

ORGANIZATIONAL STRUCTURE REVIEW

EVALUATION FINDINGS AND
PRELIMINARY RECOMMENDATIONS

CITY OF KIRKSVILLE, MISSOURI

September, 2008



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I N I T I A T I V E

ACKNOWLEDGMENTS



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



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TABLE OF CONTENTS

<u>SECTION</u>	<u>PAGE</u>
I. INTRODUCTION	1
II. EXISTING ORGANIZATIONS AND REVITALIZATION EFFORTS	3
A. City of Kirksville	4
B. Kirksville Downtown Improvement Committee, Inc.....	4
C. Kirksville Chamber of Commerce	5
D. Truman State University	5
E. A.T. Still University	5
F. Kirksville Arts Association	5
III. ELEMENTS OF SUCCESSFUL ORGANIZATIONS AND REVITALIZATION EFFORTS	7
A. Leadership.....	7
B. Management Characteristics.....	7
C. Board Attributes	7
D. Forming Partnerships.....	8
E. Community Involvement	8
F. Organization Funding.....	8
G. Organizational Strategic Planning	9
H. Project Planning and Facilitation	9
I. Business Attraction, Retention and Expansion	9
J. Residential Development and Neighborhood Revitalization.....	9
K. Downtown Advocacy	10
L. Real Estate Development Body.....	10

M. District Marketing	10
N. Special Events Planning	10
O. Retail/Event Promotions	10
P. Safety, Security and Beautification	11
IV. RECOMMENDED ORGANIZATIONAL STRUCTURE DEVELOPMENT AND ENHANCEMENT	12
<u>RECOMMENDED NEW ORGANIZATIONS</u>	
A. Kirkville Downtown Community Improvement District.....	13
B. Kirkville Downtown Community Development Corporation	14
C. Downtown Events Committee	14
D. Downtown Economic Development Committee.....	14
<u>EXISTING ORGANIZATION ENHANCEMENTS</u>	
E. City of Kirkville	15
F. Kirkville Downtown Improvement Committee, Inc.....	16
G. Kirkville Arts Council.....	17
H. Downtown Merchants Group	17
I. Chamber of Commerce	17
J. A.T. Still University, Truman State University and the University Partnership Committee	18
V. CONCLUSIONS, IMPLEMENTATION AND FUTURE WORK.....	19

APPENDIX

Attachment 1 – Downtown Organizational Assessment Questionnaire

Attachment 2 – A – Existing Downtown Organizational Structure

Attachment 2 – B – Recommended Downtown Organizational Structure

Attachment 3 – A – Downtown Organizations and Responsibilities

Attachment 3 – B – Specific Downtown Issues and Responsibilities

Attachment 4 – Sample Job Description

Attachment 5 – Board and Committee Recommendations

SECTION I

INTRODUCTION

All cities are unique in terms of their physical assets, community resources, history, and sense of place. Many cities also share one common characteristic; downtown decline. This decline of downtowns presents a problem for economic developers, governments, and citizens from small rural communities to large metropolitan regions, as the consequences negatively affect the economic health of the remainder of the city and region. A community's overall economic and social health is influenced by the viability of its downtown. From a social standpoint, downtown embodies the heritage of the community and gives it a sense of identity. From an economic standpoint, downtown serves as the primary commercial hub where residents can work, shop, and live. A Downtown Revitalization Program encourages a dynamic downtown that features unique retail opportunities, tourist attractions, employment possibilities, social interaction, and recreational outlets to residents and visitors. Downtown revitalization can benefit cities by improving their economic base, fiscal condition, and well-being of residents.

A Downtown Revitalization Program (the "Program") is a community process that requires local champions willing to invest time and effort to make the Program work. A successful Program requires planning and strategic implementation by many organizations, including both a city government that is dedicated to downtown improvements, and active downtown organizations that have broad, community-wide support. The Program involves coordinating a complex but interrelated series of events, the successful coordination of which relies on the cooperation of various community groups.

Successful revitalization depends on a variety of components including:

- Committed 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

It is important to assess existing downtown organizations, revitalization efforts, the downtown business community, and the community at-large. In evaluating an existing organization the decision must be made whether it is still relevant and can effectively complete downtown revitalization responsibilities. A critical analysis should also be made concerning the need for:

1. Encouraging the sustainability of existing organizations that are effectively carrying out the Downtown Revitalization Program,
2. Revamping, or changing, an existing organization to achieve the objectives of the Downtown Revitalization Program, or

3. Establishing new organizations (sometimes replacing one or more ineffective, existing organizations) to complete the Downtown Revitalization Program.

The preferred action is to encourage the sustainability of existing organizations that are effectively completing the Program. In many instances, however, 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 the downtown. In these cases, organizational change is intended to “build organizational capacity.” The “capacity” of an organization includes its financial resources, personnel or staff, volunteer activity, and leadership. A clearly defined mission and strategic plan are necessary for organizations undergoing change as these institutional frameworks serve both to guide, and to serve as a foundation upon which to build capacity.

Setting up new organizations and committees is often a better option than revamping existing ones. 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 organization with broad based support, a clearly defined and independent mission, new goals, and an infusion of fresh spirit into the revitalization efforts. A new group can combine all the principles of a successful revitalization organization into one working unit. However, the establishment of new organizations requires additional resources, and the effort must be organized carefully or it may be seen as merely an extension of previous failed efforts by ineffective organizations. Many Programs will have the advantage of building upon previous successes as a result of past efforts.

SECTION II

EXISTING ORGANIZATIONS AND REVITALIZATION EFFORTS

A prerequisite of DREAM Initiative program selection requires that a city demonstrate broad community-wide support for the revitalization of downtown. Kirksville residents, businesses, political leaders, and visiting college students speak of the importance of a vibrant Downtown and their interest in Downtown Revitalization. These sentiments were clearly illustrated in the focus Groups conducted in Kirksville on April 14, 2008 which included all the above named groups. While the results of the Focus Groups are not scientific, they can shed light on important issues in the community. Significant findings from the Focus Group Survey Report include:

Participants generally agreed that downtown Kirksville is moving slowly in the right direction, but there is a lot of unrealized potential for downtown. The recent aesthetic improvements around the downtown courthouse have included green space, sidewalk repair, and beautification.

Some participants also felt that the downtown is not yet doing a good job catering to Truman students, who are located within walking distance of downtown. Also, the groups felt that new business needs to be brought downtown in order to fully revitalize it. Most importantly, according to some in the groups, the city and downtown businesses need to develop a cohesive vision for downtown and need to consistently and productively communicate with each other to make this vision a reality.

Participants felt that the downtown's purpose is not to compete with Wal-Mart, J.C. Penney, or Hy-Vee, but to offer a unique experience to customers and to fill niches that major stores do not.

These findings indicate that participants are interested in returning Downtown Kirksville into the dynamic hub of activity that it once was. Additionally, they provide insight into how to achieve that goal. The above comments are a small selection from the Focus Group Report, full transcripts of the Focus Groups are available from the City of Kirksville.

Downtown Revitalization in Kirksville that has occurred to date is primarily due to five organizations: the City of Kirksville, Kirksville Downtown Improvement Committee, Truman State University, A.T. Still University, and the Chamber of Commerce. These organizations are also referred to as the Downtown Partners. These organizations are supported by a number of additional organizations and volunteers including; Adair County Historical Society and Kirksville Arts Association. **Exhibit 1- Existing Organizational Structure**, located in **Appendix A**, depicts the relationship of various organizations impacting the Downtown Revitalization Program. The following is a description of the organizations impacting Downtown and their current role in supporting the Downtown Revitalization Program. The DREAM Initiative discussed the function of the existing organizational structure with representatives of the City of Kirksville, Truman State University, A.T. Still University, Adair County Historical Society, Kirksville Arts Association, Kirksville Downtown

Improvement Committee, and the Chamber of Commerce within the context of a "Downtown Organizational Assessment Questionnaire." A copy of the "Downtown Organizational Assessment Questionnaire" is located in the **Appendix as Attachment 1**.

A. City of Kirksville

The City has an important role to play in all aspects of revitalization, but particularly: building code, nuisance, and law enforcement, solving zoning conflicts, and providing financial assistance. The City of Kirksville has continually fulfilled its role in Downtown revitalization. The City has worked tirelessly to improve the economic and physical conditions of Downtown and create opportunities for revitalization.

There are a number of recent Downtown Revitalization accomplishments that the City is responsible for. One of the most significant is the commissioning and adoption of the Downtown Improvement Plan in 1999. This plan acted as a catalyst for revitalization efforts for the next few years in Downtown. Following the adoption of the Improvement Plan the City created a TIF district to begin implementing the Plans recommended Courthouse Square and streetscape improvements. Additionally, the TIF commission and the Downtown Partners continued their dialogue about important Downtown Projects, continuing important lines of communication.

The City has also continued to pursue establishing a Local Historic Preservation District and developed Downtown Design Guidelines in 2004. The City has encountered opposition to a number of the recommendations of the Design Guidelines, including the removal of the Downtown Canopies and establishment of the District itself, but has worked hard to continue implementing these important steps.

With the exception of TIF, the City has not placed in service a dedicated tax revenue allocation process for continuous reinvestment in the Downtown as the City must balance community-wide needs with those of a Downtown's aged infrastructure.

B. Kirksville Downtown Improvement Committee, Inc.

Formed in 2003, the Kirksville Downtown Improvement Committee, Inc. (KDIC) was originally a committee operating under the umbrella of the City of Kirksville. However, to increase the independence of the organization it was incorporated and is working on achieving its 501(c)(3) status with the Federal Government.

The KDIC has formed a number of committees to work on specific events throughout the year as well as to develop and promote membership of the organization. Currently the KDIC has a strong base of membership from the businesses in Downtown. It was however noted that there is limited involvement from the general community of Kirksville in KDIC and Downtown Revitalization efforts.

The existing committees currently operate in a somewhat ad hoc manner, typically meeting on an as needed basis surrounding the particular events for which they are responsible. The Board operates in a more structured manner, meeting monthly, utilizing

meeting agendas, requiring quorum, etc, as set out in the by-laws. The committees and Board have been operating very effectively in their current structure.

The KDIC is working off of the remaining Gross Receipts Tax that the City collected on their behalf. However, this funding mechanism is not a viable option for sustaining their efforts or a Downtown Revitalization Program. Funding will become of increasing importance to the KDIC as it directly relates to its goals and efforts of the organization.

C. Kirkville Chamber of Commerce

The Chamber is an independent membership-funded organization whose programs involve small business assistance, regional marketing, business advocacy, economic development and event planning and promotion.

As a committed partner to Downtown revitalization, the Chamber has and continues to provide expertise and resources for Downtown Revitalization including providing space for the KDIC to meet. The Chamber is a Downtown business and also collaborates with the City on economic development.

D. Truman State University

Truman State University believes that its fate and that of Downtown Kirkville are intertwined and as such is committed to Downtown Revitalization. Truman believes that in order to be competitive to attracting students Downtown needs to improve. As such, Truman is a member of the Downtown Partners Group which was formed to work with the 1999 Downtown Improvement Plan. Truman educates mainly conventional college students, with few commuters, therefore the University offers a great advantage to Downtown in the form of its student body and their economic impacts.

E. A.T. Still University

A.T. Still University is committed to Downtown Revitalization for many of the same reasons named above for Truman State University and, has been just as involved in efforts to date as well. A.T. Still was instrumental in the development of the movie theatre in Downtown and Jefferson Streetscape improvements. One significant difference between Truman State University and A.T. Still is the demographics of their student body. A.T. Still serves graduate and professional degree seeking students, older than traditional students and often married with children. This presents an additional benefit and market for downtown.

F. Kirkville Arts Association

Formed in 1995 the Kirkville Arts Association immediately began implementing its mission to “partner and serve to foster arts in the community”. The organization currently operates out of a building in downtown purchased in 2005. The Kirkville Arts Association has programs established to serve the region, and also specifically that benefit

Downtown Kirksville (such as the Summer on the Square). The Kirksville Arts Association has 200 members and many volunteers that support its part-time director and extensive operations.

SECTION III

ELEMENTS OF SUCCESSFUL ORGANIZATIONS AND REVITALIZATION EFFORTS

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

A. Leadership

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

B. Management Characteristics

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

C. Board Attributes

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

responsible for completing them. While there are no set guidelines for the size and make-up of boards, it is recommended that 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 Downtown Housing Market Analysis component of the DREAM Initiative.

K. Downtown Advocacy

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

L. Real Estate Development Body

Successful Revitalization Programs include a real estate development body that encourages private investment in real estate. There are many ways to aid real estate development including: land assembly; preparing property for development; financial assistance; and tax incentives. Many successful Revitalization Programs create a 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.

SECTION IV

RECOMMENDED ORGANIZATIONAL STRUCTURE DEVELOPMENT AND ENHANCEMENT

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

Kirkville's existing downtown organizational structure has many entities involved in the evolving Downtown Revitalization Program. As such, the current organizational structure has established a foundation for incorporating some of the elements of successful organizations and revitalization efforts described in Section III. However, there are elements that are not currently being addressed, or have not been historically needed, which may become important features of the Downtown Revitalization Program. The evolving needs of a Downtown Revitalization Program require that the organizational structure be flexible in order to increase capacity to address these elements in the future and potential additional needs.

Aside from the City, there is no funded agency working for downtown revitalization. The KDIC is well organized and focused on downtown but lacks the financing necessary to realize its vision. The Chamber, Truman State University, and A.T. Still University also greatly increase the effectiveness of the Downtown Revitalization Program, but each has interests outside of Downtown. Additionally, the City has pressures that may limit their continued focus on the downtown and could potentially bring scrutiny from other areas of their respective constituents.

It is important that the KDIC has an appropriate focus for downtown, adequate resources including personnel and funding, support from other 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, broad based, widely supported, sustainable effort.

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 bring the Downtown Kirkville Revitalization Program up to speed. The organizations should include the KDIC leading the effort, providing the downtown community as a whole with advocacy, unification, and leadership. This lead organization will be supported by two additional organizations; a community development corporation

whose roles is to spur real estate development as well as provide financial support to the lead organization, and a community improvement district to bring the necessary services to downtown, as well as provide financial support to the KDIC. In addition to these organizations there will need to be other realignments of responsibilities made to ensure an orderly effort and not disrupt important current activities. A successful downtown requires an events committee and an economic development committee specific to downtown.

The following recommendations are made in two parts. First, recommendations will be provided for “organizational structure capacity” enhancement through the establishment of new organizations to complement the existing organizational structure. Second, recommendations are suggested for the enhancement of the existing organizational structure capacity, whether it is specific to an organization or to an element of successful revitalization efforts involving several organizations. The funding necessary to sustain these organizations will be addressed in more detail in the Financial Assessment Review component of the DREAM Initiative.

RECOMMENDED NEW ORGANIZATIONS

A. Kirkville Downtown Community Improvement District (KDCID)

The Kirkville Downtown Community Improvement District will provide an extra level of public service to the DREAM Study Area. The KDCID will channel private sector energy towards the solution of public problems. The KDCID will work with KDIC, the City, and the KDCDC to provide increased public financing resources resulting from private investment to meet the comprehensive objectives of the Downtown Revitalization Program. Funds generated by the KDCID should be used to provide district marketing, administrative support, event promotions, infrastructure, Downtown beautification, and most importantly to encourage redevelopment of buildings.

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

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

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

The KDCID 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. 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.

B. Kirkville Downtown Community Development Corporation

The Kirkville Downtown Community Development Corporation (“KDCDC”) should be a downtown based non-profit or for-profit corporation formed to conduct public benefit projects and other redevelopment activities. The ultimate decision of whether to form as a non-profit or for-profit CDC lies with those partners forming the entity. The KDCDC can take on many roles in the effort including; housing development and commercial real estate development as well as economic development, particularly small business development. Membership of the organization will be made up mainly of participating banks but can include local businesses. Funding for the KDCDC 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. The board should be made up of representatives from the primary bank members, KDIC, Kirkville Downtown Community Improvement District, and the City. If a non-profit is desirable the KDCDC is organized in the same manner as other non-profits, pursuant to Ch. 355 statutes.

C. Downtown Events Committee

Through the umbrella of KDIC with assistance from the Chamber of Commerce and Kirkville Arts Association a Downtown Events Committee should be created and be responsible for downtown event development and management (including all of the current events) and downtown event overall marketing and promotions. Having a single committee organizing and promoting the downtown activities will ensure that the Area capitalizes and makes the most out of the added activity that accompanies events. The existing committees and personnel of the Chamber are very skilled at organizing, promoting, and managing events. Therefore, the necessary personnel exist and are able to provide assistance.

D. Downtown Economic Development Committee

A new committee should be formed to specifically address the economic development needs of downtown. This committee should include members of the Chamber of Commerce’s Economic and Community Development Committee (if necessary the committee could begin as a sub-committee of the Chamber’s Economic and Community Development Committee) and the KDCDC, KDCID, KDIC, and City of Kirkville. Not only will the committee be responsible for general business development in Downtown, it will be charged with Downtown retail development. Retail development should encompass the majority of the work for the committee as this is the most pressing need for downtown.

EXISTING ORGANIZATION ENHANCEMENTS

E. City of Kirkville

The City of Kirkville's involvement in Downtown Revitalization is critical to its success. Many of the Downtown successes to date have occurred mainly due to the City's leadership and financial participation. Additionally, 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, as appropriate. 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. The City will have an important role to play in all aspects of revitalization and has already maintained a steady effort for downtown. The City should take the lead in the tough decisions that lie ahead.

- The City will need to provide attention to downtown code enforcement, historic preservation establishment, design guidelines adherence, and preparing wayfinding and signage, not only in the DREAM Study Area, but throughout the City. Building codes should be pursued aggressively and fairly.
- The City should continue to beautify Downtown. This includes pursuing the removal of the "slip covers" or metal skin covering the façades of downtown buildings and continuing to persuade building owners of the benefits of canopy removal and historic district qualification.
- It is recommended that the City take a supporting role, in partnership with KDIC, in educating and informing the downtown community about the benefits of establishing the Downtown Kirkville Community Improvement District (KDCID) 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 KDIC'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 KDCID can provide 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 also be a leader in the development of the relationship among the Downtown Business Owners and student body of Truman State University

and A.T. Still University. This relationship and understanding will need to be improved if Downtown is to reach its full potential.

F. Kirkville Downtown Improvement Committee, Inc.

The Kirkville Downtown Improvement Committee, Inc. should continue to establish itself as a private, non-profit corporation designed to unify Downtown interests, encourage broad community support as well as lead the Downtown Revitalization Program (the "Program").

The KDIC will be responsible for advocacy on behalf of the downtown community and the promotion of its members' interests. It will act as the leader of the Program, rallying volunteers, gathering resources, and pressing for progress. In order for the organization to function as intended it will require a full-time manager to oversee operations and if possible a support person to handle administrative duties. The manager of this organization is instrumental to the Program as they will be the point person, community liaison, and motivating force of the Program.

The membership of the KDIC is designed to consist of seven categories of "Downtown-Centric" business and property owners, in order to fairly represent those with an interest in Downtown. However, it is important to the success of the Downtown Revitalization Strategy that the KDIC develop an avenue for the Kirkville Community to become involved in Downtown Revitalization Efforts. Currently this opportunity does not exist. While at this point there are not a large number of members of the community who wish to be involved, that may change as momentum builds. Providing an opportunity for community involvement gives the community a sense of ownership in the resulting improvements. There are a number of ways to provide the opportunity for involvement to the community; such as through a committee of community volunteers (with a goal of increasing community support), or it can be an additional membership category, but limit the representative Board membership for that category to retain control in the Downtown.

In addition to the surrounding community greater involvement of the student body of the local universities is vital to achieving Downtown Revitalization. Following the same ideas detailed above the KDIC should consider an opportunity to more greatly involve the students of the local Educational Institutions, particularly Truman State University and A. T. Stills University. However, an additional membership category will probably not be necessary, due to the students' instability relative to permanent residents. This group of partners can best be served through a University Partnership Committee, whose sole purpose is to encourage communication between KDIC and the student body.

As stated above, the KDIC should work very closely with the City to establish a Community Improvement District that would support the KDIC financially and provide funding for other downtown improvements that the Downtown TIF cannot. At the outset the organization can share office space and services with another organization or government entity, but should eventually be self-reliant

G. Kirkville Arts Council

The Kirkville Arts Council provides a great opportunity for Downtown Kirkville to continue to grow its Arts culture. The Arts council works to enrich, enhance and nurture communities through Arts programs. These programs and their outcomes are often effective economic development partners and add to the quality of life of the area as well as Downtown. Not only can an Arts Council improve the quality of life for the community it can add to the unique sense of place which is inherent in a successful Downtown. The Kirkville Arts Council should play an active role in developing and participating in Downtown events as well as fostering the relationship between KDIC and the Student Community and Kirkville Area Residents.

H. Downtown Merchants Group

The Downtown Merchants Group should be formed in order to promote improvements to the Downtown business environment, specifically the retail business climate. The organization can be formed as a separate non-profit or a committee under the umbrella of the KDIC depending on the size of commitment and interest among Downtown retail and restaurant owners. The existing Retail Merchants Committee of the Chamber of Commerce can be a great starting point for establishing this committee, similar to the Downtown Economic Development Committee. The shops and restaurants in Downtown Kirkville can benefit greatly by improving their retail operations and productivity.

Retailers should modify or expand their product offerings to address the needs of visitors, students, and residents, taking into account products carried at Mass Merchandisers. Particular attention should be paid to providing unique products and excellent service. Additionally, providing attractive displays and coordinating themes and hours of operation will help create a positive shopping experience.

Increasing communication between Downtown retailers and among other attractions in and around Kirkville will allow retailers to improve productivity through their increased knowledge of the market. For example, retailers can adjust their hours of operation to open only when necessary. Retailers could base this decision on when the sales volume at attractions and other retailers is highest or when large events are being held.

The above improvements can be accomplished through a variety of means, including increasing communication, improving product offerings and displays, and coordinating hours and events. The Downtown Merchants Group would be responsible for developing a program to assist in these areas.

I. Chamber of Commerce

The Chamber's role as the broader community representative requires a wider mission, goals, and objective that impede the ongoing development of the specific expertise and capacity necessary for the unique issues faced in Downtown's revitalization. As such, the Chamber recognizes that a "downtown specific" organizational structure to which the Chamber provides support rather than the primary role is necessary.

The Chamber's participation in the organizational structure should continue in a similar capacity as is currently represented with particular benefit afforded Downtown through the Chamber's active regional marketing program. However, the business development, small-business, entrepreneurial education, and networking opportunities offered by the Chamber will become increasingly important to the success of Downtown's revitalization as business growth occurs. Identifying future opportunities to deliver these resources to Downtown businesses, and to encourage businesses to take advantage of the Chamber's business support services, should be further developed within the context of the overall Downtown revitalization effort.

J. A.T. Still University and Truman State University and the University Partnership Committee

The Universities should continue to play a leading role in Downtown Revitalization, and increase their involvement in the KDIC. The resources and assistance that the Universities can offer to KDIC as well as Downtown in general are immense, and are greatly responsible for much of the progress seen to date. The Universities should assist KDIC in the formation and recruitment of a University Partnership Committee. This committee would be responsible for "bridging the gap" between Downtown Business Owners, Developers and Stakeholders and the needs of the Universities and their respective Student Body.

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 incorporating the recommendations of this report into the KDIC and begin promoting that organization heavily as the new leader of the Downtown Revitalization Program. Then KDIC can begin to assist with the development and creation of the supporting organizations and committees. A sample job description for the Executive Director position leading KDIC can be found in the **Appendix as Attachment 4**. Additionally, the board of directors for KDIC will be the foundation for the remaining boards of the new establishments.

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

- #1 Establish KDIC as the leader of the Downtown Revitalization Program and incorporate report recommendations.
- #2 KDIC guides creation of the support committees: Economic Development Committee, Events Committee, Merchants Committee, and University Partnership Committee.
- #3 The City and KDIC begin the task of developing outreach plans for the Kirksville Downtown Community Improvement District. KDIC will need to be involved as well.

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

The additional work of goal development, bylaw creation or adjustment, mission and vision development can be very exciting and should not get politicized or hijacked for the grandstanding of any individual organization or project. Kirksville Downtown Development Corporation will need strong leadership to ensure this doesn't occur. Assistance in evaluating these aspects can be found in the **Appendix as Attachment 5**.

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

APPENDIX

Attachment 1

Downtown Organizational Assessment Questionnaire

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 organization's 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?

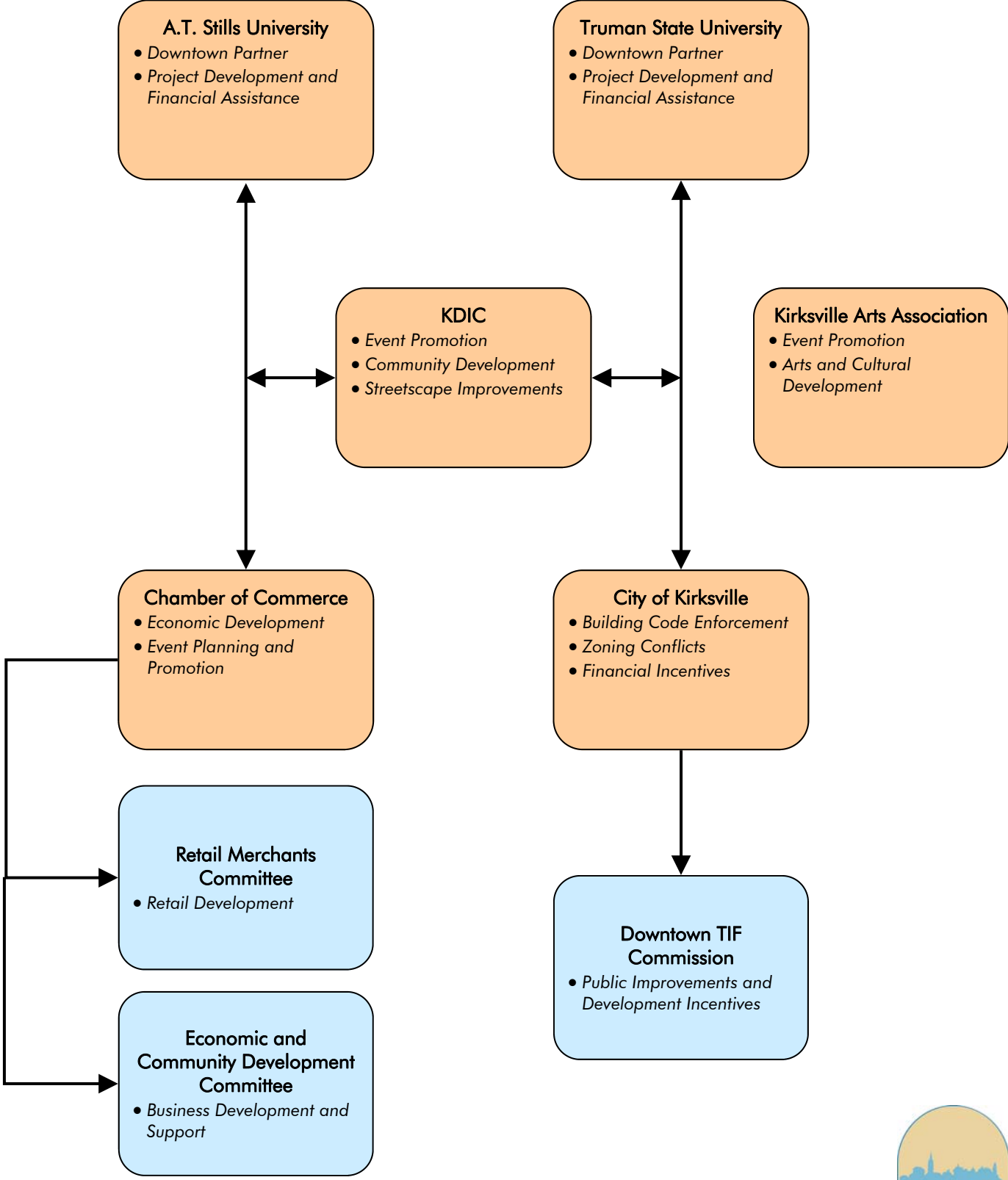
97. Does the organization have input into public policy?

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

Attachment 2-A

Existing Downtown Organizational Structure

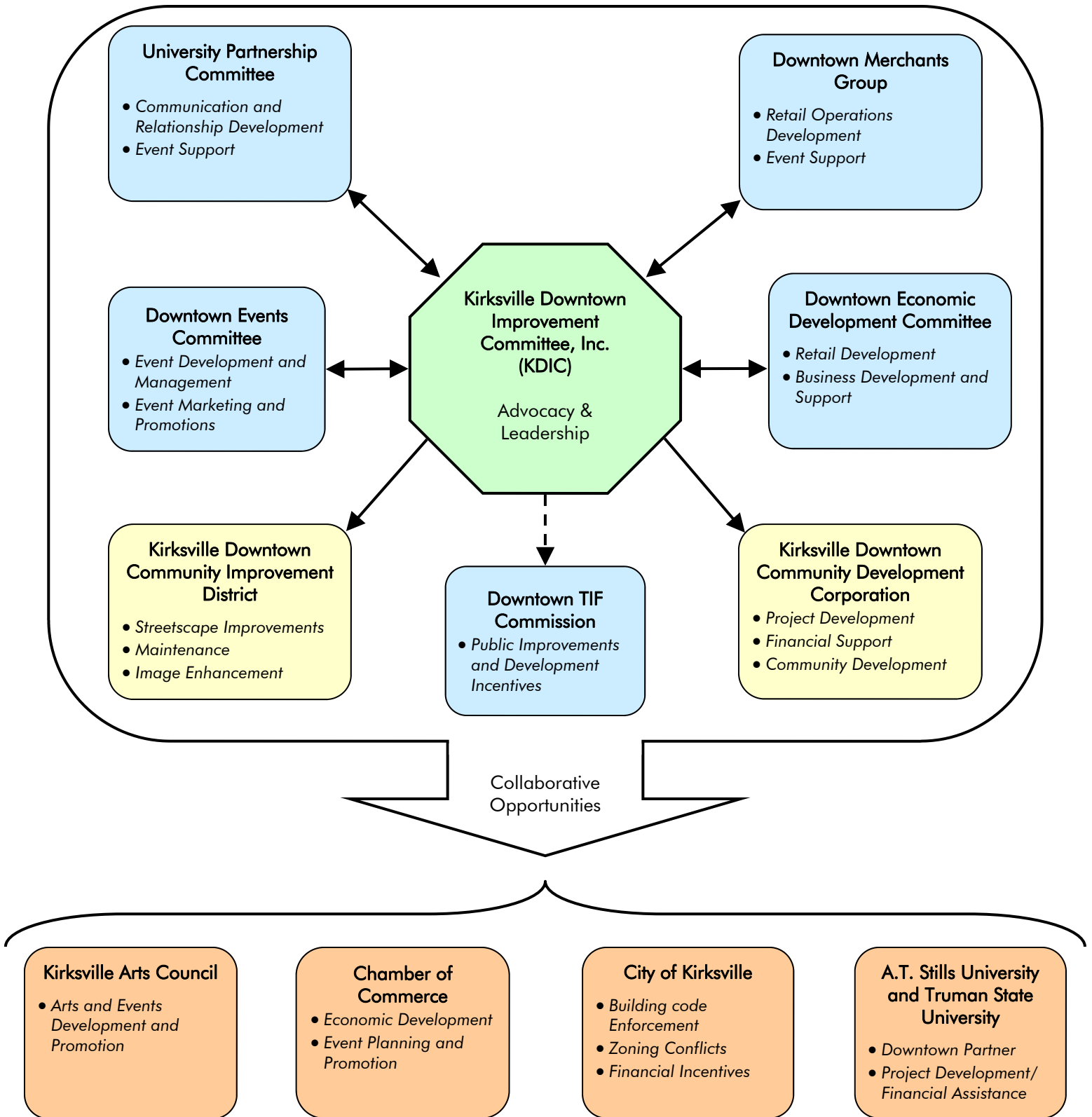
EXHIBIT I
EXISTING ORGANIZATIONAL STRUCTURE



Attachment 2-B

Recommended Downtown Organizational Structure

EXHIBIT II
RECOMMENDED ORGANIZATIONAL STRUCTURE



Attachment 3-A

Downtown Organizations and Responsibilities

Downtown Organizations and Responsibilities											
Elements of a Successful Organization	KDIC	KDCID	KDCDC	Downtown Events Committee	Downtown Economic Development Committee	Downtown Merchants Group	City of Kirkville	Kirkville Arts Council	A.T. Still University & Truman State University	University Partnership Committee	Kirkville Chamber of Commerce
Historic Preservation Establishment	A				A	B	B				B
Streetscape Improvements	A	A			B				A		B
Student Body Partnership	A		A	B		A		B	A	A	
Forming Partnerships	A			B	B		A			A	B
Community Involvement	A			A			A	B	A	A	B
KDIC Funding	A	A	B	B		B	A				
Downtown Beautification (canopy)	A	A				A	A				
Project Planning and Facilitation	A	A	B		B		A				
Business Attraction, Retention, and Expansion	B	A	B		A	B	A		B		B
Residential Development & Neighborhood Revitalization	B	B	A		B		A	B			
Downtown Advocacy	A	A			B						
Real Estate Development Body	B		A		B						
Direct Marketing	B	A		A	A	A	B	B	B	B	
Special Events Planning	B	B		A		B	B	A	B	B	B
Retail and Event Promotions	A	A		A	B	A		B	B	B	B
Safety, Security, and Beautification	B	A				B	A	B	B		

A Main Participant

B Support Responsibility

Attachment 3-B

Specific Downtown Issues and Responsibilities

Specific Downtown Issues and Responsibilities											
	KDIC	KDCID	KDCDC	Downtown Events Committee	Downtown Economic Development Committee	Downtown Merchants Group	City of Kirkville	Kirkville Arts Council	A.T. Still University & Truman State University	University Partnership Committee	Kirkville Chamber of Commerce
Historic Preservation Establishment	A	A			A	B	A				B
Streetscape Improvements	A	A			B	B	A		A		B
Student Body Partnership	A			B		A	A	B	A	A	
Parking Lot Renovations	A	A		B		B	A				
Wayfinding Improvements	A	A				B	A		B	B	B
Downtown Parks	A					B	A	A			B
Downtown Beautification (Canopy)	A				A		A	B			A
Pedestrian Improvements	A	A				B	A				B
Housing Stock Improvements	A		A				B		B		
Façade Improvements	B	A			A	A	B	B			B
Building Code Enforcements	B	B	B				A				

A Main Participant

B Support Responsibility

Attachment 4

Sample Job Description

Attachment 4

Sample Job Description

Downtown Kirksville Development Corporation Executive Director

Position Overview

The Executive Director position requires an energetic, results-oriented professional eager to be the champion of Kirksville Downtown. The position will assume an increasingly responsible leadership and management role in the downtown organization which will lead the Downtown Revitalization Program. The ideal candidate will have the ability to manage complex projects, resolve issues, and work effectively with volunteers, public entities, private entities and a diverse group of stakeholders. 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 services for a future Community Improvement District
- Build grassroots community support as well as form effective public/private partnerships

Downtown Advocate

- Act effectively as a downtown advocate, representing downtown in a variety of situations and addressing needs of constituents
- Facilitate communication and contacts between downtown stakeholders and government officials giving particular attention to significant organizations such as City of Kirksville, Chamber of Commerce, etc.

- Respond to requests from businesses, citizens and media in cooperation with other entities such as the Kirksville Chamber of Commerce

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

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.