Survey Report dated June 13, 2008 is a transcript of the comments of participants in the groups of "Campaign for Community Renewal", "Administration, Elected Officials, and Government Directors", "Downtown Business Owners", "Longtime Residents", and "New Residents".

Of particular note is that a Northwest Missouri State University Student focus group was held and no one attended the group. School was in session and the focus group was promoted to the students.

There is much discussion of the University and the student market throughout the focus group report. This is a matter that will be addressed in the Downtown Strategic Plan.

Focus group questions asked included a general question about the direction of the revitalization effort in Downtown Maryville. Some of the answers received from the various groups are shown on the following pages:

Campaign for Community Renewal	"It would be good if it could just move. A lot of work is going on to keep it where it's at. Foundation's been laid, now we have to build on it. It goes back to lack of unity."
Administration, Elected Officials, and Government Directors	"We move at a lot slower pace than a metropolitan area. We have the appearance of being stuck, but that's perception rather than reality. I'm not sure it's moving at all. It's stagnant. I think housing is an issue, as far as run down properties, a lot of rentals...I think that's a big negative Downtown."
Downtown Business Owners	"We see small things but it mainly looks the same."
Longtime Residents	"I think the exodus has been the last 10 years. The work in the last 9 months is a positive, though."
New Residents	"I think that Maryville's a quaint community that shows some age and a little bit of wear and tear, maybe neglect, especially Downtown."

There were also questions asked in the various focus groups that elicited comments focused on the Downtown organizational structure or the various groups involved in the structure. The responses included:

Campaign for Community Renewal	<p>"...50 years ago as a student, there was a whole culture in the Downtown area that's not here today. It was very cohesive. It was kind of a good ol' boys club, but there was a unity."</p> <p>"...we're kind of cliquish...it's more a cultural issue. Getting the culture to work together."</p> <p>"That conversation needs to happen to build that supportive culture of each other... As long as we have that conversation, maybe through the Chamber...the Chamber is all of the businesses and you can't show favoritism...maybe there needs to be a Downtown subset."</p> <p>"That cooperation could be established, because we wouldn't be competing. If that threat is removed...some cohesiveness could be generated. But is that absolutely necessary? I don't think so."</p>
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<p>Administration, Elected Officials, and Government Directors</p>	<p>"I see a good mix of community working together, leaders working together, on a similar vision, and it seems like a really good core group of people, and it looks positive." "We do have a newcomer program, the Chamber does, so new residents...know about opportunities, events, and businesses. Some of it falls on the event coordinator. There's not a consistent...well, there's one avenue, calling the Chamber..."</p>
<p>Downtown Business Owners</p>	<p>"There's no Downtown committee to help people." "When these people come in, we need somebody to greet them with a smile, somebody that's appreciative...The first one they go to is the Building Inspector, but there needs to be someone on a level before that's personable and welcoming..." "But if he had somebody to go to in economic development...but the Chamber, they've got a little thing like that...I think they do a great job...But there needs to be somebody from the City that knows the compliances and how things work." "They all need to work together and cooperate. The Chamber, economic development, and the City."</p>
<p>Longtime Residents</p>	<p>"We need to have people that are comfortable enforcing codes, maybe a team...I don't know what the concern is there, but it almost seems like there's not enough people to do the follow through. If you don't have follow through, it means nothing." "The strength and weakness of Maryville is that you don't have a leadership structure. That's also nice because if you want to piecemeal it, the activists get things done. You need somebody really dedicated to getting a nice Downtown district, with the resources and organization to make it happen..."</p>

The existing organizational structure for Downtown has responded to some opportunities, but lacked any sustainability of long-term planning. In addition it seems that the revitalization effort is focused on a single project and not ongoing programming and organization. This environment will be unable to address the needs of an emerging Downtown revitalization and it appears that there are some roles and responsibilities that are already being neglected. To be discussed in Section IV, there is a definite need to create sustainable leadership specific to Downtown while maintaining a proper relationship with the organizations that have been accepted by the community in the past. In addition, any recommendations for the 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 will need to be realigned.

The following is a description of the organizations impacting Downtown and their current roles in supporting the Revitalization Program.

A. City of Maryville

The City has an important role to play in all aspects of revitalization, but particularly: building code enforcement; solving zoning conflicts; and financial assistance. The City of Maryville has six main City Departments, each with multiple responsibilities. Typically a City will also implement sign, building, and streetscape design standards through zoning and code enforcement departments.

The City has historically provided a policy framework in regard to grant funding, the DREAM application, and investments such as the streetscape around the Courthouse. The City is also a common thread throughout the various other interested groups. City Staff serve on many of these groups and both the City and County contract with Nodaway County Economic Development, Inc. for various Economic Development oriented services. City Hall is located within the DREAM study area at 415 N. Market Street.

There are no incentive districts that benefit Downtown and the only financial mechanism is a recently enacted Revolving Loan Fund for façade improvements; however this incentive is not administered by the City, but by Nodaway County Economic Development, Inc. There are TIF districts in place elsewhere in the City and a Hotel / Motel Tax was once attempted but failed. For qualifying low-income businesses the City has identified a special use district that can access the Missouri New Markets Tax Credit program.

B. Campaign for Community Renewal

The Campaign for Community Renewal's Mission Statement is to "improve the aesthetic appearance of the community, to create an economically viable atmosphere to sustain and recruit new businesses and series, as well as to satisfy the shopping needs of residents of northwest Missouri and southwest Iowa." Although this mission statement is broad, the group's sole responsibility is to raise funds for the Downtown Maryville Revitalization Plan. The plan is divided into four phases, with the first phase having been completed.

The Campaign has a volunteer board of 8 members, but no by-laws governing election of those Board Members. There is no turnover, no renewal of leadership, no orientation, no clear cut roles for members or committees, and no recognition of volunteer efforts. There are a few committees listed, but only the Board meets regularly.

This organization is a social group, lacking formal components, and not registered with the Missouri Secretary of State. Nodaway County Economic Development, Inc. provides financial leadership for the Campaign, but in a limited capacity.

In several cases during this review, contradictions by various members were reported. This is likely a symptom of the lack of written and formal procedures.

C. Greater Maryville Chamber of Commerce

The Greater Maryville Chamber of Commerce is a non-profit membership oriented organization formed in 1907 for the purpose of “advancing the agricultural, legislative, educational, industrial, professional services and retail interests of the City of Maryville and its trade area.” The 2008 Business plan includes “recreation” and “tourism” in its mission statement, but these elements are missing from the official by-laws.

The Chamber is in good standing by the Missouri Secretary of State and has over 250 dues paying members. There seems to be broad business membership and a core group of 50 active volunteers.

The Chamber has effective by-laws in place that include numerous good practices such as attendance requirements, meetings, quorums, vacancies, policies, duties of officers, and committees. They are very complete and should serve the Chamber leadership well.

The Chamber is governed by a Board of Directors that consists of 9 members. 2 Directors-at-large and 1 Ambassador Supreme are appointed by the Board President for one-year terms while the remaining 6 Directors are elected to serve staggered, three-year terms. Directors may not serve more than 2 full consecutive three-year terms without a one-year absence to be eligible for reelection. The Board is elected by the membership through a process overseen by the Executive Director.

The Board elects a President, Vice President, and Secretary/Treasurer annually at its November Board Meeting. The Executive Director is hired by the Board to conduct the chief administrative duties of the Chamber and is one of the three Chamber employees.

Funding for the Chamber comes from membership dues, events, and contributions. The Chamber also operates a State License Bureau out of its location at 423 N. Market Street which also houses Nodaway County Economic Development and the Small Business Development Center.

The Chamber provides consumer marketing, informational efforts, networking and a forum for business issues. The Chamber develops a written annual work plan. The 2008 Business Plan includes goals and objectives in the areas of Business Resources, Member Business Promotions, Issue Monitoring, Governmental Relationship Building, Membership Development, Financial Enhancement, Organizational Promotions, and Community and Tourism Promotions. The Chamber periodically reviews its goals and is in the process of developing a long-term organizational plan. The Chamber has several work committees and holds an Annual Meeting where volunteer efforts are recognized.

It is fortunate that the Chamber is participating in the Downtown-focused Campaign for Community Renewal, but most of the dues paying members are not located in Downtown Maryville. This may bring criticism from the rest of its membership. To sustain the Downtown revitalization efforts however, the Chamber should fully support the lead Downtown organization as it emerges. This may cause tension as the new organization seeks its own membership base and funding sources.

D. Nodaway County Economic Development, Inc.

Nodaway County Economic Development, Inc. is a non-profit corporation 501(C)3 formed in 1989 for the purpose "To advance and insure the general welfare and prosperity of the citizens of Nodaway County and the surrounding area through the promotion, development and protection of the agricultural, civic, commercial, educational, financial, industrial, retail and professional interests of the citizens of Nodaway County and the surrounding area of Northwest Missouri." The group has strong ties to the for-profit Maryville Industrial Development Corporation and its physical office location, as noted earlier, also houses the Chamber of Commerce and the Small Business Development Center.

The Nodaway County Economic Development, Inc. Board consists of 9 members serving staggered 2-year terms with 1/3 of the Board being appointed each year. Members are appointed to serve as representatives for particular organizations and qualified and elected by the preceding Board. Board representation is composed of representatives from Maryville Industrial Development Corporation, City of Maryville, Nodaway County Commissioners, Member Utilities, the financial community, the business and industry community, Northwest Missouri State University, the Greater Maryville Chamber of Commerce, and a member-at-large. All directors are volunteers and a quorum consists of 5/9ths of the Board.

Officers elected by the Board are a Chair, Chair Elect, and a Secretary / Treasurer. In addition the Immediate Past Chair remains in service for a year as an advisor to the current Chair. There are 2 full-time employees.

The group's "2008 Action Plan: Points of Service" notes very aggressive goals and objectives in the areas of "Retention and Expansion of Current Business, Industry, and Employment", "Business and Industry Development", "Administration, Regulatory and Tax Environment", and "Quality of Life." There is no mention of Maryville or of Downtown Maryville throughout this broad work plan, but it is estimated that 75% of the most recent annual budget of \$160,000 will apply to the Maryville community with 25% of that amount used specifically for Downtown.

Nodaway County Economic Development, Inc. provides a financial vehicle for the Campaign for Community Renewal and is contracted by the City and County for economic development services.

E. Northwest Missouri State University

The University campus begins a mere 4 blocks west of the DREAM study boundary. Current enrollment at the 370 acre campus is about 6,500 students. A faculty of over 870, including about 250 teachers, service approximately 5,500 undergraduate students in 107 degree programs. The remaining 1,000 graduate students study in 42 degree programs. Maryville's permanent population is about 11,000, meaning that with the size of the University's student population flowing into Maryville the activity in the City potentially grows by 50% during the school year.

The University is governed by an eight-member Board of Regents appointed by the governor. Accreditations include the North Central Association, the National Council for the Accreditation of Teacher Education and the Association of Collegiate Business Schools and Programs. The University is conducting long-term planning efforts and has been involved in various Maryville initiatives, including issues in Downtown.

F. Nodaway County Commission

The County has invested in the Downtown area and owns a fair amount of property. The County Courthouse has been beautifully restored and is a very prominent feature. The Administration Building should consolidate some offices and greatly improve the services block along Market Street. The County Commission is involved in the Downtown organizations. The County can be instrumental in assisting the City and the Downtown as it seeks funding sources and recognition on a regional basis.

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. The leadership must be adaptable.

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 boards be limited in size to 7-9 members. Larger boards are possible in larger communities. Potential members should be recruited from, but are not necessarily limited to: local banks; chambers of commerce; City government; downtown businesses; downtown stakeholders; downtown residents; and historic societies and preservation organizations. Board members for all of the downtown organizations should have a similar make-up in order to ensure continuity in leadership and decision-making across the different organizations.

D. Forming Partnerships

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

E. Community Involvement

The organization must ensure that citizens and businesses, particularly residents of surrounding neighborhoods have continuous opportunities for input and involvement. Large community events and celebrations are often located in downtown, and 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-term and long-term goals for the organization. These goals should be specific and measurable and should be reviewed on a regular basis. Strategic planning for the revitalization of downtown will be addressed in greater detail in the Downtown Strategic Plan component of the DREAM Initiative.

H. Project Planning and Facilitation

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

I. Business Attraction, Retention, and Expansion

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

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

J. Residential Development and Neighborhood Revitalization

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

K. Downtown Advocacy

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

L. Real Estate Development Body

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

M. District Marketing

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

N. Special Events Planning

Through the use of special events, downtown organizations build partnerships, fundraise, encourage community involvement, promote downtown, and in particular promote downtown retail. Special events are essential in marketing downtown to residents that no longer 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

RECOMMENDED ORGANIZATIONAL STRUCTURE DEVELOPMENT AND ENHANCEMENT

A sustainable organizational effort with the capacity to champion exciting new roles for Downtown Maryville is the most critical component of the DREAM program.

Maryville's existing Downtown organizational structure requires formalization, proper funding, and broad support among all groups involved. This will most likely be achieved by the creation of a new non-profit agency based upon the Campaign for Community Renewal and an appropriate shifting of roles and responsibilities among the existing agencies.

Although Nodaway County Economic Development, Inc. is the appropriate non-profit organization, the corporation is not Downtown focused and may one day find its efforts pulled away from Downtown Maryville. The very same statement can be made concerning the Chamber and the City. The existing, formal organizations all have pressures that may limit their focus on the Downtown and could potentially bring scrutiny from other areas of their respective jurisdictions or membership.

It is not important what organization emerges as the lead revitalization effort, but that this organization has an appropriate focus for Downtown, adequate resources including personnel and funding, support from existing groups as well as grassroots support from citizens, a proactive business community, and a dedicated local government to create the critical mass needed for a successful Revitalization Program. It is vital to coordinate these elements into a forward facing, non-project based, broadly supported, sustainable effort.

Additionally the funding necessary to sustain these organizations will be addressed in more detail in the Financial Assessment Review component of the DREAM Initiative.

The recommendations to be made will fit into two categories: "Recommended New Organizations" and "Existing Organization Enhancements". It is important to understand the new organizations to be put into place before reviewing how the existing organizations are affected. In some instances these recommendations may take other means to arrive at the end organization, but the spirit of the recommendations should be clear. In all cases, the recommendation indicated is seen as the preferred way to enhance or establish an organization.

The existing Organizational Structure is shown in **Attachment 2-A in the Appendix**. **Attachment 2-B** depicts the recommended Organizational Structure and the linkages between these groups. These organizations, specific to Downtown, must be pursued in order to sustain the Downtown revitalization program. The organizations should include a non-profit corporation leading the effort, providing the Downtown community as a whole with advocacy, unification, and leadership. This lead organization will be supported by three additional organizations; 1) a community development corporation whose role is to spur real estate development as well as provide financial support to the lead organization, 2) a redevelopment corporation to assist in property acquisition and assembly, and 3) a

community improvement district to bring the necessary services to Downtown, as well as provide financial support to the lead organization. In addition, there will need to be realignments of responsibilities made to existing organizations to ensure an orderly transition and avoid disruption of important current activities.

For Downtown Maryville to be successful it will require an Events Committee and an Economic Development Committee. Also, given the University is so integral to Maryville and Downtown, a Downtown Ambassadors Committee of the lead organization should be formed to keep the students, alumni, and University visitors “plugged in” to Downtown.

All organizations and committees will need to work together, as well as collaborate with many other interested groups, including the Chamber, the City, the County, and various State and Federal agencies under a lead 501 C(3) organization that might be named “Downtown Maryville, Inc.” (DMI). This overall “umbrella” organization is necessary to maintain the focus on Downtown into the future.

RECOMMENDED NEW ORGANIZATIONS

A. Downtown Maryville, Inc. (DMI)

Downtown Maryville, Inc. will be a private non-profit corporation designed to have broad community support and lead the revitalization efforts. DMI will be responsible for advocacy on behalf of the Downtown community and the promotion of its member’s interests. It will act as the leader of the Downtown revitalization effort, rallying volunteers, gathering resources, and pressing for progress. By lifting these responsibilities from the other attending groups, their efforts will be freed up to address their goals. DMI should be formed according to MO Ch. 355 statutes and meet IRS non-profit requirements.

As noted below, the Campaign for Community Renewal could formalize its structure to become Downtown Maryville, Inc., but if the leadership does not exist to drive this effort forward within the current Campaign members, new leaders will have to be found.

For the organization to function as intended, a full-time manager will be needed to oversee operations. Also, a support person will be required to handle administrative duties. Ideally staff will have broad qualifications although many functions may need to be initially provided by volunteers. Membership itself should be made up of a broad array of residents and businesses interested in Downtown revitalization.

Initial funding might include membership dues and membership would not be restricted to Downtown business owners but extend to the surrounding neighborhoods. Future funding should shift to the Community Improvement District or other opportunities. Other funding might also include grants, donations, fundraising, and contract fee income.

The board of DMI should be made up of both public and private entities. It is very important that the City is a partner in the Downtown Revitalization Program and shares in responsibilities. However, the Revitalization Program must be driven by the private sector; it is their efforts that will ultimately determine its success or failure.

DMI may choose to coordinate physical locations with an existing organization such as the NCED. While effective management of limited resources often requires efficiencies such as the sharing of personnel or office space, it is vital that DMI be able to locate its own offices in Downtown and have Staff dedicated to advancing the Revitalization Program. Organizations that share space and personnel rarely operate effectively as there are usually conflicting forces exerting pressure on the less established organization and this detracts from the mission and work program. That said, temporarily the situation should work, but the long-term plan should be a separate location.

While all groups seem to see the need for the formation of DMI, there are differing opinions and concern over introducing another organization. As noted under the recommendations for the Campaign for Community Renewal, the Campaign should adapt and formalize into Downtown Maryville, Inc. This effort can be overseen by a steering committee that involves all the organizations and ultimately guided by the City. The long range goal should be to make this organization sustainable on a programmatic basis, not project driven. In this manner Downtown can be assured of having a champion focused on its well being for years to come.

B. Maryville Downtown Community Improvement District (MDCID)

The Maryville Downtown Community Improvement District will provide an extra level of public service to the DREAM Study Area. The MDCID will channel private sector energy towards the solution of public problems and should work with Downtown Maryville, Inc., the City, and existing or newly formed development organizations to provide increased public financing sources that encourage private investment and meet the comprehensive objectives of the Downtown Revitalization Program. Funds generated by MDCID should be used to provide district marketing, administrative support, visitor / student assistance, event promotions, infrastructure, Downtown beautification, and encourage redevelopment of buildings. Should a Redevelopment Corporation be formed as well, it can obtain problem properties and receive Chapter 353 abatement. As the properties are improved, with guidance and funding from DMI, MDCID, and other Downtown development organizations, property values should increase and bring along surrounding property not abated by 353...creating increased funding in the MDCID.

The Maryville Downtown CID could contract with DMI to provide administrative and technical services for ongoing administration, but this will immediately require appropriate staff and training to be available at DMI. At the outset the organization can share office space and services with another organization or government entity, but should eventually be self-reliant and located in Downtown.

A Community Improvement District 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 MDCID in this manner 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 proposed district
- 5-year capital and service plan outlining purpose of district
- Cost estimates of improvements

The MDCID 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.

A political subdivision CID is organized through a petition which states whether the Board is elected or appointed by the ranking City official. The City should retain majority representation on the Board with Downtown property owners, residents, or business owners representing the remaining membership (proposed to include a member or members from DMI, any proposed Redevelopment Corporation or Community Development Corporation, and Nodaway County Economic Development, Inc.). It is recommended that the Board consist of seven (7) to nine (9) members. A political subdivision CID may be funded by levying a tax on property, charging a fee for a business license, or charging an additional sales tax. Initially it is recommended that the MDCID be funded utilizing a real property tax levy. In future years once business density has returned to Downtown and the sales volume has begun to improve, this organization can shift its funding source to, or supplement funding with, an added sales tax.

Funding provided by MDCID to DMI will strengthen the capacity of DMI to expand its marketing and promotion programs and materials, increase Façade Improvement program funding, and concentrate on retail and business attraction. For example, Downtown guides focused on assisting students of the university and alumni, could be a very compelling way to target that market and educate them on the businesses and services available. The CID could contract with DMI to provide this service through the Downtown Ambassadors Committee noted below.

C. Downtown Maryville Community Development Corporation (DMCDC)

Nodaway County Economic Development, Inc. may be able to fulfill some of the traditional Community Development Corporation roles, but their mission and work plan is very aggressive. It would appear that Downtown efforts will constantly be competing for attention. Should Downtown require better service, the Downtown Maryville Community Development Corporation should be pursued.

The DMCDC will be a Downtown based non-profit corporation formed to conduct public benefit projects and other redevelopment activities. The DMCDC can take on many roles in the effort, including housing development and commercial real estate development. Economic development, particularly small business development could be a focus, but the NCED and the Small Business Development Center likely provide this service adequately. The DMCDC is organized 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 DMI. Funding can be through donations, grants, and investment from members. With a multi-bank CDC, loans and equity can be provided to small businesses or development partners.

D. Maryville Downtown Redevelopment Corporation (MDRC)

The Maryville Downtown Redevelopment Corporation will be a tool for stimulating construction of new housing and commercial development. If a Ch. 353 Redevelopment Area is established the MDRC would be able to utilize the unique financial tools available through this Statute, as well as be a driver in property acquisition. The MDRC should work closely with the DMCDC in spurring real estate development in Downtown. The MDRC should be organized as a for-profit corporation, with limitations on earnings, pursuant to Ch. 353 statutes. Board members for MDRC should be represented by board members of DMCDC, the City, DMI, and other key stakeholders. It is possible that the Maryville Industrial Development Corporation could step forward when needed to fill this role, but it would be preferable to have investors and leadership solely focused on the Downtown's needs. 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. The purchases alone will increase Downtown property values and feed into the abatements.

E. Downtown Ambassadors Committee

Northwest Missouri State University is an integral component to the City of Maryville. The campus attracts students, alumni, and visitors from around the country. It is imperative that while these people are in Maryville, be it for a weekend, a semester, or several school years, that Maryville presents them with the best possible experience. The mission of the Downtown Ambassadors Committee will be to enhance that experience by presenting Downtown Maryville as a positive place for these visitors to live, work, and play.

This Committee will need to work closely with the University's Student Affairs Department as well as other groups. It will not be enough to have representation by University Board Members in attendance at meetings. The lower level staff members that come into contact with the students, visitors, and alumni need to know that they have a friendly City organization to rely on for tours, event and business information, and other student needs. Similarly the Downtown Ambassadors Committee needs to communicate effectively to the appropriate University staff to get ideas on educational programs for the merchants and ways to promote the Downtown's businesses.

This Committee can also serve as the welcoming committee or ribbon cutting group for new Downtown businesses by assisting the Chamber of Commerce.

F. Downtown Events Committee

The Downtown Events Committee will provide a focus on developing, promoting, and hosting events specifically designed to enhance Downtown business activity. These events should promote Downtown's strengths and attempt to establish the core of the City as an exciting and vibrant area.

Chamber events should be encouraged to be held in the Downtown and supported by the Events Committee. DMI and the Chamber should cooperate as the intent is to attract people to the event and showcase Downtown at the same time.

The Events Committee should also partner with the University to host events of interest to the student population. The effect on the Downtown retail market of 6,500 students for 9 months cannot be overlooked and events should be created to capture that market interest. These events should always occur in Downtown, however. Any outreach to the college is more appropriately through the Downtown Ambassadors Committee.

EXISTING ORGANIZATION ENHANCEMENTS

G. City of Maryville

Involvement of the City of Maryville is critical for the success of the Downtown Revitalization Program. City involvement demonstrates local government commitment and increases the likelihood of broad citizen participation. The City should assist in the development of all necessary political subdivisions and districts as well as participate in the 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 should continue and exceed the current level of activity. The City can help with leveraging other resources by providing a local match investment. 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.

Efforts that the City of Maryville should pursue include:

- The overabundance of inferior residential rental properties in the Downtown core should be addressed through zoning, code enforcement, and inspections. This situation is reaching a critical level and the issues involving the student population are noted numerous times in the DREAM focus groups. Like any population segment however, not all students are "problem" tenants, and not all property owners are "problem" landlords. The Downtown population will require education, all codes will need to be enforced fairly and firmly, and the property will need regular inspections. Zoning methods such as "down-zoning" can help reclaim housing stock that has been divided into apartments. Efforts such as these will cultivate an atmosphere of involved, respectful, and

knowledgeable residents to surround Downtown businesses and help them to thrive. The City will need to set the tone for these efforts and may come under much criticism. However, strong enforcement will attract quality outside investment. Top priority should be given to ensure that adequate personnel and resources are allocated to these municipal functions.

- The City should pursue a rental occupancy inspection program and work with the utility providers and the University to ensure off-campus students are living in safe housing situations. The City could work with the student population to ensure that they know their rights and insist on quality housing.
- The City should also keep a close eye on its housing and make certain it is prepared for any demographic shifts or housing issues that may arise. Again, cooperation with the University may enable this effort.
- The City will also need to provide attention to nuisance code enforcement, design guidelines, and signage, not only in the DREAM Study Area, but throughout the City. If the City is not maintaining its property, the private property owners will not respect their efforts to enforce any codes. Streetscapes need to be maintained and municipal buildings should be well cared for.
- The Municipal Court is an aspect not always present in many communities and the ability of Maryville to better manage its code offenders in this way can be used aggressively. The City should not frivolously issue citations, but should be fair and firm.
- The City should also aggressively pursue façade improvements and seek to assist private ownership as they restore their buildings. Financial mechanisms that the City can implement will be important to spur this aspect and should be pursued. As buildings are improved, it will be more likely that a quality business is attracted.
- The evening population of Maryville will continue to require policing and special attention. There have been numerous policy decisions tried through the years to keep the stereotypical “partying student” population under control. It is important to review these policies but be open to progressive ideas and understand that not every student fits this stereotype. Through a City leadership that constantly seeks to understand, and therefore control, this unique market, Downtown can be transformed into an effective business activity center that exploits, rather than opposes, the student population.
- The split “day and evening” population that occurs within most downtowns, has common traits and it is the positive, common traits to which Downtown should seek to appeal. For example, safety is a concern to every Downtown visitor, regardless of the time of their visit.

- It is recommended that the City take the lead initiative, in partnership with Downtown Maryville, Inc. (DMI) or the new lead organization, in educating and informing the Downtown community about the benefits of establishing the Maryville Downtown Community Improvement District (MDCID). By using the economic activity created by businesses to generate special tax revenue in the Downtown Area, this financing tool will provide a much needed resource that will strengthen DMI's programming and sustainability and stimulate increased private reinvestment in buildings throughout Downtown. These "small-scale" projects are not easily funded by State and Federal resources, therefore the MDCID provides the much needed revenue gap financing to make sure Downtown not only "leaps forward" with "big projects" but also makes incremental improvements on a recurring basis.
- The City should fully support the streetscape project and guide its expansion by incorporating these improvements and maintenance into its City-wide capital improvements plan. It appears that to date the only involvement has been financial in nature and that the responsibility for fundraising has been left to the Campaign for Community Renewal and Nodaway County Economic Development, Inc. As long as a plan is in place to expand the project, fundraising can still apply. There was an attitude noted in the DREAM Focus Group report of "If you build it, they will come and they will break it." It is important that the City understand that maintenance will be required on any capital improvements but said improvements are integral to establishing Downtown. This attitude cannot be allowed to stop construction on Downtown amenities. The City will have to provide law enforcement and prosecution where applicable. Additional activity due to the Downtown appearing friendly to visitors will also dampen any vandalism.
- The City should research establishing a local historic preservation commission and applying for Certified Local Government (CLG) status. A local historic preservation commission can take up the effort to develop a district focused on Downtown and will allow design guidelines to be implemented more easily. By obtaining CLG status the City will be opening new doors to grant opportunities. CLG status will also provide access to technical expertise on preservation standards and strengthen preservation efforts.

H. Campaign for Community Renewal

The Campaign for Community Renewal should seek to formalize its efforts and operate as a Downtown Maryville Program-based organization. Ideally this organization adapts and becomes "Downtown Maryville, Inc." and will seek to provide the overall leadership that the revitalization effort needs. This will require that the group become formalized and accountable. This will also mean that the Campaign for Community Renewal ceases to exist, but the resources can be adjusted to fit Downtown Maryville, Inc. The leadership that the Campaign has attracted needs to be acknowledged and taken to a higher level. If the leadership within the current Campaign for Community Renewal is not up to the task of changing their structure, new leaders must step forward.

Recommendations for the Campaign for Community renewal are:

- The Campaign should lead meetings with the Chamber, City, and Nodaway County Economic Development, Inc. with the goal of determining how best to structure and start Downtown Maryville, Inc. Campaign members have a place in DMI and should be involved to help guide the process. With the Campaign transforming into Downtown Maryville, Inc, the existing members and donors should be as involved in this process as they desire and their opinions given full consideration.
- In all cases, the Campaign, as well as the other entities, should portray that they are working together for the good of all Downtown. Press releases should regularly be sent to the papers with positive items about this cooperation. Disagreements can, and should, occur but should also be dealt with inside the organizations at internal meetings. The attitude toward Downtown in the public's eye is often very fragile.
- There is a place for the fundraising aspect of the current Campaign for Community Renewal and that effort should be rolled into DMI as a special committee. The Campaign volunteers have been very successful and their efforts should be continued, but with a firm organizational structure behind them. This should legitimize and improve fundraising efforts.

I. Greater Maryville Chamber of Commerce

It is fortunate that the Chamber supports Downtown without criticism from the rest of its membership. To sustain the revitalization efforts however, the Chamber will need to continue this support and encourage the startup of Downtown Maryville, Inc. Initially, DMI will require resources and this may cause tension as the new organization seeks its own membership base and funding sources. Eventually this tension will ease as the appropriate funding sources are created.

Suggestions for the Greater Maryville Chamber of Commerce to implement are:

- The Chamber should encourage the DMI startup meetings and help guide the process so that leaders from the Chamber are represented on the DMI Board.
- There may be some Chamber Committees that will overlap with DMI committees or efforts. Since the chamber is undergoing revisions to its long-term planning, these areas of overlap should be reviewed. The Chamber may need to let go of some responsibilities, events, or programs that DMI could provide, particularly those events or areas relating to Downtown. DMI should be empowered to guide Downtown and will need to be an important organization to Downtown businesses.

- It is also important that the Chamber portray a positive, working relationship. Disagreements can, and should, occur but should also be dealt with inside the organizations at internal meetings. The Chamber draws on an impressive base of members and volunteers and they should be encouraged to support the emerging lead Downtown group as well.
- As DMI grows the Chamber should encourage a way that memberships or donations to each separate organization can be cross-promoted for the benefit of both organizations. All Downtown groups will need to increase their support of the revitalization efforts and the Chamber can take the opportunity to lead by example in that effort.
- Current Chamber roles are along the lines of business information, consumer marketing, and policy forums. The Chamber should seek to enhance its value to its membership by developing leadership and business issue educational programs. These areas can be very effective in bolstering the human capital of the City and improving the competitiveness of all the City's businesses. Downtown businesses will benefit as well.

J. Nodaway County Economic Development, Inc.

Nodaway County Economic Development, Inc. (NCED) is a possible entity that could become the overall lead organization. However, because Nodaway County Economic Development has a broader focus than just Downtown Maryville, the best recommendation is to proceed with the creation of Downtown Maryville, Inc. The revitalization leadership may be tempted to lean on NCED, but it is imperative that there be a sustained effort for Downtown revitalization and as Nodaway County grows, the NCED will have many hats to wear. Currently there is already a wide array of services that NCED provides to the County on a contractual basis and those services need to continue. NCED should pledge full support and resources to Downtown Maryville, Inc. and help guide the start up process to ensure NCED representation and allow for DMI to tackle Downtown specific responsibilities.

Following are suggestions which NCED can implement to help in Downtown Maryville revitalization efforts:

- NCED should encourage the DMI startup meetings and help guide the process so that leaders from the NCED are represented on the DMI Board. NCED should also provide the in-kind services associated with the location on North Market Street, but not share leadership personnel with DMI.
- Any contracted responsibilities that are Downtown specific and are being provided by NCED should migrate to become the responsibility of DMI. This would not have to occur immediately, but should be something that DMI seeks as it enhances its own services to Downtown.

- There may be opportunities for NCED to continue to be the grant or revolving loan fund administrator for DMI, but as DMI grows and matures, NCED may need to understand the desire for this function to be controlled by DMI.
- Again, NCED should portray a supportive relationship for the good of Downtown. Disagreements can, and should, occur but should also be dealt with inside the organizations at internal meetings.
- NCED might be able to serve some Community Development Corporation functions, but it will be important for a CDC to be formed that is focusing its efforts on the Downtown on a constant basis. If a subcommittee and separate budget were set aside for Downtown Maryville, it's possible that such an arrangement might be successful.

K. Northwest Missouri State University

The University has important roles to play in the revitalization effort and has incorporated Downtown efforts into its long-range planning. It is imperative that the City and University move into the future together. Suggestions include:

- The University should consider all opportunities to increase its level of community involvement.
- As the Downtown Maryville lead organization forms, the University could provide expertise and training, assistance with non-profit corporation forming, and potentially access to an internship program to help the group through its startup period. This could ultimately evolve into a 'young community leaders' development program.
- The University should seek to work with the City to improve off-campus housing stock for its students. The University can help the City keep track of and plan for off-campus housing inventory as it develops its long-term plans. In addition, expansion of the University's on campus dormitories should continue and this may also help put the students into improved housing.

L. Nodaway County Commission

The County Commission should maintain its level of advocacy and leadership for the region and demonstrate the importance of Downtown Maryville by also maintaining involvement in the revitalization effort. Nodaway County recommendations follow:

- The County can also be an effective participant in regional matters relating to the connection of Nodaway County to the Kansas City Metropolitan Area. The County has already played an important role in highway improvements and as other opportunities arise, should be an integral player in future developments.

- Any future improvements to the Courthouse should be pursued. The existing improvements are impressive and have set the standard for the Downtown Maryville streetscape. Future improvements should seek to encourage visitors around the Courthouse and maintenance of the existing features is critical.

SECTION V

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 the **Appendix as Attachments 3-A and 3-B**.

The strength of Downtown Revitalization Programs is realized through unified collaborative action of the organizations toward agreed upon Revitalization Program goals and objectives. The leadership of the board of directors of individual Downtown organizations controls in great part the amount of collaboration between them. In order to attain a high level of cooperation, and agreement in goals and objectives, the boards should contain the same make-up (i.e. for the most part, the same people should serve on the various boards). Not only does this ensure intra-organizational cooperation it ensures control of the process among the key stakeholders: City government, Downtown businesses, and Downtown residents. It also makes best use of limited board recruit resources. Board make-up should include a majority of private or Downtown interests with public entity participation making up the minority. 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 gathering willing and appropriate participants to organize Downtown Maryville, Inc. This will be the lead Downtown revitalization organization and once formed can then assist with the development and creation of the supporting organizations and committees. A sample job description for the Executive Director position leading DMI can be found in the **Appendix as Attachment 4**. Additionally, after creating the board of directors for DMI the foundation will be laid for the remaining boards. As soon as DMI is formed attention should be turned to the creation of the supporting organizations and committees.

As the lead organization gathers steam and adapts to its responsibilities, the additional work of goal development, bylaw creation or adjustment, mission and vision development will follow. These activities can be very exciting and should not get politicized or hijacked for the grandstanding of any individual organization or project, but should be promoted to the public at every opportunity. Board and Committee recommendations can be found in **Attachment 5**. For the organizations that may undergo changes in roles and responsibilities **Attachment 6** may provide some insight as to how groups handle organizational change.

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.

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APPENDIX

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Attachment 1

Downtown Organizational Assessment Questionnaire

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Attachment 1

Downtown Organizational Assessment Questionnaire

This is a process to help the community evaluate the effectiveness of existing downtown organizations as well as get an understanding of important factors when considering forming a new downtown organization. It is important for the downtown community to look at its own organizations to determine how it might improve some of its functions, just as it is important to gauge the interest of the community in downtown revitalization. It is beneficial to have many perspectives on how these organizations function. Encourage participants to express their viewpoint even if they are the only one with that perspective or it may seem unpopular.

Community Characteristics

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

Organization Characteristics

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

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

Mission, Purpose, Goals, Vision, Etc.

19. Is there a straightforward and up-to-date written mission statement?
20. Is there a strategic plan being utilized?

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

Internal Organization Assessment – Committees

30. How many committees are there involved in your organizations activities?
31. What type of activities do the committees conduct?
32. Do committees have a clear statement of purpose?
33. Do committees have clear written goals and objectives?
34. Do the committees function?
35. Do the committees have specific roles and responsibilities that all members of the organization understand?

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

Internal Organization Assessment – Board

37. How many members are on the governing board?

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

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

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

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

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

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

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

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

46. Do board members trust each other?

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

48. Do board members avoid conflicts of interest?

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

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

51. Are board members talents being fully utilized?

52. Are board members individual contributions recognized?

53. Are board members collective efforts acknowledged?

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

Internal Organization Assessment – Membership

- 55. Does the organization currently have committed and active members?
- 56. Does the organization's membership base have diverse downtown/community interests and perspectives
- 57. Is the organization's membership base growing, shrinking, stable?
- 58. Does the organization currently have enough people to carry out its purposes and goals?
- 59. Does the organization have sufficient skills and diverse community interests and perspectives?
- 60. Does the organization have a system for recruiting members for specific needs?
- 61. Does the organization have an orientation session for new members?
- 62. Does the organization have a drop-out problem?
- 63. Are general member's talents being fully utilized?
- 64. Are general member's individual contributions recognized?
- 65. Are general member's collective efforts acknowledged?

Leadership Characteristics and Effectiveness

- 66. Are board decisions usually made by:
 - h. The board
 - i. The officers
 - j. Executive director
 - k. The committees
 - l. Specific individuals
 - m. The membership
 - n. Combination of above
- 67. Does the leadership of the board and its committees effectively encourage different points of view in discussions?

68. Does the leadership of the board and its committees effectively minimize personality differences?
69. Does the leadership of the board and its committees effectively deal with power struggles and hidden agendas?
70. Does the leadership of the board and its committees encourage teamwork?
71. Does the leadership of the board and its committees instill enthusiasm for work to be accomplished?
72. Does the leadership of the board and its committees identify and celebrate milestones?
73. Has the board clearly identified its roles and responsibilities as a board?
74. Has the board clearly identified the roles and responsibilities of the executive director, and his/her relationship to the entire board?
75. Has the board developed a means for minimizing the communication of conflicting board members' expectations to the executive director?
76. Has the board established a process for obtaining staff input for board decision making?
77. Do board and committee meetings have agendas and are they announced in advance of the meeting?
78. Do board and committee meetings follow these agendas?
79. Do board and committee meetings proceed efficiently and effectively?
80. Do board and committee meetings have minutes prepared and distributed in a timely manner?
81. Does the leadership ensure that action goes forward in an orderly manner by seeing to it that decisions are actually made?
82. Does the leadership see to it that all members understand that decision?
83. Does the leadership see to it that someone takes responsibility?
84. Does the leadership see to it that those persons clearly understand their assignments and specific tasks?
85. Does the leadership see to it that visible results occur?
86. Does the leadership see to it that results are reported to the group?

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

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

Fiscal Resources

88. Approximately what is the organizations annual budget?

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

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

90. What fundraising activities does the organization undertake?

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

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

93. Is the organization driven primarily by its:

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

Community Networking and Coalition Building

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

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

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

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

97. Does the organization have input into public policy?

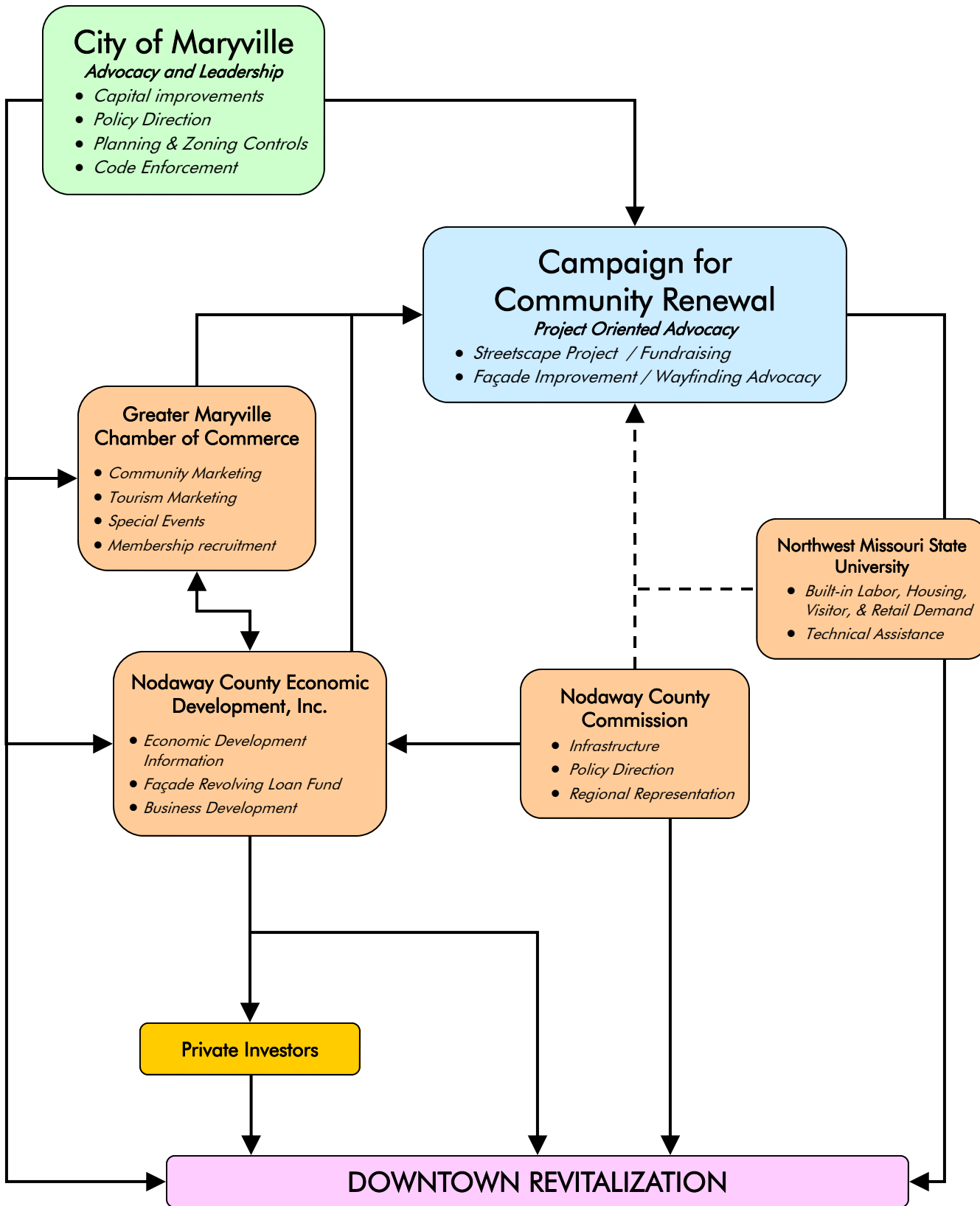
98. Does the organization network at the regional, state, national levels?

Attachment 2-A

Existing Downtown Organizational Structure

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ATTACHMENT 2-A
EXISTING DOWNTOWN ORGANIZATIONAL STRUCTURE

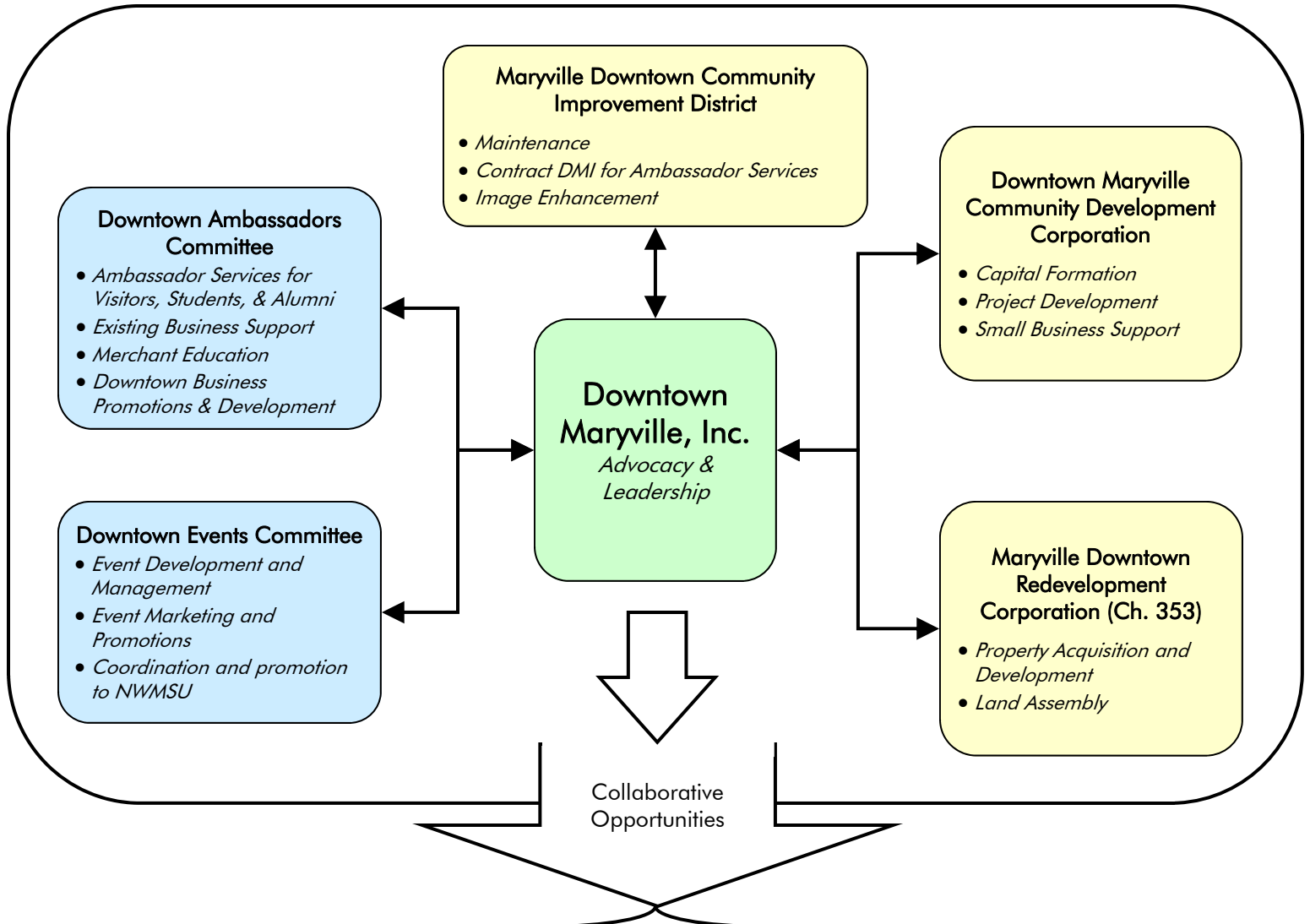


Attachment 2-B

Recommended Downtown Organizational Structure

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RECOMMENDED DOWNTOWN ORGANIZATIONAL STRUCTURE



Northwest Missouri State University

- Built-in Labor, Housing, Visitor, & Retail Demand
- Technical Assistance
- Maintain Active Interest in Downtown Issues

Nodaway County Economic Development, Inc.

- Economic Development Information
- Façade Revolving Loan Fund / Funnel Fees to Downtown
- Business Development / Issue Advocate

Greater Maryville Chamber of Commerce

- Community / Tourism Marketing
- Economic Development Information / Property Listing
- City-wide Business Development
- City-wide Special Events
- Membership Services / Recruitment

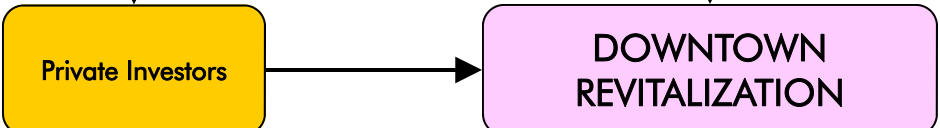
City of Maryville

- Capital Improvements
- Policy Direction
- Planning & Zoning
- Firm Code Enforcement
- Financial Incentives

Certified Local Government Status

Nodaway County Commission

- Infrastructure
- Policy Direction
- Regional Representation



Attachment 3-A


Downtown Organizations and Responsibilities

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Attachment 3-A - Downtown Organizations and Responsibilities

Elements of a Successful Organization	Existing Organizations						Recommended Organizations					
	City of Maryville	Campaign for Community Renewal	Greater Maryville Chamber of Commerce	Nodaway County Economic Development, Inc.	Northwest Missouri State University	Nodaway County Commission	Downtown Maryville, Inc. (DMI)	Maryville Downtown Community Improvement District (MDCID)	Downtown Maryville Community Development Corporation (DMCDC)	Maryville Downtown Redevelopment Corporation (MDRC)	Downtown Ambassadors Committee	Downtown Events Committee
Leadership												
Management Characteristics												
Board Attributes												
Forming Partnerships												
Community Involvement												
Organization Funding												
Organizational Strategic Planning												
Project Planning and Facilitation												
Business Attraction, Retention, and Expansion												
Residential Development and Neighborhood Revitalization												
Downtown Advocacy												
Real Estate Development Body												
Direct Marketing												
Special Events Planning												
Retail and Event Promotions												
Safety, Security, and Beautification												

 Essential Participant

 Support Participant

Attachment 3-B


Specific Downtown Issues and Responsibilities

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Attachment 3-B - Specific Downtown Issues and Responsibilities

	Downtown Maryville Inc.	Maryville Downtown Community Improvement District	Downtown Maryville Community Development Corporation	Maryville Downtown Redevelopment Corporation	Downtown Ambassadors Committee	Downtown Events Committee	City of Maryville	Greater Maryville Chamber of Commerce	Nodaway County Economic Development, Inc.	Northwest Missouri State University	Nodaway County Commission
Infrastructure											
Streetscape / Landscape / Green Space Implementation											
Streetscape / Landscape / Greenspace Maintenance											
Parking Lot Improvements											
Wayfinding Improvements											
Building & Historic Design Guidelines											
Façade Improvements & Funding											
Building Code Enforcement											
Safety											
Commercial Property Acquisitions											
Commercial Property Renovations											
Retail Attraction											
Merchant Education											
Retail Promotions											
Downtown Event Development & Promotions											
Tourism Marketing											
Transportation Enhancements											
Residential Development & Improvements											
University / Student Relationship											

 Essential Participant

 Support Responsibility

Attachment 4

Sample Job Description

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Attachment 4 Sample Job Description

**Downtown Maryville, Inc.
Executive Director**

Position Overview

The Executive Director position requires an energetic, results-oriented professional eager to be the champion of Downtown Maryville, Inc. 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, Northwest Missouri State University, and a diverse group of other stakeholders. Unification of the downtown groups involved will be critical and the Director will need to manage conflict and develop consensus. The Director will effectively and efficiently manage the use of limited resources available.

Primary Duties and Responsibilities

Leadership

- Charged with informing and educating the public through local media and marketing tools
- Bring focus and vision to the Downtown Revitalization Program and the Organization
- 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
- Provide effective guidance for contracted work for various entities such as the future Community Improvement District
- Build grassroots community support for the Downtown
- Build and enhance the relationship between Downtown Maryville and the University's student, visitors, and alumni

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 in cooperation with other entities such as the Greater Maryville Chamber of Commerce or Nodaway County Economic Development, Inc.

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

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

Attachment 5

Board and Committee Recommendations

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Attachment 5

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.

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.

- **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.

- **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.

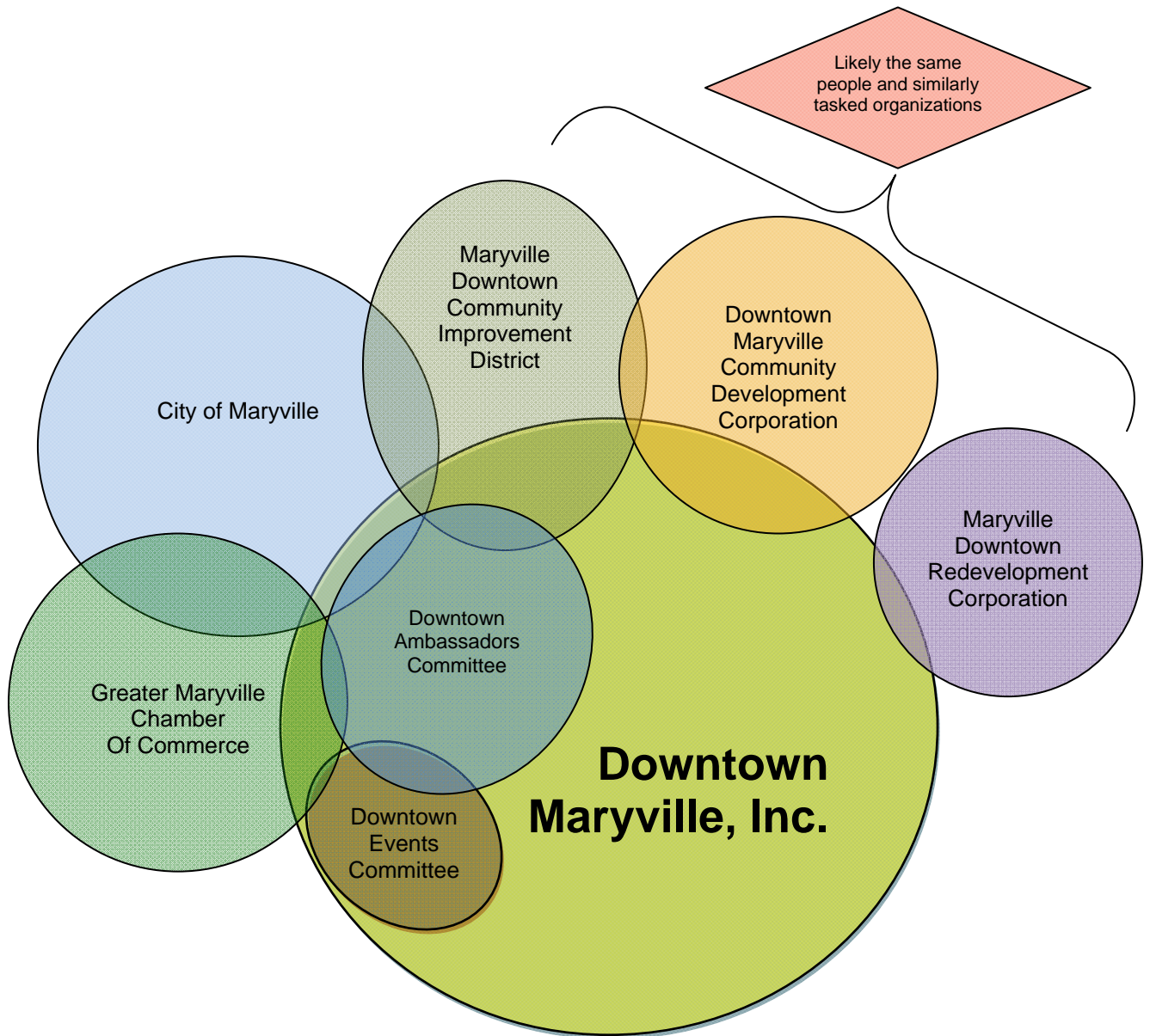
Meetings can, and should be, fun! Organizations with participants that do not enjoy their meetings have greater problems with attendance, retention, and task accomplishment.

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.

SPECIFIC RECOMMENDATIONS FOR MARYVILLE:

- **Maryville Organizational Relationships:**

The individuals that serve on the various organizations proposed for Maryville should have the following relationships if possible:



As each group matures or develops its work plans, the above diagram may change. It is meant for reference only to strive for interrelationships between the groups.

- **Formation of Downtown Maryville, Inc.:**

This umbrella organization is the first and most critical step for downtown revitalization. In the case of Maryville the Campaign for Community Renewal may contain the leadership necessary to consent to adapting their purposes for this organization, but they will need to have a formal structure and clear objectives. The existing members may not be prepared to enhance their involvement.

Regardless, Downtown Maryville, Inc. should consist of the major stakeholders in downtown. The first step is to identify these stakeholders and determine who might be potential board members. This will need to be initiated by knowledgeable people willing to serve on a formation committee. It is suggested that members of the existing Campaign for Community Renewal, NCED, The Chamber, and City serve on this formation committee. The committee should review chapter 355 statutes and non-profit guidelines to develop a suggested mission statement and general bylaws. The services of an attorney and accountant are recommended.

The next step is for the formation committee to identify contacts of and approach the desired DMI members to 'sell' them on the need for the group.

Once the board members are meeting, DMI should:

- Adopt a mission statement and bylaws
- Proceed with the incorporation of DMI
- Adopt the Executive Director's job description and start a job search
- Identify funding sources before and in addition to the CID to be formed
- Begin meeting and discussing committees and goals

- **Potential New Director tasks:**

- Search for foundation grants for operating expenses
- Schedule a Board & Staff retreat
- Communicate & implement retreat outcomes

- **Retreat Outcomes should consist of:**
 - Establishment of overall goals and needed committees
 - Develop committee goals and oversight to keep committees on task to achieve their goals
 - Plan for membership dues, launching a contribution campaign, and/or other ways to obtain multi-year donation commitments

- **Formation Committees:**
 - The Maryville Downtown CID should be addressed first as this is a critical step to develop a funding stream to support the operations of DMI. The City should take the lead with assistance from DMI and other interested groups. This step will establish an added sales tax so it is critical to allow enough time for education and promoting the effort. This step could begin before the DMI Executive Director is hired as there will be a lag before revenues are generated. The area needs to be identified, analyses developed, the property owners contacted and convinced, and petitions circulated.
 - The formation of a downtown CDC could come next. Potentially NCED might play a role in some CDC activities.
 - Finally the for-profit Downtown Redevelopment Corporation can be addressed in a similar manner as DMI. This group may not need to be created immediately, but DMI should be prepared for its eventual creation.

Attachment 6

The Nature of Organizational Change

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Attachment 6

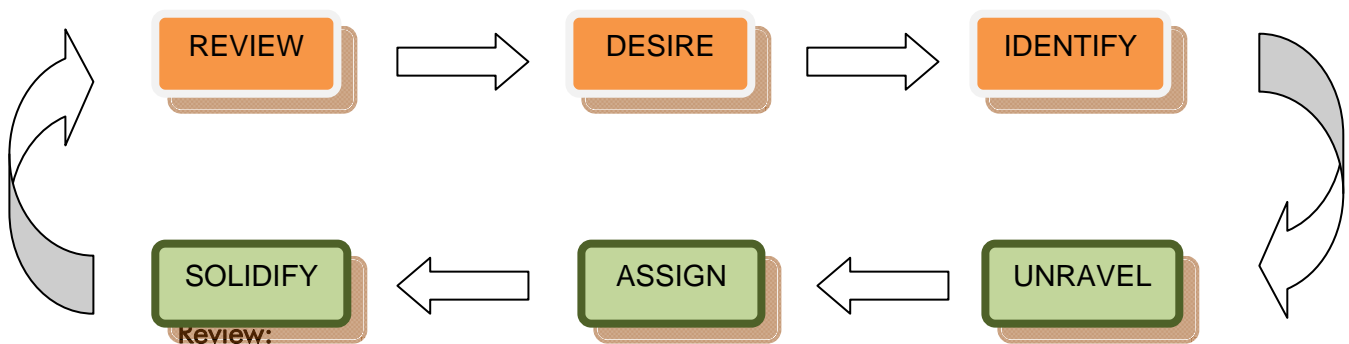
The Nature of Organizational Change

There is constant pressure on organizations to adapt to the changing conditions of their marketplace. This pressure may be external or may come from within, but cannot be avoided. The challenge for downtown revitalization oriented organizations is adapting to these pressures while maintaining the work program required for revitalization advancement.

Each group involved with the downtown will have a unique set of factors that will drive its changes and each group will also respond in its own way. Effective leadership will be required to guide the groups to a harmonious and effective solution.

Attributes of Change:

- Change is inevitable and does not discriminate
- Organizations that prepare for change will change more smoothly
- *Micro Changes* are focused on the individual and are common
- *Organizational Changes* are throughout the structure and involve reassignment of roles, reporting, and responsibilities
- *Macro Changes* are shifts of a complete and total nature
- Some changes will be more than one of the above
- Change is a process whereby the leadership of the organization desires to change, identifies the changes, unravels the old ways, assign the groups the new roles and responsibilities, and allow the structure to solidify before further review



The review step is the component where the pressures for change are monitored and recorded. This step needs to be well documented to provide the necessary reasons for changes made in later steps. This step is an honest look at the successes, and consequences, of the current organization. As the review data is analyzed, any desires to change will become clear.

Desire:

Desire is absolutely critical to effect change. From within the groups a champion or sponsor should emerge that will publicly support the effort and commit resources and attention to seeing the change through. This individual or group should work to unite the affected organizations and demonstrate the shared reasons and vision for the change.

Identify:

It is important, at this point to move into the identification step. Too often groups jump into action without proper planning and at the earliest scrutiny these actions fall apart as they have no substantive planning methodology to support them. Commitments should be obtained from the organizations and downtown stakeholders as the shared vision emerges.

It is also important to learn the motives of the key stakeholders, interested volunteers, and potential opponents to the change effort.

Unravel:

This will be a difficult task, but careful attention to the details involved in the earlier steps should help the effort.

The personal benefits of the changes, ("What's in it for Me?"), will need attention and promotion. On an individual level, the support for the changes will be decided by how difficult it will be to resist the changes. This is an important consideration.

The new roles and responsibilities must be very clear. Communication and understanding must occur effectively and timely. There will be a tendency to shift any responsibility for failures onto the new structure and this must be overcome.

Assign:

As new tasks and roles are assigned, distrust will grow. There will be questions by the individuals who desire to be the victims of the changes rather than participants. The leaders of the change effort and the champion group or individual, will come under scrutiny. The leaders will have to communicate clearly and honestly. The leaders cannot take the oppositions comments personally but should instead continue to promote the reasons why the change is important to the downtown.

Active volunteers that demonstrate the initiative to help guide the change should be encouraged. These individuals can be the examples for others to enhance their support and will have the ability to infuse the organization with their own opportunities for growth and development.

Solidify:

As the new roles and responsibilities are adapted to, an environment of trust must be built, both among the organizations and with the public. This will take time. It is critical that all groups present full support for all the other groups. Conflicts will occur, but should be discussed as objectively as possible at Board Meetings. Conflict needs to be managed in a constructive way. Avoidance or denial of the issue is not constructive and only bolsters the dissent.

Some groups will feel they need to fight for their very existence, when what they are being asked to do is to play a different role in downtown. Potentially that role could be more important than the current role, but that will depend on the desire of that group to be involved in the changes needed.

These issues may not be apparent at first. The structure will need some time to develop and the leadership must pay careful attention to address the problems that arise. Swift action may mean the difference between a total loss of support or just a needed review meeting.

As the structure stabilizes, it will be important to have honest, ongoing review sessions. This review may lead to new changes.

Change will create conflict. The leaders involved need to enter the process with the knowledge that most people will resist it, that any that support it are involved because of their own motives, and that the leadership itself will come under scrutiny. If the change is based on a solid review of existing conditions, related to the core values and efforts of the downtown revitalization efforts, and is promoting personal benefits to the involved organizations and individuals it stands a better chance at being an effective change.

There will be barriers to change. New responsibilities must not only be taught, but constantly reinforced and the individuals involved held accountable. Those resistant to changes may simply attempt to ignore the new structure and hope it goes away. Leadership must be focused on the long-term vision and willing to take on the responsibilities of leading the changes. Expectations must also be realistic and flexible.

Specific Roles for Downtown Organizational Structure Change:

There are a few roles that are typical in downtown organizational structures. Some groups or individuals will fall into more than one role. Everyone involved should seek to understand their responsibilities.

Cities tend to be sponsors as they are given legislative power over the geography of the downtown. A City government must understand the needs of downtown to effect any changes in its organizational structure. A County Commission may play a part in being a sponsor.

It is possible that a Chamber of Commerce will be strong enough to play a sponsor role. This will come about only if the City Government has relinquished its role in downtown and this is not an effective structure.

SPONSORS

This group has the power to influence the change to occur. It provides support, resources, and legitimacy.

The Champion of the change effort will likely come from this group.

The downtown organizational model has at its core a facilitation group responsible for the Downtown Revitalization effort, and is therefore responsible for any organizational structure changes required to sustain the revitalization effort.

In addition to the recommended 'umbrella' organization, other groups such as City Council Committees, Chamber Boards, Incentive Districts, and others may fill facilitator roles.

FACILITATORS

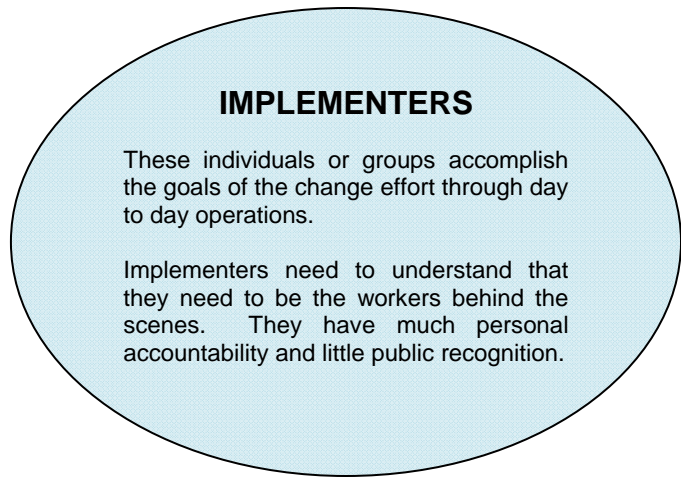
The individual/s responsible for causing the required work programs to be adopted that will affect the changes.

The umbrella downtown oriented non-profit recommended organization is in this group.

The implementers are the groups or people who actually conduct the effort of change. In a downtown this will likely be a City Staff person such as an Administrator, Planner, or a Development Director.

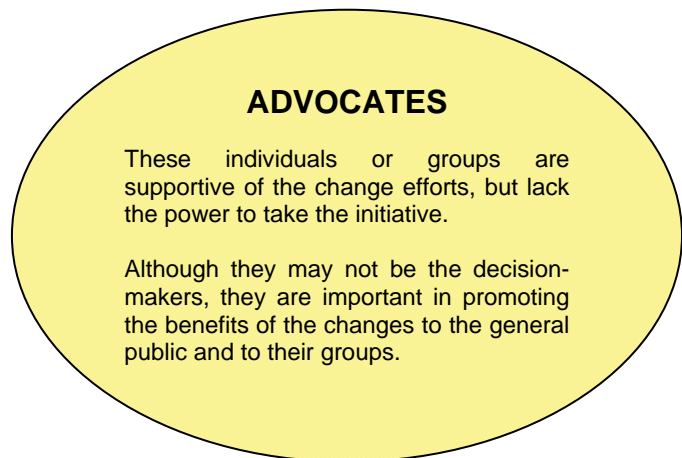
Executive Directors, Presidents of the Chamber, and Committee Chairs will also help to fill this role. There should be many implementers.

These individuals will also be the analysts as to the effectiveness of the changes occurring. It is critical that these implementers are honest about their reviews as they report to the sponsors and facilitators.



Advocates to downtown changes can be identified throughout the organizational structure and will be helpful in sustaining a broad base of support and momentum.

Business and property owners, periphery organizations such as libraries and museums, newspapers, school boards, colleges, and other City Departments are examples of advocates.



Effective leadership and desire will need to be in place at all levels of a downtown's organizational structure to adjust roles and responsibilities among groups and individuals. Knowing the process and traits of organizational changes should help those leaders bring about a smoother transition to a more effective structure. The rural downtowns of today face so many challenges, that an ineffective leadership structure can be disastrous.

