CITY OF MARSHALL
AGENDA MEMO

PROJECT: Update on the Marshall Main Street Program

MEETING DATE: July 9th, 2015

DESCRIPTION: The Main Street program hosted a strategic planning and board training session on June 18th at the Starr Family Historic Site. Approximately 30 individuals attended representing downtown, local arts, history, CVB, and municipal government. The State Main Street Office has provide the Marshall Main Street Program with a short term work plan to reinvigorate the program over the next six to eight months. The highlights include reviewing bylaws, developing a mission and vision statement, incorporating a logo, recruiting volunteers to revamp our committee structure and creating an inventory of current Marshall Main Street events to review their effectiveness.

COST: n/a

FUNDING: n/a

RECOMMENDED ACTION: No action needed.

CITY CONTACT: Sarah E. O'Brien, Tourism & Promotions Director
Obrien.sarah@marshalltexas.net 903-702-9500

ATTACHMENTS: Report from the State Main Street Office

TEXAS HISTORICAL COMMISSION

TEXAS MAIN STREET
TEXAS HISTORICAL COMMISSION

Retreat Notes

To: Sarah O'Brien, Marshall Main Street Program Manager and Marshall Main Street Advisory Board
From: Debra Drescher, State Coordinator, Texas Main Street Program, Texas Historical Commission
RE: June 18, 2015 planning retreat

Volunteers are the heart of a Main Street Program. Thanks for all you do for Marshall Main Street!

In early 2015, there was considerable change occurring in Marshall. Not only was there new leadership throughout city hall, there was also a new Main Street manager. Sarah O'Brien had been hired as Marshall's new Main Street Manager and Tourism Director. Ms. O'Brien had previously been the Main Street Manager in Nacogdoches, one of Texas' most successful Main Street programs. When a program undergoes a transition, a recommended activity is to have a board and staff retreat. Through this activity, general information about how Main Street works can be shared. Also a 'progress review' can be done to determine where and how the greatest progress has occurred in the program; where the greatest challenges lie and to develop action steps for both building upon progress and strategically addressing challenges. Interestingly, most programs going through a transition opt to restructure back to

the 35-year-old traditional Main Street Four Point Approach model, with four defined committees and a four-point Plan of Work. This approach was the one selected by the Marshall Main Street board during the retreat. These retreat notes outline steps that should be taken and provide an initial Marshall Main Street Plan of Work in the traditional template to rejuvenate the program. **This report and the suggested Plan of Work only provide activities to take the program through this year - in six to eight months it is suggested that a return visit occur to update the initial transition plan and move forward toward more long-term strategies.**

Background

In order to carry out a fully functional and effective Main Street program, understanding the background of the Main Street strategy is critical. This section provides that background information to help all board members better understand how the process works and how important the network is to helping your program be successful. The most successful programs build their programs by fully accessing the resources available to them as a part of the Main Street network.

There are presently 88 communities throughout the state that are designated by the Texas Main Street Program as official Main Street communities. This designation comes from the state office through our affiliation with the National Main Street Center, a subsidiary of the National Trust for Historic Preservation. The national center began and continues to own the trademark for the programmatic Main Street name and the Four Point Approach™ which is carried out in Texas through our office. Being a designated Main Street community signifies that there is a strategic local effort in place for carrying out a preservation-based downtown revitalization program through the Approach.

Local programs:

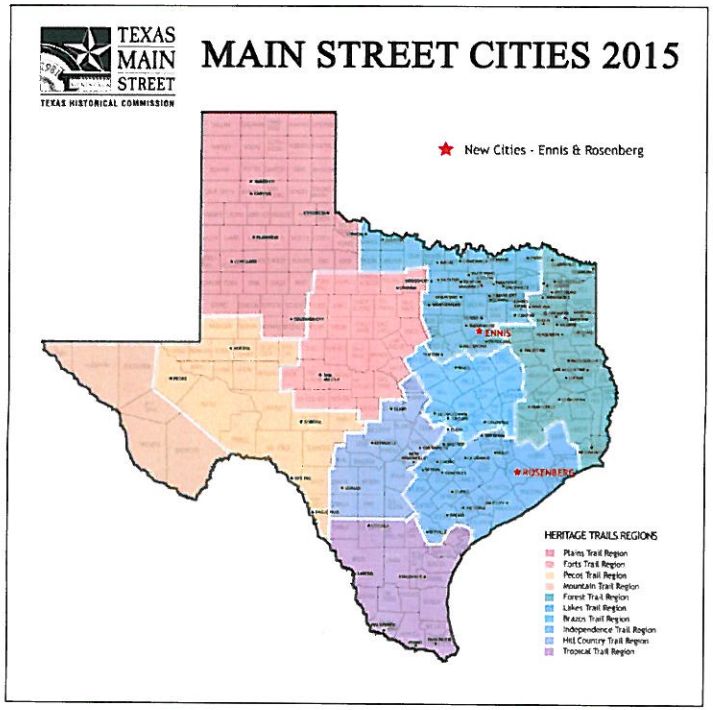
- Have definitive, clear and measurable strategies and goals in place to revitalize the downtown. This is important for every process a Main Street program undertakes. A property owner or potential investor needs to know that they can realize economic gain through owning property downtown. Likewise, an existing or potential downtown business owner needs to know that they can run a successful business in a downtown location because there is foot traffic generated through special activities that bring people downtown and downtown's image as a destination, which the local Main Street program is largely responsible for creating and maintaining. **(Main Street Promotion).** Other stakeholders, such as the city which funds the program, needs to be able to see that the program achieves beneficial goals for the community at large and as such is a viable use of public tax dollars to support.

- Utilize downtown's historic resources as a primary and revitalization tool, which is an economic development process unique to Main Street. **(Main Street Economic Restructuring)** All activities --ranging from rehabilitation of downtown's historic properties to infill construction (new development), and development of public spaces -- are taken in the context of downtown being a historic place. **(Main Street Design)**
- Have both paid full-time staff and volunteer commitment to support activities. **(Main Street Organization)**
- Are supported by local government. This includes the financial support that comes from funding a staffed Main Street program and incentive programs to spur downtown development, along with the support that comes from belief that downtown is a contributor to the local quality of life. In this context, community-wide policies, plans and priorities that leadership (elected officials and city management) drive forward are supportive of downtown.
- Show evidence of measurable progress. Through contract with the state office, local programs (not just in Texas, but all across the country) are required to submit reinvestment reports. These reinvestment reports count everything from rehabilitation projects on historic buildings to new construction within the district; the creation of new small business and new jobs; and the value of public projects to improve downtown infrastructure or develop public spaces and the like. Two of the eight guiding principles of Main Street are that it is both *comprehensive* and *incremental*. Over time, each small commercial building rehabilitated, each small business created or expanded leads to significant, long-lasting economic development that improves the economic health of the community.

Since the early 1980s, the foundation of the Main Street model has been the Four Point Approach™:

- **Organization:** the partnership-building arm of Main Street that brings together the various groups that have a stake in the historic commercial district. Activities of this committee include volunteer recruitment, retention and recognition.
- **Promotion:** carries out activities under the goal of creating a positive image that will rekindle community pride and improve consumer and investor confidence in your commercial district. Activities of this committee can include special promotions benefiting downtown businesses, festivals, product development such as brochures.
- **Economic Restructuring:** the committee works on projects to strengthen downtown's existing economic assets while diversifying its economic base. This is accomplished by retaining and expanding successful businesses to provide a balanced commercial mix, sharpening the competitiveness and merchandising skills of business owners, and attracting new businesses that the market can support. Converting unused or underused commercial space into economically productive property also helps boost the profitability of the district.

- **Design:** Takes advantage of the visual opportunities inherent in a commercial district by directing attention to all of its physical elements: public and private buildings, storefronts, signs, public spaces, parking areas, street furniture, public art, landscaping, merchandising, window displays, and promotional materials. An appealing atmosphere, created through attention to all of these visual elements, conveys a positive message about the commercial district and what it has to offer. Design activities also include instilling good maintenance practices in the commercial district, enhancing the district's physical appearance through the rehabilitation of historic buildings, encouraging appropriate new construction, developing sensitive design management systems, educating business and property owners about design quality, and long-term planning. *Note: since design is an area of work requiring a high amount of technical preservation and architectural knowledge, the TMSP has a professional design staff which includes a licensed architect whose provide services to downtown property owners without cost so that the rehabilitation work done in the historic Main Street district will be of the highest and most sensitive preservation quality. There is no cost for this service.*

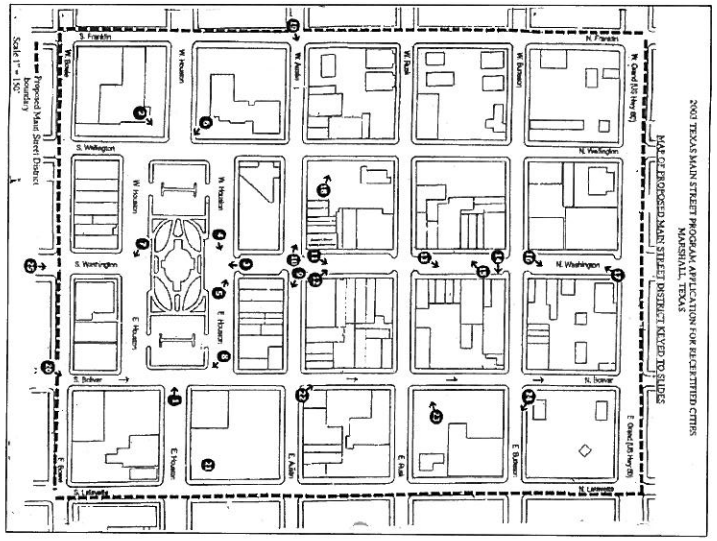


The 88 cities that have been designated in Texas make our state's program one of the largest in the nation. Designated communities range from very small Texas towns like San Augustine and Goliad, both with populations of about 2,000, up to Laredo with a population nearing 250,000. The great variance of Main Street communities in Texas and across the nation provide proof that the Main Street model can work in any community that applies itself to Main Street strategies.

In Texas, 74 of the 88 designated small-city programs are in communities of less than 50,000. Specifically in Marshall's population category (20,000 - 30,000) there are 12 other participating communities. This category includes some of Texas' longest-serving Main Street communities including Denison, Corsicana, Seguin, Waxahachie and Kerrville and others.

Almost all of the small-city programs operate with the Main Street manager as a city employee, generally reporting directly to the city manager as a department head or reporting to a department head. The manager works in conjunction with a Main Street Advisory Board, generally appointed by City Council, to achieve the goals of the program. The Advisory Board in turn provides leadership for the committees, through which program activities and projects are planned and carried out. Usually there are four committees, each one mirroring one of the four points. However, there may also be additional committees in cases where, for instance, a project or event has grown so big that it needs its own group of volunteers and organizational structure to plan and complete. Since the city is funding the program through their tax-supported budget, the Advisory Board does not have fiduciary responsibilities, except in cases where the program has a separate account for funds raised from special activities.

Each Main Street program needs to have in place a defined Main Street district. This district primarily identifies the area in which your program's work will be focused. More information about the characteristics of a Main Street district can be found on the Texas Main Street online resource library under Organization/District boundaries. Sarah has access to this library and can provide it to board members. A Main Street district might have different boundaries than for instance a National Register district, which is an honorary designated noting historic significance, or a local overlay district, where additional review is in place to ensure that the highest preservation integrity is maintained. (Note: the only National Register district in Marshall currently is the Ginnochio Historic District. There was discussion during the retreat to collect information on National Register Commercial District designation for downtown, which is also an avenue for eligibility to utilize federal and state tax credits. More information on these tools follows in this report.)



This is the Main Street district as proposed in the 2003 recertification application. (Full-size image is reproduced at end of this report.)

Leadership roles in Main Street

What is the role of a Main Street board member?

As a member of the Main Street Advisory Board you have significant responsibilities. You bring the 'voice of the community' to the program and its success largely lies in your ability to provide leadership in working with staff to develop and carry out appropriate and strategic goals that provide measurable results.

A Main Street board member's duties include:

- Leadership as a key volunteer on a 'working' board
- Development of Statements of Purpose (vision, mission, core values) to guide the program's work and ensures that the vision of the program is being carried out
- Develops, approves and guides the Program of Work
- Ensures that the program's bylaws are followed (this can be delegated to the Organization Committee as well), including filling vacancies
- Ensures that enough volunteer support is available to effectively carry out program activities and support staff (this can be delegated to the Organization Committee as well)
- Advocates for the program, downtown revitalization, preservation
- Leverages the impact of the program by supporting staff in carrying out projects/Leads, serves on/leads a committee; involved in program projects

As the officially appointed leadership team for the Main Street program, the Board will also have regular monthly meetings with quorums present. Those meetings will be posted in accordance with state open meetings laws and will include an agenda and minutes that are maintained in the Main Street office as part of recordkeeping processes.

At the retreat, it was announced that the current chair would be resigning and moving away. Brett stepped up and agreed to take on the Board Chair position. Thanks, Brett!

As part of the transition and redevelopment process, an orientation manual needs to be created for each board member that needs to include a copy of the bylaws, the Statements of Purpose (when developed and adopted) and other relevant structural information about the organization. The bylaws needs to be reviewed at a near-future board meeting so that there is full understanding about them as they describe your organization and so that vacancies can be filled in accordance with the bylaws. The bylaws may also stipulate how officers are selected. If there is a formal nomination process, then there needs to be some slight backtracking to nominate Brett to this position at a board meeting. According to discussion at the retreat, there are presently 5 vacancies on the 13-member board. Most of the existing board members have served for a relatively short amount of time and are in their first terms.

In addition to looking to the bylaws to determine who shall have a seat on the Advisory Board, there is also value in being purposeful as to the kinds of skills sets you have on the board. There can be representation from stakeholders throughout the community because the entire community benefits from a healthy downtown. Be purposeful in determining your board makeup. (Since the board is ultimately named by the city council, you will also need to refer to their procedures and policies for nomination.) The board should include downtown business and property owners, and those with specific skills sets relatable to the work the program is carrying out. You may also choose to include others representing groups with a vested interest in downtown either as a voting board member or in an ex-officio capacity. Refer to your bylaws to determine this.

Once the first structural components are in place - bylaws revisited, statements of purpose and Plan of Work adopted, officers selected - use this as a publicity opportunity. The downtown community already is aware that change in the Main Street program has occurred, so they are likely to be interested in further knowing what is going on. Give them the news, and the opportunity to join up!

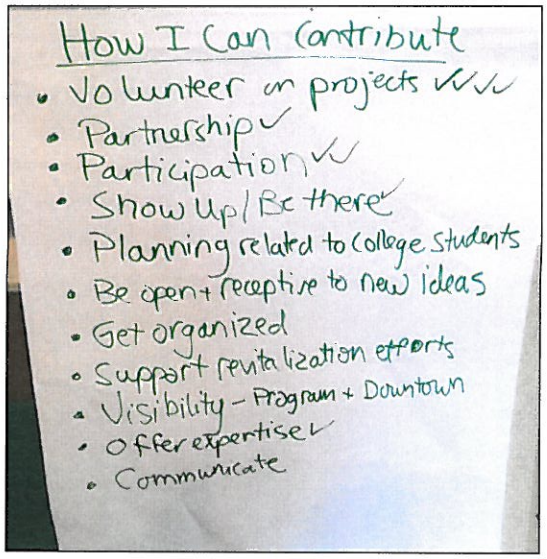
<u>What is the role of a Main Street committee member?</u>

A four-point committee structure is used most traditionally in Main Street for completing work in a strategic manner. A board member is generally assigned to (hopefully by having volunteered for the task!) chair each of the four committees. During the meeting, Brett had agreed to chair the Economic Restructuring Committee and Will the promotion committee. The other two committees will need chairs as well if they don't already have them. Chairs should be formally names at an upcoming board meeting.

Not having been officially named through a defined city process like the Main Street Advisory Board, committees function as a less formal level. As your program goes through committees should meet on a regular monthly schedule; however when they become fully active, committees can meet on an as-needed basis when there are projects at hand that need to be planned or evaluated. Committee meetings should be scheduled at times most convenient for those participating in that committee. Some programs prefer that boards and committees all meet on a regular monthly schedule. This is up to you to decide. (Keep in mind that this could be a minimum of five meetings per month for Sarah, who also has a CVB board with their own meetings. While staff does not necessarily need to attend all committee meetings, you want to make sure you don't place an undue burden on her, especially since she has not yet had the opportunity to physically move to Marshall.)

There should also be a Committee Update item on each Advisory Board agenda.

Those in attendance at the retreat agreed that they could contribute in the ways shown on the chart below ('How I Can Contribute'). This list, along with other instructions, should also be a part of the orientation process for new board members as it outlines responsibilities and expected contributions.



The Retreat

Marshall was originally a designated Main Street community from 1982 to 1985, when both the state and national efforts were just getting off the ground. Marshall re-applied and was recertified in 2003 and had participated continuously since that time. In the past few years, however, the program has not consistently been providing required reports to the state office so there are considerable gaps in knowing how the program has been progressing. It was generally agreed at the start of the retreat during the open discussion period that downtown is better for having participated in Main Street in the following ways:

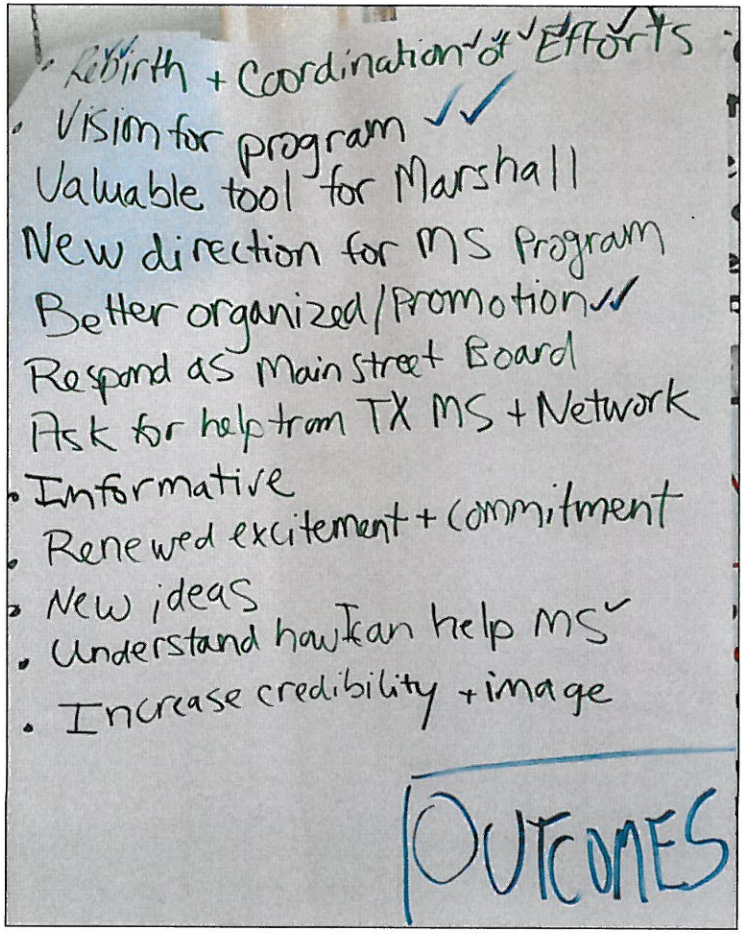
- There has been rehabilitation and local investment.
- There are more businesses downtown and more activity and nightlife than prior to recertification.
- There are more special events to draw people downtown.
- There is appreciate as to the value of downtown, which leads to investment.

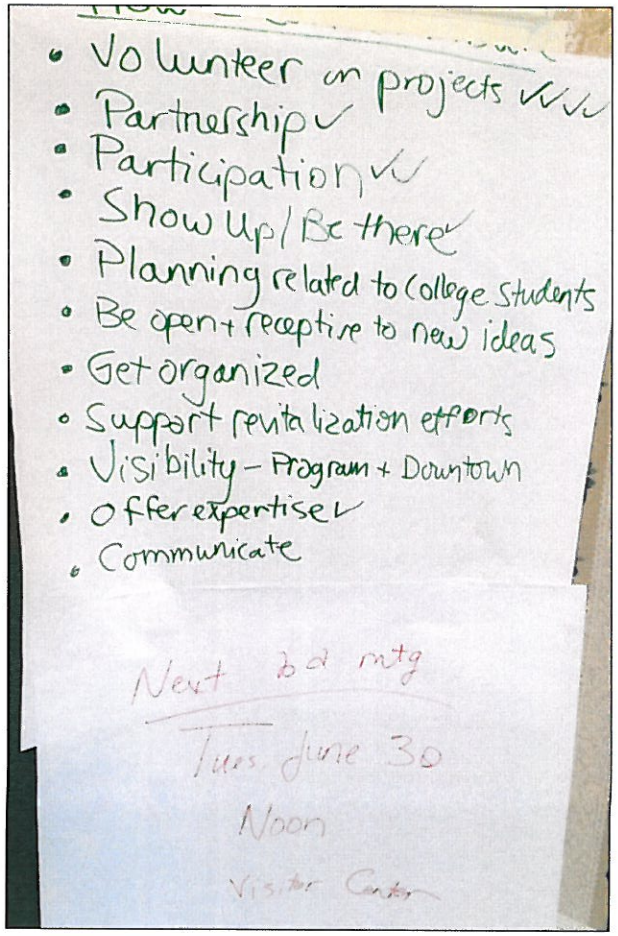
(Note: Although reinvestment reporting in the past few years has been sporadic, $15.6 million has been reported in downtown investment since Marshall returned to the program. Of this, the vast majority has been from private reinvestment which shows that downtown is viewed as an economic engine.)

The following challenge areas were noted:

- There has been a lack of coordination among the various groups with a stake in downtown whose interests are in business development, tourism, preservation.
- The program lacks clear goals.
- There is a need to review Main Street activities -- especially events -- to determine their continued usefulness and how/whether they are contribute to downtown's vitality and the purpose of the program.
- We need to take a more comprehensive view to our work and be less randomly project-focused

Desired outcomes as the Main Street program re-starts over the next few months were also articulated, as shown in the charts below:





The Initial Main Street Plan of Work as developed at the retreat

The retreat was designed for discussions to agree upon broad goals for the program as it transitions. Therefore, this Plan of Work is not fully fleshed out and remains a process in development. As the board and committees meet, various items should have timelines, responsible parties, budgets (as necessary) and measurables attached to them. Items have been placed into the traditional Main Street Plan of Work template. A blank template can be found on the Main Street online resource library mentioned earlier in this report.

Marshall Main Street Transitionary Plan of Work

The Marshall Main Street Advisory Board TASKS

Program Goal / Purpose being achieved	Action Item	Timeline	Budget Impact & how being funded	Performance Measure / Measure of Success	Notes
Defining the organization internally and externally	STATEMENTS OF PURPOSE/Vision, Mission, Core Values: develop; approve and adopt; publicize. **See below for descriptions.**	By August meeting	$0	Action item completed	This action item could be delegated for development to the Organization Committee. If so, it still needs to be reviewed and adopted by the Board.
Functional, effective organizational structure is in place	Make sure a regular monthly, posted Advisory Board meeting occurs	Immediate	$0	Regular board meetings with quorums held	

Ensure that an effective re-start of the program occurs	Determine the immediate goals for the program for the next six months and start looking toward longer-term initiatives - one to three years out.	Initial discussions at July & August meetings; Adoption at September meeting	$0	Goals adopted and articulated	From the retreat (notes above) refer to challenge areas, desired outcomes etc. Make sure that the goals developed drive you toward the vision, address immediate needs and that they are succinct enough that you can articulate them to others. **Each Committee should be working on projects that help achieve program goals.**
Communicate	1. Use your media to communicate your progress and activities and to solicit new participants 2. Consider requesting a time on a council agenda (once you have some concrete action steps taken from this work plan) to provide a progress report (Board Chair as	Ongoing, with concrete steps taken each month	$0	New volunteers joining; council presentation done or scheduled; owners contacted	

	spokesperson, with staff) 3. One-on-one: make sure downtown property and business owners are kept in the loop. Determine how to go about doing this.				
Functional organizational structure	Review the bylaws to see whose terms are expiring, how members & officers selected etc.	By August meeting	$0	By laws reviewed and re-adopted if necessary (if altered)	This action item could be delegated for review & analysis to the Organization Committee. If so, it still needs to be reviewed and adopted by the Board.
Functional organizational structure	Appoint officers and committee chairs in the way described in the bylaws	July or August meeting	$0	Officers and committee chairs in place	Publicize this
Functional organizational structure	Discuss needed skill sets for board members based upon what the program wants to accomplish	July meeting	$0	Needed skill understood and vacant board seats filled	Discussion item at retreat: look at some people who previously participated
Knowledge	Each board member should become familiar with Marshall's	Copies at next board	$0		

	preservation plan (see link under design) and the Texas Main Street Program's 2011 Preserve America reassessment report for Marshall (obtain a copy from state office)	meeting			

Statements of Purpose

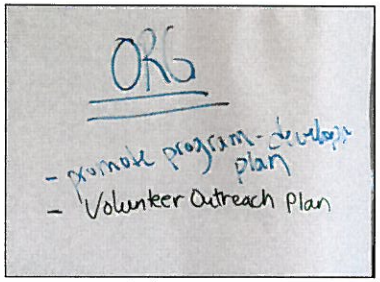
- *The **vision** statement communicates the organization's long-term hopes and intentions for the commercial district (WHO DO YOU WANT TO BE?).*
- *A **mission** statement crystallizes the program's sense of purpose and overall direction (HOW ARE YOU GOING TO GET THERE?). Your mission is partially carried out through the National Main Street Center's Four Points™ of Main Street so those should be included.*

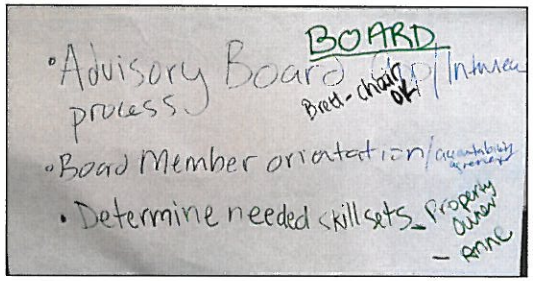
  These statements of purpose should drive the work or the organization and should be reflected in the Work Plan. Please contact Debra Drescher if you would like some examples of other Main Street programs' statements. You can view the Texas Main Street statements here: http://www.thc.state.tx.us/preserve/projects-and-programs/texas-main-street
- ***Core Values** describe your foundational values and how you will perform your work. These are statements that describe what will remain constant in your organization, such as passion for historic preservation, welcoming others to participate in your organization's work, always keeping the community's best interests at heart etc. There is a good example of what Core Values are and how to develop them here: http://www.nps.gov/training/uc/whcv.htm*

The Committee Work Plans (traditional)

ORGANIZATION Committee

Captures the human resources to create a strong, credible, sustainable organization capable of carrying out a successful Main Street effort.





Note: Some of the items originally mentioned during the retreat as Board items have ultimately been placed into the Organization Committee work plan below.

Committee Chair: _____

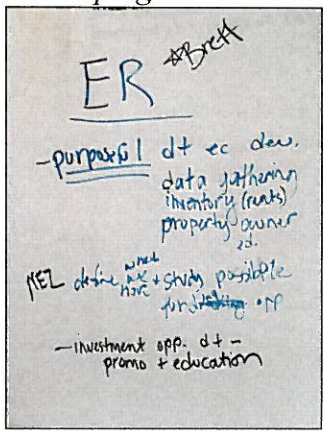
Committee Members: _____

Program Goal / Purpose being achieved	Action Item	Responsible person / task leader & helpers	Timeline	Budget Impact & how being funded	Performance Measure / Measure of Success	Notes & Status
Defining the organization internally and externally	STATEMENTS OF PURPOSE/Vision, Mission, Core Values: develop; approve and adopt; publicize. **See above for descriptions.**	?	By August meeting	$0	Adoption	NOTE: THIS ITEM IS ON THE BOARD TASK PLAN ABOVE BUT IT DISCUSSED AS POSSIBLY BEING DELEGATED TO THE ORG. COMMITTEE

						FOR DEVELOPMENT. Will still need to be reviewed and adopted by the Board.
Functional organizational structure	Review the bylaws to see whose terms are expiring, how members & officers selected etc.	?	By August meeting	$0	By laws reviewed and re-adopted if necessary (if altered)	As noted on Board Task Plan, this action item could be delegated for review & analysis to the Organization Committee. If so, it still needs to be reviewed and adopted by the Board.
Develop the organization's volunteer corps to help carry out program activities and projects	Develop board orientation manual & local orientation process to include bylaws, statements of purpose, expectations and responsibilities, program overview etc.	?	By September	minimal	Manual & training module created	A well-trained volunteer is an effective volunteer Note: the state office will assist in the training of your volunteers

ECONOMIC RESTRUCTURING Committee

Developing and sustaining a vital downtown marketplace



Committee Chair: _____

Committee Members: _____

Program Goal / Purpose being achieved	Action Item	Responsible person / task leader & helpers	Timeline	Budget Impact & how being funded	Performance Measure / Measure of Success	Notes & Status
Purposeful downtown economic development	Data gathering: inventory of properties and rents	?	?	$0	Completed inventory	The inventory might be a joint project with Design. The state office has inventory templates.
Knowledge and	Property owner	?	?	Food, if lunch	Property owner	Be specific about

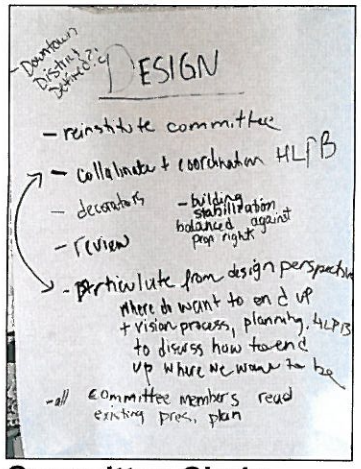
education	education -- define what this will look like/the process and then carry it out			meetings, flyers etc.?	education program developed & initiated	what you are trying to accomplish -- what do you think property owners need to know about the market, the Main Street program etc.?What is the best way to reach them?
Purposeful downtown economic development	Data gathering: determine what kinds of relevant economic development data we already have & how we can use it.	?	?	There could be a budget impact if a printed packet created	Packet created, data collected and compiled as needed	End result of this should be some sort of a business education, recruitment packet
Purposeful downtown economic development	Data gathering: determine how to translate data into investment opportunities, i.e. incentives programs	?	?	$0	Investment opportunities identified and/or incentive programs developed, expanded	This could be more of a long-term action item. See link below for preservation tax incentives.
Knowledge	Data gathering: Assist staff in					

	completing back reinvestment reports to turn in to the state office to help you in having better knowledge about the kind of economic activity has been occurring in downtown in the past few years.					

Preservation tax incentives: http://www.thc.state.tx.us/preserve/projects-and-programs/preservation-tax-incentives/about-preservation-tax-incentives

DESIGN Committee

Capitalizing on historic downtown's physical assets



Committee Chair: _____

Committee Members: _____

Program Goal / Purpose being achieved	Action Item	Responsible person / task leader & helpers	Timeline	Budget Impact & how being funded	Performance Measure / Measure of Success	Notes and Status
Partnerships	Connect with our local design partners: HLPB etc. to discuss and find common solutions for design issues downtown and come to agreement about a common vision	?	?	$0		
Knowledge	Connect with the Texas Main Street design staff to better understand their design services and communicate this to property owners	?	?	$0		Services are direct to property owners & training for design committees & the public
Knowledge	Research preservation tools -					Start with the resources on

	- National Register districts, preservation ordinances etc.					the Texas Historical Commission website. See * below.
Knowledge	Do property owners have common vision for downtown & their own properties?	?	?	$0	Common vision and understanding thereof	This knowledge might come from ER committee's data gathering process to connect with property owners.
Knowledge	Committee members (maybe all Board members?) read Marshall's preservation plan - 2001 See link below Also review the Texas Main Street Program's 2011	?	Copies at next board meeting	$0		

	Preserve America reassessment report for Marshall (obtain a copy from state office) Also connect with the city's development services department to determine what other documents/plan are relevant (i.e. comp plan)					

Note: The 2011 Texas Main Street/Preserve America assessment report includes some of the same challenge areas and provides some suggestions for addressing them.

MARSHALL'S PRESERVATION PLAN:
HTTP://WWW.MARSHALLTEXAS.NET/UPLOADS/PDF/HISTORIC%20PRESERVATION%20PLAN.PDF

* PRESERVATION RESOURCES AVAILABLE ON THE TEXAS HISTORICAL COMMISSION WEBSITE:

HTTP://WWW.THC.STATE.TX.US/PRESERVE/PROJECTS-AND-PROGRAMS/NATIONAL-REGISTER-HISTORIC-PLACES

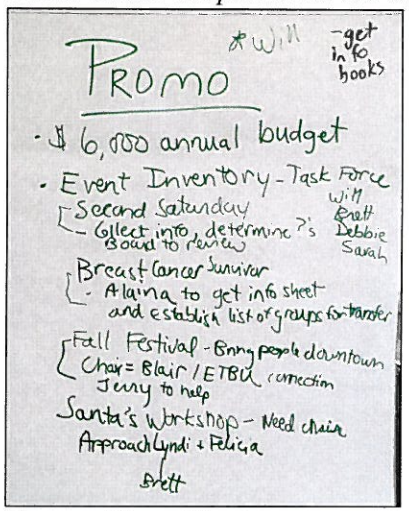
HTTP://WWW.THC.STATE.TX.US/PUBLIC/UPLOAD/FORMS/SAMPLE%20HISTORIC%20PRESERVATION%20ORDINANCE.PDF

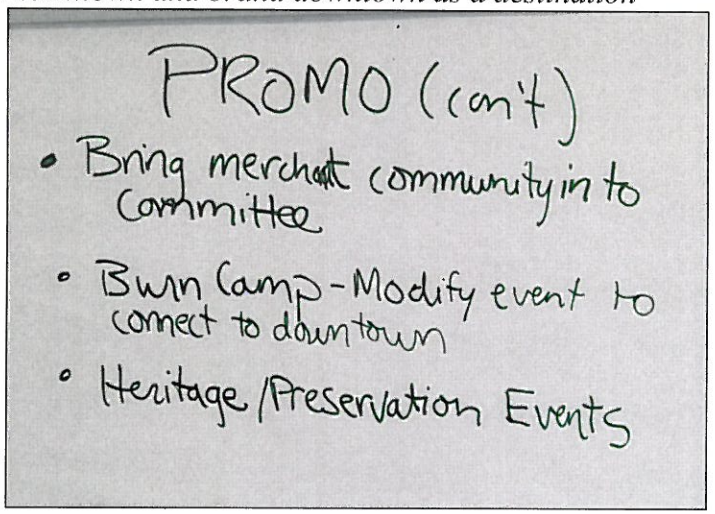
HTTP://WWW.THC.STATE.TX.US/PRESERVE/PROJECTS-AND-PROGRAMS/CERTIFIED-LOCAL-GOVERNMENT

HTTP://WWW.THC.STATE.TX.US/PRESERVE/PROJECTS-AND-PROGRAMS/PRESERVATION-TAX-INCENTIVES/ABOUT-PRESERVATION-TAX-INCENTIVES

PROMOTION Committee

Reintroduce the public to the historic downtown and brand downtown as a destination



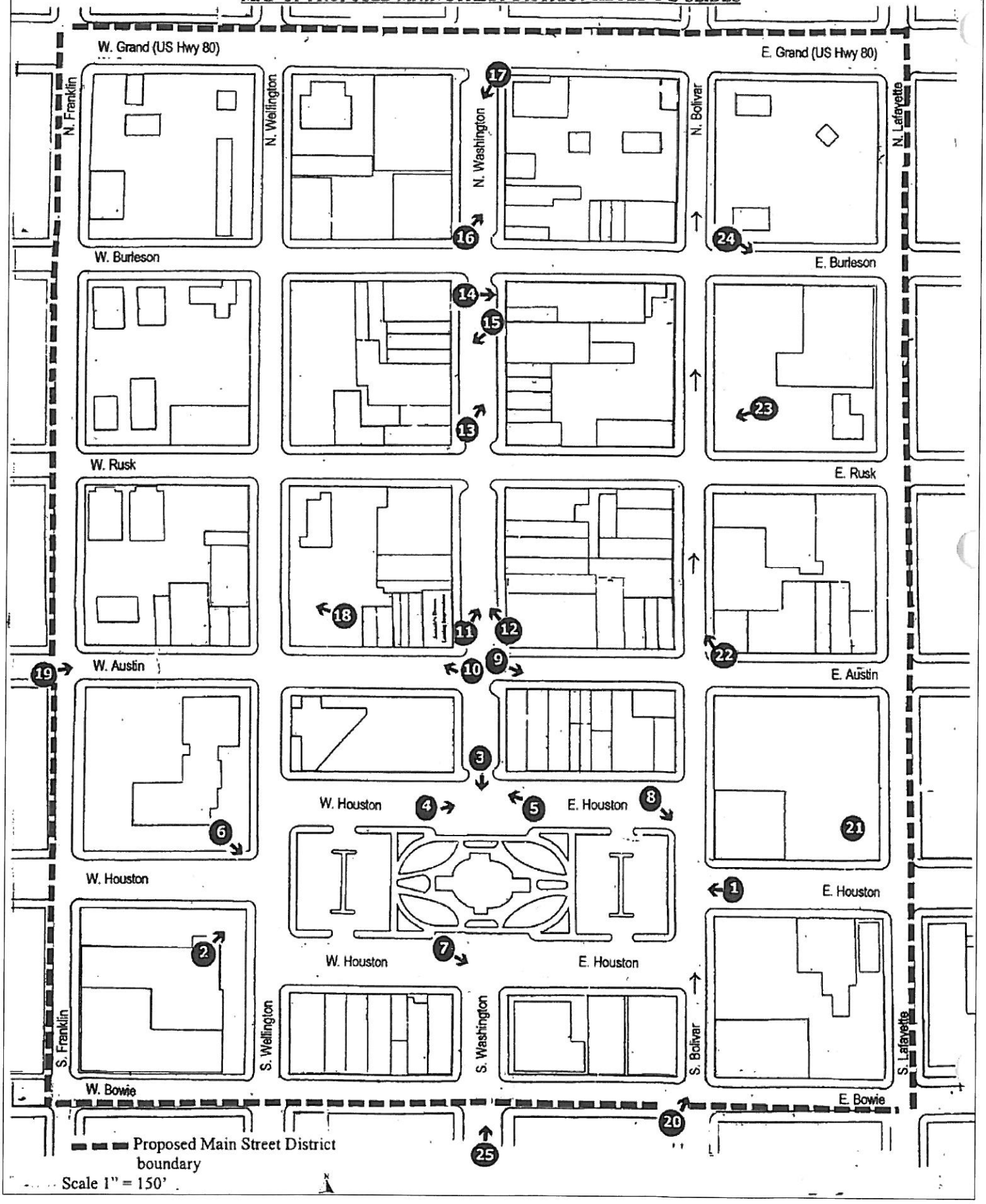


Committee Chair: _____

Committee Members: _____

Program Goal / Purpose being achieved	Action Item	Responsible person / task leader & helpers	Timeline	Budget Impact & how being funded	Performance Measure / Measure of Success	Notes & status
Strategic events that help achieve Main Street goals & bring people	Event inventory (see chart above for names)	Ad hoc task force - Will, Brett, Sarah				

downtown		and Debbie				
Partnerships	Bring the merchant community more closely into Main Street/committee	?	?	$0		
Event adaptation to help better achieve Main Street goals	Review & modify the Burn Camp to better connect with downtown	?	?	?		
Downtown image making-preservation	Increase activation of downtown with heritage/preservation event(s)?	?	?	?		

2003 TEXAS MAIN STREET PROGRAM APPLICATION FOR RECERTIFIED CITIES
MARSHALL, TEXAS

MAP OF PROPOSED MAIN STREET DISTRICT KEYED TO SLIDES