



# City of Whitesboro, Texas **2019 STRATEGIC PLAN**

PREPARED IN CONJUNCTION WITH THE CITY OF WHITESBORO & KSA

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**The purpose of the workshop was to create a vision and strategic plan that would serve as the city's strategic roadmap for the next 10 years. Guided by the KSA planning process, the plan's authors established five 'big bold steps' and the detailed actions that would transform each objective into tangible results.**

**The entire process was guided by a commitment to develop a realistic plan that would address community aspirations and needs in a clear, concise, feasible and sustainable manner.**

## OVERVIEW

The City of Whitesboro strategic plan was developed during a two-day workshop held on Thursday and Friday, April 11-12, 2019. Participating in this workshop were Council Members Jim Keller and Colby Meals, Michael Marter, City Administrator, Don Zielke, City Inspector, Penny Renfro, City Parks and Recreation Director, Lynda Anderson, EDC Director, Matthew Pike, EDC Type A President, Mike Haynie, EDC Type B President, Jeff Butts, Community Bank President, George Spiva, Community Leader, Mark Pike, Community Leader, Dr. David Bertino, Planning & Zoning Commission and Cary Bryan, Godwin Foundation. Facilitating the workshop were Randy Tuminello and Hunter Hilburn with additional support from Bob Fisher and Lanny Buck from KSA.

## A LOOK BACK AT HISTORY

At the very beginning of the strategic planning workshop, participants were invited to take a glimpse back into the past. As the old saying goes, "those who don't learn from history are bound to repeat it." As the team recounted important milestones in the city's history, a number of important trends and themes began to emerge. During this time, past achievements as well as challenges were discussed and applied as lessons for the future. A historical chart was used to document key milestones. (See Historical Chart Appendix 1, page 1.)



Big Bold Steps Discussion

## AN EXAMINATION OF THE CITY'S CURRENT SITUATION

Prior to the workshop, each team member participated in an hour-long one-on-one interview by Randy Tuminello. A questionnaire was prepared in advance and used as a guide for each discussion. An important segment contained questions pertaining to the strengths, weaknesses, opportunities and threats specific to the City of Whitesboro. Answers to these questions were later compiled and analyzed by the KSA team.

The results and conclusions drawn from the SWOT analysis were then presented for the first time to the entire group and discussed. During the discussion, key themes began to emerge as the strengths, weaknesses, opportunities and threats were further clarified. (The actual SWOT table used in the workshop can be found in Appendix 2.)

Ultimately, these themes provided an effective means to classify the opportunities that arose from the SWOT analysis. Many of these opportunities became the impetus behind the key programs and projects listed in the detailed action plans that follow later in this report.

**City of Whitesboro Mission Statement:**  
***“Promote a safe community that provides a true family experience.”***

## ENVISIONING THE FUTURE

The progression from the past and current situation set the stage for a look toward the future. The planning team was asked to imagine a scenario five years into the future where the City of Whitesboro was featured in a prominent national magazine. They were then asked to describe the outside cover, main headline, subtitles, side bars, images and quotes. The result was a visual picture of the possibilities for the future. Many of the important opportunities identified in the SWOT analysis were reconfirmed and further developed in this visioning exercise. (See Appendix 1 Page 2.)

## FIVE BIG BOLD STEPS

The five big bold steps that will serve as the ultimate drivers behind the City of Whitesboro’s 10-year vision are summarized as follows:

1. Preserve and promote our traditional small town culture.
2. Promote a safe community that provides a true family experience.
3. Create avenues for expanded development opportunities that enhance our family community.
4. Revitalize the downtown district.
5. Develop and implement a communication plan that keeps the community involved.



The impetus for these bold measures was derived from a prioritized list of ten imperatives compiled by the planning team:

- Unity through communication and collaboration
- Servant leadership that is accessible and transparent
- Positive thinking driven through a winning mentality
- Dedicated customer service to our citizens
- Fiscal responsibility and accountability
- Life-long learning that embraces innovation and technology
- A safe community with a small town feel
- A community that provides a true family experience
- Proactive in creating opportunity
- Integrity and discipline behind all actions

These important community aspirations work to solidify the purpose of this strategic plan. Their achievement will influence not only the creation of future opportunities, but the proactive decisions that will turn each these goals into reality. (See Vision Board Appendix 1 Page 3.)

## MISSION AND VALUES

At the heart of this vision lie the city's mission and values. Together, they embody the foundational elements that will bring the community together toward its common vision. They will also serve as the guide and inspiration behind the everyday behavior and decisions the community and its leaders will espouse to enable the successful implementation of this plan.

Upon completion of the mission statement, the planning team achieved consensus on five overarching values:

**UNITY**

**INTEGRITY**

**FAMILY**

**SERVANT LEADERSHIP**

**WINNING MENTALITY**

These values were selected to crystalize the city's culture while painting a vivid picture of the behaviors that would continue to distinguish Whitesboro as a safe, vibrant and forward-thinking community. All were embodied in the following values statement.

### **Values Statement:**

***The City of Whitesboro shall be guided by our core values of unity, integrity, family, servant leadership and a winning mentality. These values shall embody the soul of our community as we engage and unify ourselves toward our exciting vision for the future.***

## ACTION PLANS

The planning process up to this point analyzed past, present and future issues and opportunities. From this analysis, five major themes emerged which led to the creation of the city's vision including its mission, values and major imperatives—its five big bold steps. With the identification of the bold steps, the planning team was now prepared to enter the final stage of the planning process—the development of detailed action plans for each of the five big bold steps.

The content within each action plan provides the basis of the strategic plan itself. The intentional use of the action plan tables was designed to encourage continual interaction with the plan.

In order to efficiently develop the five detailed action plans, the planning group was divided into three teams. Two teams were

assigned two action plans each while the third team was tasked with one action plan that required more development time.

An Action Plan Table was used by each team to provide a framework for the development of each action plan. Based on the discussion surrounding how the big bold step would be accomplished, the programmatic steps for each action plan were then developed.

Going forward, each of the five action plans will be used continually as a dynamic worksheet to prompt progressive action on the key programs and projects identified. As shown on the following pages, each action plan contains four important elements: 1) a listing of all the key programs necessary to complete the bold step; 2) identification of who is responsible; 3) a schedule and budget; and 4) milestones to monitor progress. (Action plans are shown starting on page 5.)



A team is working on their future vision for Whitesboro.



Hard at work on Big Bold Step #3.

## NEXT STEPS AND RECOMMENDATIONS

1. Start the implementation of the action plans while the fire in your bellies rages and the vision is still fresh in your minds.
2. By 6/15/19, initiate big bold step #5—the communication plan to engage the community.
3. Assemble a steering committee by 7/15/19 to:
  - prioritize which programs should be initiated first
  - establish the best committees e.g., downtown revitalization committee and members for each program
  - reestablish timelines (where left blank)
  - provide for a reporting process to insure specified milestones are being met
  - keep the vision moving forward
4. Consider combining the culture and family teams (#1 and #3) into the appointment of a Cultural Affairs Committee to lead the family experience as well as the promotion and implementation of cultural events—linkages to the ISD, horse industry and Ministerial Alliance. (See Strategic Programs #1 and #2 where this is listed.)
5. You will notice that in a few instances the action plans were:
  - edited to specify key items e.g., start/finish dates that may have been left blank
  - assignments were made in a few instances e.g., we are recommending the creation of a cultural affairs committee to spearhead cultural events such as block party neighborhood events
  - in a few instances, project forms were attached to programs within a big bold step to provide an example of how programs will be subdivided into specific projects (see strategic plan forms starting on page 6)
6. To accomplish your big bold steps (particularly #2 family experience, #3 expanded development and #4 downtown revitalization), we recommend the development of a comprehensive plan to further define what, where, when and how with respect to future land use, zoning, infrastructure and the establishment of an appropriate annexation strategy.

## ACTION PLAN: BOLD STEP #1

Big Bold Step #1: Preserve and promote our traditional small town culture.						
REQUIRED PROGRAMS	Accountability		Timetable		Resources	Milestones
	Primary	Others	Start	Finish	T&M + (\$)	Feedback Mechanism
1. Create a safe environment for our citizens, e.g., where our children are safe to walk or ride their bikes to school. (Note: We will need to identify specific projects to accomplish this program e.g., explore funding programs, safe routes to school, complete streets, after school programs.	City Council & Staff	Everybody			TBD based on specific project budgets	Completion of one project e.g., white paper on funding research
2. Provide basic amenities close at hand, e.g., after school program, recreational facilities, street and park lighting. This program will work in close conjunction with the downtown revitalization program and the expanded development program.	Staff & Program Committees	Committee task forces			TBD based on specific project budgets	Break into phases. Phase 1 will be first milestone
3. Promote Community Cultural Events. (Taken from Big Bold Step #2 and placed here.)	ACO Committee & Parks & Rec	Ministerial Alliance & Volunteers			TBD based on specific planned events	Initial draft of event plans
Total Budget Amount for Resources Portion					TBD	

## ACTION PLAN: BOLD STEP #1 PART 2

Note: This program is part of Big Bold Statement #1: Preserve and promote our traditional small town culture.

### Program #3: Promote community cultural events.

<b>REQUIRED PROJECTS</b>	<b>Accountability</b>		<b>Timetable</b>		<b>Resources</b>	<b>Milestones</b>
	Primary	Others	Start	Finish	T&M + (\$)	Feedback Mechanism
1. Link ministerial community events and logo.	Ministerial Alliance & Parks & Rec Board	Parks & Rec Staff & Volunteers			TBD based on specific project budget	Joint meeting of committees to develop action plan
2. Promote good neighbor policy. Note: This program will be completed by the communication committee in conjunction with the Communication Program.	ACO Committee	Assigned Admin staff			TBD based on specific project budgets	Design of policy and promotional materials
3. Promote block party neighborhood events.	Chamber of Commerce & Parks & Rec	Assigned Admin staff			Included in #2 above	First block party event
Total Budget Amount for Resources Portion					TBD	

## ACTION PLAN: BOLD STEP #2

Big Bold Statement #2: Promote a safe community that provides a true family experience.						
REQUIRED PROGRAMS	Accountability		Timetable		Resources	Milestones
	Primary	Others	Start	Finish	T&M + (\$)	Feedback Mechanism
1. Promote and recruit new family style (not fast food) restaurants. Note: This program will need to work in conjunction to both the Downtown Revitalization and Expanded Development programs.	EDC & Development Committee	City Council, P&Z & KWB			EDC funding mechanisms + private investment	Land & concept promotion strategies
2. Create connections to key amenity assets e.g., existing educational facilities or the horse industries. Note: This program may be linked directly to program #1 in the cultural big bold statement.	Development Committee	City Council, ISD C of C			TBD based on specific project budgets	Completed draft of connections strategy
3. Update the Parks and Recreation comprehensive program.	Parks & Rec Board	Parks & Rec Staff			TBD based on program budget	Completed draft of updated long range P&R plan
Total Budget Amount for Resources Portion					TBD	

## ACTION PLAN: BOLD STEP #2 PART 2

Note: This program is part of Big Bold Statement #2: Promote a safe community that provides a true family experience.

### Program #1: Recruit and promote new family restaurants.

<b>REQUIRED PROJECTS</b>	<b>Accountability</b>		<b>Timetable</b>		<b>Resources</b>	<b>Milestones</b>
	Primary	Others	Start	Finish	T&M + (\$)	Feedback Mechanism
1. Develop incentive programs for small business.	EDC & EDC Director	Chamber of Commerce			EDC funding mechanisms	Draft of approach to incentive programs
Total Budget Amount for Resources Portion					TBD	

### ACTION PLAN: BOLD STEP #3

Big Bold Statement #3: Create avenues for expanded development opportunities that enhance our family community.						
REQUIRED PROGRAMS	Accountability		Timetable		Resources	Milestones
	Primary	Others	Start	Finish	T&M + (\$)	Feedback Mechanism
1. Create and implement an annexation strategy focusing on our points of entry that protects and provides the most appropriate arrangement of land uses to achieve our vision for a true family experience.	City Council, Admin & Development Committee	Public—Land Owners			TBD based on program budget	Development of initial approach strategy
2. Develop a land use strategy based on comparisons to existing and preferred uses.	City Council, Admin & Development Committee	Public—Land Owners			TBD based on program budget	Completion of inventory map of existing uses
3. Develop a comprehensive infrastructure plan to evaluate existing versus future needs based on the 20-year vision—streets, sidewalks, water, sewage, and fiber optics.	City Council & Admin	Development Committee			TBD based on program budget	Consultant RFQ
4. Create policy and program for community development incentives.	City Council, EDC & Admin	PPPs			EDC & General Fund	Adoption of policy
Total Budget Amount for Resources Portion					TBD	

## ACTION PLAN: BIG BOLD STEP #3 PART 2

Note: This program is part of Big Bold Statement #3: Create avenues for expanded development opportunities that enhance our family community.

**Program #2: Develop a land use strategy based on a comparison to existing and preferred uses.**

<b>REQUIRED PROJECTS</b>	<b>Accountability</b>		<b>Timetable</b>		<b>Resources</b>	<b>Milestones</b>
	Primary	Others	Start	Finish	T&M + (\$)	Feedback Mechanism
1. Inventory and map existing uses and create an overlay map detailing preferred uses to show where land use changes need to be implemented.	Admin & Development Committee	City Council & P&Z			TBD based on specific project budget	Development of an inventory map
2. Develop a property assemblage strategy.	Admin & Development Committee	City Council & P&Z			Volunteered Time	Assemblage strategy document
Total Budget Amount for Resources Portion					TBD	

## ACTION PLAN: BIG BOLD STEP #3 PART 3

Note: This program is part of Big Bold Statement #3: Create avenues for expanded development opportunities that enhance our family community.

**Program #3: Develop a comprehensive infrastructure plan to evaluate existing versus future needs based on the 20-year vision—streets, sidewalks, water, sewage, and fiber optics.**

<b>REQUIRED PROJECTS</b>	<b>Accountability</b>		<b>Timetable</b>		<b>Resources</b>	<b>Milestones</b>
	Primary	Others	Start	Finish	T&M + (\$)	Feedback Mechanism
1. Regional Distribution Study.	GTUA—Munis & SUDs	TWDB			13 Water Providers	Scheduled meetings
2. Evaluation of existing versus new sewage capacity.	City	TCEQ				Evaluation report
3. Evaluation of water volume/pressure.	City	EDC			EDC, City, TWDB-TDA	Evaluation report
4. On-going streets, sidewalk and other projects.	City & EDC				Per CIP	Project schedules
Total Budget Amount for Resources Portion					TBD	

## ACTION PLAN: BOLD STEP #4

Big Bold Statement #4: Revitalize our downtown district.						
REQUIRED PROGRAMS	Accountability		Timetable		Resources	Milestones
	Primary	Others	Start	Finish	T&M + (\$)	Feedback Mechanism
1. Develop a downtown revitalization CIP program. (See list of required projects developed by the strategic plan team on page 14.)	City Council Admin & EDC	ACO Committee & KWB			TBD but based on estimated CIP	Completion of 1 <sup>st</sup> project
2. Develop a funding and investment strategy for the downtown revitalization CIP program including grant funding.	Admin & EDC	ACO Committee & KWB			TBD but based on estimated CIP	Draft of funding & investment strategy
3. Develop plan to enhance nightlife downtown.	EDC	ACO Committee & KWB			Follows funding strategy	Defined amenities program required
Total Budget Amount for Resources Portion					TBD	

## ACTION PLAN: BIG BOLD STEP #4 PART 2

Note: This program is part of Big Bold Statement #4: Revitalize our downtown district.

### Program #1: Develop a downtown revitalization CIP program.

<b>REQUIRED PROJECTS</b>	<b>Accountability</b>		<b>Timetable</b>		<b>Resources</b>	<b>Milestones</b>
	Primary	Others	Start	Finish	T&M + (\$)	Feedback Mechanism
1. Design and construct new pedestrian friendly sidewalks for both the downtown and nearby residences.	City Council, Admn & EDC					TXDOT grant approval
2. Remove planter boxes with benches.	City Council, Admn & EDC	KWB				
3. Design and construct breezeway to plaza on the north side.	City Council, Admn & EDC					
4. Purchase building for the breezeway.	City Council, Admn & EDC					
5. Design and construct a restroom facility for the plaza.	City Council, Admn & EDC					
6. Work with TxDOT to reduce speed limit in the downtown district to 25 mph.	City Council, Admn & EDC					
7. Develop a sign ordinance for downtown.	City Council, Admn & EDC					
8. Design and construct a parking lot.	City Council, Admn & EDC					
9. Utilize the Sullivan House as a historical museum.	City Council, Admn & EDC	KWB				
10. Utilize Trollinger Band Stand.	City Council, Admn & EDC	KWB				
Total Budget Amount for Resources Portion					TBD	

## ACTION PLAN: BOLD STEP #5

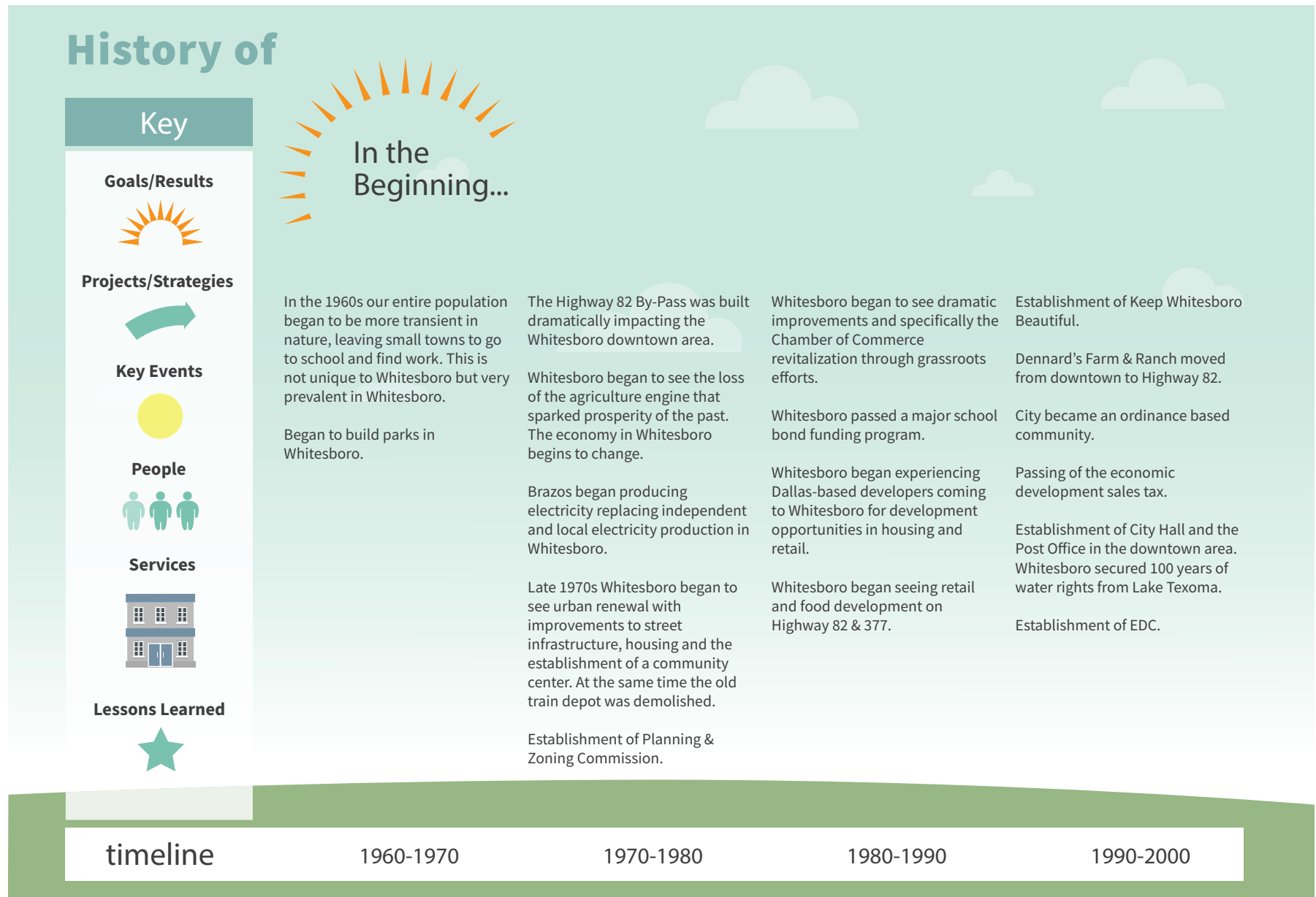
Big Bold Statement #5: Develop and implement a communication plan that keeps the community involved.						
REQUIRED PROGRAMS	Accountability		Timetable		Resources	Milestones
	Primary	Others	Start	Finish	T&M + (\$)	Feedback Mechanism
1. Develop strategy and concept design to update the current branding elements—logo color pallet, social media sites, letterhead, signage, etc.	City Administration & EDC Director				\$7,500	Adoption by City Council & Staff
2. Investigate and develop a plan to create the infrastructure to bring fiber optic broadband into the city.	City Administration					Draft plan of action
3. Develop a communication coordination strategy among all community organizations to establish and maintain consistent communications for all strategic objectives.	EDC Director	ACO Committee				Communication strategy in place
4. Develop overall communication program including utilizing various means to transport our messaging, e.g., website. (See list of projects identified by the strategic planning team on page 15.)	EDC Director & Parks & Rec Director	ACO Committee			\$30,000	Completed revisions to website
Total Budget Amount for Resources Portion					\$37,500	

## ACTION PLAN: BIG BOLD STEP #5 PART 2

Note: This program is part of Big Bold Statement #5: Develop and implement a communication plan that keeps the community involved.

**Program #4: Develop overall communication program including specific vehicles e.g., website to transport our messaging.**

<b>REQUIRED PROJECTS</b>	<b>Accountability</b>		<b>Timetable</b>		<b>Resources</b>	<b>Milestones</b>
	Primary	Others	Start	Finish	T&M + (\$)	Feedback Mechanism
1. Develop a marketing plan/strategy.	EDC Director	Parks & Rec Director			Budget TBD	Marketing plan document complete
2. Write a newspaper article to describe and summarize the outcomes of the strategic planning retreat.	TBD					Article published
3. Create a new web page to communicate strategic plan and establish link connections to WISD, City and other appropriate city organizations.	EDC Director	P& R & ACOC			\$10,000	Webpage concept design
4. Develop brochure to communicate strategic plan vision and city events.	EDC & P&R Directors				TBD	Brochure design draft
5. Work with downtown business on communication regarding preservation of the historical district.	EDC Director	KWB & ACOC			TBD	Communication plan complete
					TBD	



## BIG IDEAS

Entrepreneurial Center  
Expanded Development  
Downtown Plaza

## “ QUOTES ”

“We’re revealing a new partnership with developers and retailers.”

- Whitesboro Management Team

“Our Entrepreneurial Center is open with strategic partnerships with MIT & North Texas manufacturers. This has opened the door with surrounding universities, to multi media learning, new small business training, and local entrepreneurs.”

- Center Director

### COVER

“New horizons  
come into view for  
Whitesboro as they  
capitalize on new  
growth”

## BIG HEADLINES

“City expands  
downtown with  
addition of connecting  
plaza.”

“New retail  
development spurs  
Whitesboro growth”

“A entrepreneurial  
development center  
connected in  
partnership with unit  
small business  
development training”

## SIDEBARS

New motels,  
restaurants, and shops

Center provides  
opportunities for space,  
training, and pioneering  
in small business  
development

## IMAGES





## SWOT ANALYSIS

### City of Whitesboro SWOT Analysis Results

The SWOT analysis (Strengths, Weaknesses, Opportunities and Threats) was based on a series of one-on-one interviews conducted between February 21, 2019 and March 15, 2019 with the City of Whitesboro Strategic Planning Committee, some members of the Ministerial Alliance and additional selected community leaders. This analysis was used to identify the major themes that arose from describing the strengths, weaknesses, opportunities and threats currently impacting the city. These results were ultimately used as a framework for developing the five bold steps and their related detailed action plans.

The major themes that arose from the discussion are as follows:

-  **Identity/Community** (brand, sense of community, sense of belonging)
-  **Governance** (elected & appointed officials, city staff, political will, policy, regulations)
-  **Economics** (funding, taxes, markets)
-  **Amenities** (quality of life items, entertainment, infrastructure)
-  **Development** (physical development of housing, retail, commercial, etc.)

Strengths	Weaknesses	Opportunities	Threats
Small town feel	Lack of subdivisions	Provide more housing	Money spent outside the city
Large town amenities nearby w/o hustle & bustle	Lack of retail development—grocery, restaurants, lodging	Promote our city as espousing traditional values, tie school closer to community	Lack of growth means higher taxes
School district	Tunnel vision—lack of forward vision in the past	Incentivize needed developments	Differed maintenance—overwhelming
Bedroom community	Location is undesirable for industrial	Create developments to keep people here	Lack of business growth
Recreation e.g. Lakes nearby	Lack of broadband high speed internet	Develop CNC shops or 'maker' spaces	Lack of housing
Safety (low crime)	Lack of employment base	Issue bonds. Can't do it all with cash	High electricity rates

## SWOT ANALYSIS

Strengths	Weaknesses	Opportunities	Threats
Make Whitesboro Beautiful Initiative	Lack of local businesses to generate sales tax	Undertake an in-depth policy review/internal audit	Lack of vision, a masterplan, a uniform plan for growth
Fiscally responsible	Overdependence on PUD as a revenue base	Attract outside investment & keep it circulating in town	Attitude that is happy with status quo
Great for families	Lack of strong identity/brand—we're a best kept secret	New sidewalks, trails—to be a walkable/bikeable city	Lack of a destination—lack of traffic flowing in and out
City maintenance, a clean city	Resistant to change	Small business development center. Attract 'freelance' workers	Lack of follow-through on key initiatives. Need for accountability to take action
Our parks—just revamped our swimming pool	Deteriorating properties in downtown	Leverage recreational amenities, e.g. lakes	Lack of community engagement—need to hear from the people
Investments by churches in the community—e.g., new gym for the community	Deteriorating infrastructure	The right kind of development—boutique retail, hotels, restaurants, new neighborhoods	Infrastructure failure
Community pride and community involvement	Limited tax base, lack of funding	Create a PPP development strategy	Unprepared for growth. Vulnerable to developers
Good strategic location—75, 135, 82/377—closest community to Lake Texoma	Need to expand city limits but lack the ability to annex. Limited area for growth	Look at more creative ways to provide funding e.g., more fees from the county or less up/down cycle on utility rates	No growth mentality—lack of progressive thinking
Local churches/strong Christian values	Lack of a funding and fiscal policy	Provide more parks space	
Receptive/friendly community	Lack of entertainment alternatives e.g., need an auditorium, theater	Leverage the equine community to generate revenue	
	Communication among city staff and community at all levels	Develop more technology to move ISD from good to great	
	Lack of leadership diversity—no women on the Council	Build identity and recognition through brand	
	Loss of historical treasures, e.g., train depot	Respond versus react to growth	
	Lack of a cohesive vision among community leaders	Preserve our history	

## SWOT ANALYSIS

Strengths	Weaknesses	Opportunities	Threats
	Lack of strong development standards, land use buffers e.g. industrial vs residential	Big priority—clean up ordinances; develop stronger development standards, zoning	
	Reestablish city's identity/purpose—currently unclear, lacking	Create a position like Transformation CEO	
		Revitalize our city center core/historical restoration	
		Downtown development—fine arts center, parks, restaurants, parking	
		Increase public events/activities, e.g., community garden, farmer's market, concerts	
		Enlist more involvement from the banking community	