

CITY COUNCIL STUDY SESSION

TO: Mayor and City Council
FROM: Mari E. Macomber, City Manager
SESSION DATE: June 2, 2014
TIME: 4:30 pm
PLACE: Second Floor Conference Room of City Hall

AGENDA:

- **INSURANCE UPDATE**
- **MUNICIPAL COURT AUDIT REPORT**
- **DOWNTOWN TRAFFIC SIGNALIZATION**
- **LOT SPLIT PROPOSAL**
- **ADVANCED DISPOSAL PROPOSAL**
- **DEMOLITION PROJECT UPDATE**
- **REVIEW CITY COUNCIL AGENDA**
- **REVIEW NEWSLETTER – May 28, 2014**
- **COMMITTEE REPORTS**

INSURANCE UPDATES

Phil Drescher with Bukaty Company will visit with the City Council on Monday to give you an update on our self insurance program. He will be available to answer your questions concerning the Affordable Care Act. Finally, the City Council may want to discuss some of the regulations previously mentioned concerning wellness and health care cost containment.

MUNICIPAL COURT AUDIT REPORT

The State Auditor's Office is responsible for ensuring the proper use of public funds and to improve the efficiency and effectiveness of Missouri government by performing audits of state agencies, boards and commissions, the circuit court system, the counties in Missouri that do not have a county auditor, and other political subdivisions upon petition by the voters. Kirksville's Municipal Court is part of the Second Judicial Circuit Court and is periodically audited by this office.

As with the annual city audit, which always includes our Municipal Court operations, the audit performed by the State was done in accordance with generally accepted government auditing standards issued by the Comptroller General of the United States. The following link will take you to the audit report found on the State's website.
<http://www.auditor.mo.gov/AuditReports/CitzSummary.aspx>

Our Municipal Court did a great job and was given a "good" rating. This rating means the following:

The audit results indicate this entity is well managed. The report contains few findings, and the entity has indicated most or all recommendations have already been, or will be, implemented. In addition, if applicable, many of the prior recommendations have been implemented.

After evaluating the Municipal Court operations over a two-week period, the State auditor identified only one issue. He found a discrepancy concerning tickets. From staff's standpoint the issue was not about control but more a data entry issue. Since the audit findings were released personnel from both the Municipal Court Division and the Police Department have met and made a change to their operations.

The following seven (7) steps outline the process that is used by the State when conducting an audit. This should give the City Council a better understanding of how much information is evaluated to show that the Municipal Court operations are well managed and the processes in place are quite acceptable.

1 - The Audit Process Always Follows the Same Sequence of Events - entrance meeting, fieldwork, report preparation, exit meeting, receive responses from the auditee and the release of the report to the general public. Audit completion may take a few weeks to several months depending on the scope of the audit, complexity of the audit work, and other varying factors. All phases of the audit process are explained below.

2 - Entrance Meeting - Staff auditors meet with auditee officials to explain the audit process and discuss any issues or concerns the officials may have. The entrance meeting is immediately followed by a press release announcing the beginning of the audit.

3 - Fieldwork - The fieldwork phase of the audit process is when the auditors are gathering information, studying records and analyzing a variety of documents. Some examples of items that will be reviewed include: minutes of meetings, written policies and procedures, financial records, and other pertinent documents; interviewing various personnel of the auditee, as well as certain external parties; and testing selected transactions.

4 - Report Drafting - The auditors have identified audit findings and draft the report. The report goes through an extensive review process.

5 - Exit Meeting - Once the report is drafted, members of the State Auditor's office will meet with the auditee to discuss the report findings. These meetings are closed.

6 - Written Responses - After the exit meeting, the State Auditor's office obtains auditee responses to each of the audit findings. This process typically takes about two weeks. These written responses are included in the final audit report.

7 - Final Report Released to the Public - After a report is finalized and signed by the State Auditor, it is released to the public. All audit reports are available on the State Auditor's website.

DISCUSS DOWNTOWN TRAFFIC SIGNALIZATION

Included for the City Council is more information, along with drawings of each of the intersections so that you can get a better understanding of what is being proposed for the traffic signals within the downtown area.

LOT SPLIT PROPOSAL

In 1985, the City Council changed city ordinance to allow for lot splits. When you can request a lot split and the requirements for approval were included in that allowance. A lot split is a division of land previously platted as a part of a major subdivision, or as a pre-existing out lot, if such division does not involve the dedication and construction of any new public utilities (sewer and water), or the construction of any new public streets; and provided further, that such division does not change the street or block patterns as previously platted.

In reviewing this and discussing the matter with the City Attorney we have learned that a previously platted property can only be split once, otherwise it has to be subdivided and follow the subdivision process. We also determined that lot splits before they are approved must have all of the utilities provided to both lots. In some instances the City Council has approved a lot split with the understanding that should something be developed that the owner would have to extend utilities.

Included with this Study Session cover is a report from Brad Selby outlining the changes we recommend to address the requirements and approval of a lot split.

ADVANCED DISPOSAL PROPOSAL

Advanced Disposal has provided a renewal proposal for the City to consider. The proposal provides a five-year renewal. They propose to reduce the monthly fee from \$11.20 per residential unit to \$10.76. Advanced also proposes no increase through June 30, 2016. Advanced also proposes to provide glass recycling services and increase the number of yard waste containers given to the City. Their hope is that the City Council will agree to renew the contract as opposed to soliciting bids. The last time the City completed the bid process Advanced was the only bidder.

Included with this Study Session Cover Report is the Proposal Submittal from Advanced.

DEMOLITION PROJECT UPDATE

The City Council has asked on a couple of occasions about the status of the City's CDBG demolition grant. The City received a grant to demolition five (5) structures, including the old high school.

On Monday, staff will give the City Council an update on where things stand with the grant. Included for your review is a staff report from Sarah Halstead and pictures of those properties slated for demolition.

REVIEW COUNCIL AGENDA

REVIEW COUNCIL NEWSLETTER – May 28, 2014

COMMITTEE REPORTS

Commission Meetings held between May 19 and June 2 include the following:
Friends of Forest Llewellyn

Attachments

Insurance Staff Report
Municipal Court Audit Staff Report
Summary Page of Audit
Traffic Signal Proposal
Traffic Signal Standards from MUTCD
Community Strategic Plan regarding Traffic Signals
Downtown Intersections showing Proposed Stop Signs
Advanced Disposals Proposal
Lot Split Staff Report
Demolition Project Staff Report
Pictures of Properties Slated for Demolition

Enclosure

Municipal Court Audit Report

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

SUBJECT: Self-Funded Insurance

STUDY SESSION MEETING DATE: June 2, 2014

CITY DEPARTMENT: Human Resources

PREPARED BY: Pat Meredith

The City of Kirksville partially self-funds the employee medical and dental insurance plan utilizing agreements with Third Party Administrators, Preferred Provider Networks, Pharmaceutical Benefit Managers, Reinsurance Providers and a broker to assist in the administration of the insurance fund and keep us abreast of affordable healthcare requirements and other pertinent changes in the law.

The first quarter of 2014 was a good quarter for the City as claims expenditures were 42% below expected claims liability through that same time period. As of the date of this report we have one claim expected to exceed our \$75,000 Specific Stop Loss in 2014.

Self-insuring our plan has saved the City and employees a considerable amount of money even though health care costs continue to rise. This year the City is expected to pay \$1,125,909 for medical and dental care. Employees will pay an additional \$346,596 to cover the cost of health and dental care.

In addition, the adoption of a wellness program was implemented in 2008 to encourage employees to take care of medical problems before they become chronic and to adopt healthier lifestyles. Through this program employees pay a portion of the employee only premium (30%) however are eligible for premium discounts if they participate in a healthier life style and meet goals established by Interactive Health Solutions.

Pursuant to State law the City bids our Third Party Administrator every three years. HealthScope Benefits three year term will expire January 1, 2014. City staff will be working with Phil Drescher, Bukaty Companies to evaluate our plan design and bid our plan for the 2015 fiscal year.

Phil Drescher, Bukaty Companies has been working with the City for a number of years and has recommended many cost saving enhancements to our plan design and assisted us with compliance. The City Council asked that Phil come to a study session to answer your questions about Affordable Health Care and health reform. Phil typically gives us an update on how our plan is doing this time of year therefore we have asked him to cover both at the June 2 study session.

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

SUBJECT: State Municipal Court Audit

STUDY SESSION MEETING DATE: June 2, 2014

CITY DEPARTMENT: Administration

PREPARED BY: Pat Meredith

The Missouri State Auditor's office periodically audit's Municipal and Circuit Courts in Missouri. The last audit of our court was roughly ten years ago. A State auditor was here for several weeks reviewing various materials and processes of our court. As a result of that audit we are proud to have achieved a "Good" rating the second highest rating available to courts.

We received one finding referencing ticket accountability. It is the opinion of staff that the police department and the municipal court has worked together to ensure the numerical sequence and ultimate disposition of all tickets issued by the police department. These tickets are generated by the police department and as such have been recorded by the police department. There were two instances cited of incorrectly entered ticket numbers into the court files constituting a data entry error only, and not 'a deficiency in internal controls' as suggested by the report. In those two instances the correct information was immediately available to the auditor upon his request.

In a side note, only Municipal Courts are required to track tickets. The Circuit Court has no responsibility to track tickets as the State deems this an unreasonable requirement. While we believe ticket accountability is an important control we believe that the responsibility of tracking tickets is and should rest with the Police Department as some tickets are written as State violations, some are voided, and some ticket books are used infrequently because they are issued to not routine commissioned personnel.

In light of the finding, the municipal court staff in cooperation with the police department has implemented a separate second set of records to further verify the disposition of 'all tickets issued by the police department'. These additional reports and documentation was further discussed with the audit staff at the final exit conference.

The Municipal Court staff and Judge Herrin have demonstrated that they manage court records very well.

Thomas A. Schweich
Missouri State Auditor

CITIZENS SUMMARY

Findings in the audit of the Second Judicial Circuit, City of Kirksville Municipal Division

Ticket Accountability

The Police Department and the municipal division do not work together to ensure the numerical sequence and ultimate disposition of all tickets issued are accounted for properly. For 2 of 20 tickets tested, the municipal division incorrectly entered the ticket number into the case management system without detection. Properly accounting for the numerical sequence and ultimate disposition of tickets is necessary to reduce the risk of loss, theft, or misuse of funds.

In the areas audited, the overall performance of this entity was **Good**.*

*The rating(s) cover only audited areas and do not reflect an opinion on the overall operation of the entity. Within that context, the rating scale indicates the following:

- Excellent:** The audit results indicate this entity is very well managed. The report contains no findings. In addition, if applicable, prior recommendations have been implemented.
- Good:** The audit results indicate this entity is well managed. The report contains few findings, and the entity has indicated most or all recommendations have already been, or will be, implemented. In addition, if applicable, many of the prior recommendations have been implemented.
- Fair:** The audit results indicate this entity needs to improve operations in several areas. The report contains several findings, or one or more findings that require management's immediate attention, and/or the entity has indicated several recommendations will not be implemented. In addition, if applicable, several prior recommendations have not been implemented.
- Poor:** The audit results indicate this entity needs to significantly improve operations. The report contains numerous findings that require management's immediate attention, and/or the entity has indicated most recommendations will not be implemented. In addition, if applicable, most prior recommendations have not been implemented.

All reports are available on our Web site: auditor.mo.gov

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

SUBJECT: Downtown Traffic Signals

STUDY SESSION MEETING DATE: June 2, 2014

CITY DEPARTMENT: Public Works

PREPARED BY: Alan Griffiths

Traffic signals and stop lights in the downtown business district are not necessary due to traffic volume, speed limits or accident history. A report was prepared and submitted to the Airport and Transportation Commission for their review and comment on April 1, 2014. Information in the report was based upon guidelines from the Manual of Uniform traffic Control Devices (MUTCD) published by the Federal Highways Administration and data obtained from Missouri Department of Transportation (MoDOT). The report's recommendation is to remove the traffic signals on Marion and Jefferson Streets and the flashing stop lights within the downtown business district. The report considers traffic safety, both vehicular and pedestrian, as well as convenience, maintenance, and cost savings within the report. The Airport and Transportation Commission tabled the report until their May 5, 2014 meeting so as to review and consider the report before making a recommendation to City Council. At their May 5, 2014 meeting, the Commission recommended leaving the traffic signals and stop lights as currently operating.

At the Council's Study Session on May 19, 2014, staff was requested to provide drawings that could show what is being proposed for each intersection within the downtown business district area. Attachment No. 2 shows the stop sign configuration for each of the eleven intersections contained in the original report.

Traffic volumes within the downtown business district have seen about a 1/3 reduction over the past several years as evidenced by traffic counts performed by MoDOT. This is due in part to the completion of improvements along Osteopathy Street and to parking lots within the 'medical campus,' allowing more vehicular traffic to use Osteopathy Street instead of Jefferson Street.

The convenience (frustration) factor for drivers on Marion and Jefferson Streets is evidenced by how often vehicles are required to wait at "red" traffic signal lights while there are few or no vehicles in opposing lanes, only to move to the next traffic signal and wait again; or the vehicle is confused between the "red" traffic signal light and the flashing red stop light, and simply performs a stop-look-go movement. The convenience (frustration) factor for pedestrians on Marion and Jefferson Streets is evidenced by how often pedestrians look both ways and proceed across the streets without waiting for the "walk" sign. In both cases, safety is paramount.

During the preparation of the report, staff discussed the impacts of the proposal with Northeast Regional Medical Center, A.T. Still University, Northeast Missouri Health Council Center, and City Police and Fire Departments; and their concerns were

incorporated into the report. The report is also in keeping with the recommendations of the Kirksville-Adair Community Plan.

Stop signs were considered for installation in various configurations, as shown on supplemental sheets contained in this Council Report for various reasons. With the width of right-of-way, the number of traffic lanes, the volume of vehicles, the speed of traffic and the low maintenance cost, stop signs are the recommended option by staff.

The Council has several options available as it considers this Study Session report. As recommended by the original staff report, the removal of all traffic signals and stop lights within the downtown business district is one option. As recommended by the Airport and Transportation Commission, making no changes to the existing traffic signal and stop light configurations within the downtown business district is another option. The City Council could request that certain traffic signals and/or stop lights remain while others are removed, as yet another option.

Staff has no pre-determined timeline in which to accomplish removal of the traffic signals and stop lights, if so directed by Council. After Council makes their determination, staff will set forth an approximate timeline for the directed work, if any.

The fiscal impact to the City based on the original staff report would be a cost savings realized by the electrical and maintenance savings after the removal of the traffic signals and stop lights. The cost to install signage and perform other minor work associated with this proposal would be offset during the first year by the savings, and future years would show a reduction to the City's budget until offset by higher electrical costs, modifications to remaining traffic signals or future traffic signal installations.

CITY OF KIRKSVILLE
PUBLIC WORKS DEPARTMENT
TRAFFIC SIGNALS AND STOPLIGHTS
--- REMOVAL OF FACILITIES ---

GENERAL:

The City of Kirksville owns and operates nine traffic signals, five stoplights and two pedestrian crossing signals within our city limits. In addition, there are twelve traffic signals owned and operated by the Missouri Department of Transportation (MoDOT) within our city limits. This report is limited to six traffic signals and five stoplights owned and operated by the City in the Downtown Business District area.

The traffic signals are located at the intersections of:

Washington Street and Marion Street
McPherson Street and Marion Street
Jefferson Street and Marion Street
Jefferson Street and Franklin Street
Jefferson Street and Elson Street
Jefferson Street and Main Street

The stoplights are located at the intersections of:

Harrison Street and Franklin Street
Harrison Street and Elson Street
Washington Street and Franklin Street
Washington Street and Elson Street
McPherson Street and Franklin Street

The remaining three traffic signals and two pedestrian crossing signals owned and operated by the City and not a part of this report are located at:

Potter Avenue and Osteopathy Street
Normal Street and Franklin Street
La Harpe Street and Franklin Street
Franklin Street and TSU (Ped Xing)
Patterson Street and TSU (Ped Xing)

ENGINEERING:

The Manual on Uniform Traffic Control Devices (MUTCD) published by the Federal Highways Administration is used by the City when making traffic control determinations regarding signals, signage, striping and markings. Section 4 of the MUTCD discusses highway traffic signals and in Section 4B, specifically addresses traffic control signal issues being discussed in this report. In Section 4B.02, Paragraphs .04 and .05, it discusses the removal of traffic control signals due to changes in traffic patterns and the use of alternative traffic control devices. Section 4B is attached herewith for reference.

Review of the "Downtown Traffic Volume" data prepared by MoDOT showing the average annual daily traffic (AADT) volumes indicates that traffic signal and stoplight control devices within the Downtown Business District area are not necessary due to low traffic volumes. The

latest AADT volumes indicate the average traffic volume to be between twenty and fifty vehicles per hour passing through these intersections. Per the MUTCD, these intersections do not meet the minimum “vehicles per hour” volumes to satisfy warrant requirements.

Traffic accident history data is collected by the Kirksville Police Department, and indicates that these are not the highest incident intersections. This is due to low traffic volumes and low speeds, indicating that traffic signal and stoplight control devices within the Downtown Business District area are not necessary due to traffic accidents.

Speed limits in the Downtown Business District area affected by these traffic signals and stoplights are within the “Business District” speed zone; therefore all streets are posted at twenty miles per hour (20 mph) maximum speed. With a low speed limit and short blocks, this indicates that traffic signal and stoplight control devices within the downtown core area are not necessary due to traffic speeds.

The Kirksville-Adair 2013 Community Plan addresses the removal of traffic signals and stoplights in the Downtown Business District. In the Transportation, Utilities & Infrastructure Section on Page 39, attached herewith for reference, it states: “High traffic intersections should be periodically evaluated for changes in traffic flow and evaluated for additional protected left-turn signals, pedestrian walk/don’t walk lights, and to determine if the downtown signalization scheme (including the possible return to 4-way stops around the square) is meeting current needs;” and “Downtown four-way stop signals should be evaluated for removal.”

SAFETY:

The five stoplights are in constant ‘flash red’ mode and act as stop signs. The six traffic signals are in normal operation between 6:00 am and 6:00 pm, Monday through Saturday and in ‘flash red’ mode the remainder of the week. The ‘flash red’ mode for the traffic signals equates to approximately 60% of their operating time. This creates a significant safety issue for vehicles and pedestrians at the signalized intersections. It has been observed that vehicles will stop at the solid red light at a traffic signal, look both directions and then proceed through the red light as if it were a flashing red light. This confusion stems from the fact that there are five stoplights nearby and that traffic signals spend 60% of their time in flash red as a stoplight.

There are tall street lights mounted on one pole for each of these eleven intersections for safety lighting at night. Safety lighting is used to illuminate the intersection, making vehicles and pedestrians more visible. Nine of these tall poles are not needed, because these intersections each have four short street light poles for safety lighting, one on each corner. The two intersections where the tall poles would remain for safety lighting are at the intersection of McPherson Street and Marion Street, and at the intersection of Washington Street and Marion Street. At these two intersections, the traffic signal mast arm would be removed from the tall street light pole, all other traffic signal poles would be removed and the tall street light pole would remain for safety lighting.

Other items of note include, but are not limited to: 1) the level of frustration for drivers could be reduced due to the elimination of “delay hazards,” traffic signals turning red with no cross traffic or taking an inordinate amount of time to turn green with no cross traffic; and 2) removal of these obstacles could slow down the overall speed of traffic. This second item is hard to comprehend, however there have been studies by the Federal Highways Administration

showing that traffic speeds increase on streets when there are frequent 'stops;' especially when they appear to be unnecessary or ineffective due to traffic volumes or patterns.

ADDITIONAL BENEFIT:

An additional benefit to this solution would be the traffic flow on Jefferson Street between Baltimore Street and the Northeast Regional Medical Center, A.T. Still University and the Northeast Missouri Health Council Center. Currently there are four traffic signals in this area and traffic must constantly contend with waiting at a red light while there are no, or few, opposing vehicles. With this solution, traffic on Jefferson Street would only have two stop signs to contend with; at Franklin Street and at Main Street.

Staff has met with Medical Center, University and Council Center staff to discuss this report. All institutions have safety concerns at or near their facilities. One concern involves pedestrian safety between parking lots on the south side of Jefferson Street and medical facilities on the north side of the street. This concern has been addressed with the installation of stop signs at the intersection of Jefferson Street and Main Street.

The additional pedestrian safety concerns are outside the parameters of this report and should be considered in the future. Staff will begin appropriate traffic volume data collection to address these concerns. The future report should include all the institutions and medical facilities on this "campus," and should focus on a comprehensive solution that would involve input from other emergency medical service providers that frequent the campus.

ENERGY AND MAINTENANCE:

The elimination of these six traffic signals and five stoplights would reduce the total number of signals and lights owned and operated by the City by about 60%. The City budget contains \$35,600 annually to pay for electricity at sixteen locations. It is estimated that the City could save \$20,500 annually for electricity by eliminating traffic signals and stoplights at these eleven downtown intersections. The City also pays a maintenance contractor \$3,575 annually to maintain all of the City's traffic signals, pedestrian crossing signals and stoplights. With this reduction, the new contract cost could save approximately \$1,500, or 40% of their current contract cost. This proposed change could save the City approximately \$22,000 annually in operating and maintenance costs.

COST BENEFIT:

Stop signs would be added to provide proper coverage for the intersections. The cost to purchase and install the signs would be approximately \$9,000 as a one-time expense. Stop signs currently cost approximately \$30 each and can last between six and ten years before needing replacement, therefore an amortized replacement cost has not been considered.

With the estimated annual cost savings of \$22,000, minus the one-time estimated cost of \$9,000, the first year savings to the City would be approximately \$13,000. The estimated annual cost savings equals approximately \$1,800 per month, and would take the City approximately five months to recoup the one-time cost.

The cost savings to the City for re-use of traffic signal and stoplight parts at other intersections in the future, or the revenue generated from the sale of traffic signal and stoplight parts to other government agencies are difficult to determine or predict; therefore have not been considered.

REPLACEMENT SOLUTION:

The proposed solution is to place "stop" signs at these eleven intersections to replace the traffic signals and stoplights. Not all intersections would become 'all way' stops. The five stoplight intersections would remain as 'all way' stops, by replacing the stoplight beacons with stop signs. The six traffic signal intersections would include three intersections with two-way stops and three intersections with 'all way' stops. This proposed solution would require the installation of thirty-six 'stop' signs as indicated below ---

(Note: NB=northbound, SB=southbound, EB=eastbound, WB=westbound)

The stoplight intersections would require the following:

- Harrison Street and Franklin Street – four stop signs (2-NB, 2-WB)
- Harrison Street and Elson Street – three stop signs (1-SB, 2-WB)
- Washington Street and Franklin Street – four stop signs (2-NB, 2-EB)
- Washington Street and Elson Street – three stop signs (2-SB, 1-EB)
- McPherson Street and Franklin Street – four stop signs (2-NB, 1-EB, 1-WB)

The traffic signal intersections would require the following:

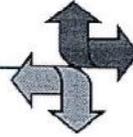
- Washington Street and Marion Street – five stop signs (1-NB, 1-SB, 2-EB, 1-WB)
- McPherson Street and Marion Street – two stop signs (1-EB, 1-WB)
- Jefferson Street and Marion Street – one stop sign (1-SB)
- Jefferson Street and Franklin Street – three stop signs (1-NB, 1-EB, 1-WB)
- Jefferson Street and Elson Street – three stop signs (1-NB, 2-SB)
- Jefferson Street and Main Street – four stop signs (1-NB, 1-SB, 1-EB, 1-WB)

The traffic signal and stoplight parts removed would be stored at the City's Public Works Complex for use at other locations in the future or sold to other government agencies for use within their jurisdictions.

RECOMMENDATION:

Staff has met with the Kirksville Police Department, Kirksville Fire Department, Northeast Regional Medical Center, A.T. Still University and Northeast Missouri Health Council Center, and addressed concerns. Based upon the information provided in this report including MUTCD traffic signal warrant data, MoDOT traffic volume data, Kirksville-Adair Community Plan, and City of Kirksville traffic accident and speed limit data; staff requests that the Airport and Transportation Commission recommend approval to the City Council for removal of the six traffic signals and five stoplights within the Downtown Business District area and install stop signs at the locations as defined in this report.

Manual on Uniform Traffic Control Devices (MUTCD)



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2009 Edition Chapter 4B. Traffic Control Signals—General

Section 4B.01 General

Support:

- 01 Words such as pedestrians and bicyclists are used redundantly in selected Sections of [Part 4](#) to encourage sensitivity to these elements of "traffic."
- 02 Standards for traffic control signals are important because traffic control signals need to attract the attention of a variety of road users, including those who are older, those with impaired vision, as well as those who are fatigued or distracted, or who are not expecting to encounter a signal at a particular location.

Section 4B.02 Basis of Installation or Removal of Traffic Control Signals

Guidance:

- 01 *The selection and use of traffic control signals should be based on an engineering study of roadway, traffic, and other conditions.*

Support:

- 02 A careful analysis of traffic operations, pedestrian and bicyclist needs, and other factors at a large number of signalized and unsignalized locations, coupled with engineering judgment, has provided a series of signal warrants, described in [Chapter 4C](#), that define the minimum conditions under which installing traffic control signals might be justified.

Guidance:

- 03 *Engineering judgment should be applied in the review of operating traffic control signals to determine whether the type of installation and the timing program meet the current requirements of all forms of traffic.*
- 04 *If changes in traffic patterns eliminate the need for a traffic control signal, consideration should be given to removing it and replacing it with appropriate alternative traffic control devices, if any are needed.*
- 05 *If the engineering study indicates that the traffic control signal is no longer justified, and a decision is made to remove the signal, removal should be accomplished using the following steps:*
 - A. *Determine the appropriate traffic control to be used after removal of the signal.*
 - B. *Remove any sight-distance restrictions as necessary.*
 - C. *Inform the public of the removal study.*
 - D. *Flash or cover the signal heads for a minimum of 90 days, and install the appropriate stop control or other traffic control devices.*

- E. *Remove the signal if the engineering data collected during the removal study period confirms that the signal is no longer needed.*

Option:

06 Because Items C, D, and E in Paragraph 5 are not relevant when a temporary traffic control signal (see Section 4D.32) is removed, a temporary traffic control signal may be removed immediately after Items A and B are completed.

07 Instead of total removal of a traffic control signal, the poles, controller cabinet, and cables may remain in place after removal of the signal heads for continued analysis.

Section 4B.03 Advantages and Disadvantages of Traffic Control Signals

Support:

01 When properly used, traffic control signals are valuable devices for the control of vehicular and pedestrian traffic. They assign the right-of-way to the various traffic movements and thereby profoundly influence traffic flow.

02 Traffic control signals that are properly designed, located, operated, and maintained will have one or more of the following advantages:

- A. They provide for the orderly movement of traffic.
- B. They increase the traffic-handling capacity of the intersection if:
 - 1. Proper physical layouts and control measures are used, and
 - 2. The signal operational parameters are reviewed and updated (if needed) on a regular basis (as engineering judgment determines that significant traffic flow and/or land use changes have occurred) to maximize the ability of the traffic control signal to satisfy current traffic demands.
- C. They reduce the frequency and severity of certain types of crashes, especially right-angle collisions.
- D. They are coordinated to provide for continuous or nearly continuous movement of traffic at a definite speed along a given route under favorable conditions.
- E. They are used to interrupt heavy traffic at intervals to permit other traffic, vehicular or pedestrian, to cross.

03 Traffic control signals are often considered a panacea for all traffic problems at intersections. This belief has led to traffic control signals being installed at many locations where they are not needed, adversely affecting the safety and efficiency of vehicular, bicycle, and pedestrian traffic.

04 Traffic control signals, even when justified by traffic and roadway conditions, can be ill-designed, ineffectively placed, improperly operated, or poorly maintained. Improper or unjustified traffic control signals can result in one or more of the following disadvantages:

- A. Excessive delay,
- B. Excessive disobedience of the signal indications,
- C. Increased use of less adequate routes as road users attempt to avoid the traffic control signals, and
- D. Significant increases in the frequency of collisions (especially rear-end collisions).

Section 4B.04 Alternatives to Traffic Control Signals

Guidance:

01 *Since vehicular delay and the frequency of some types of crashes are sometimes greater under traffic signal control than under STOP sign control, consideration should be*

given to providing alternatives to traffic control signals even if one or more of the signal warrants has been satisfied.

Option:

02 These alternatives may include, but are not limited to, the following:

- A. Installing signs along the major street to warn road users approaching the intersection;
- B. Relocating the stop line(s) and making other changes to improve the sight distance at the intersection;
- C. Installing measures designed to reduce speeds on the approaches;
- D. Installing a flashing beacon at the intersection to supplement STOP sign control;
- E. Installing flashing beacons on warning signs in advance of a STOP sign controlled intersection on major- and/or minor-street approaches;
- F. Adding one or more lanes on a minor-street approach to reduce the number of vehicles per lane on the approach;
- G. Revising the geometrics at the intersection to channelize vehicular movements and reduce the time required for a vehicle to complete a movement, which could also assist pedestrians;
- H. Revising the geometrics at the intersection to add pedestrian median refuge islands and/or curb extensions;
- I. Installing roadway lighting if a disproportionate number of crashes occur at night;
- J. Restricting one or more turning movements, perhaps on a time-of-day basis, if alternate routes are available;
- K. If the warrant is satisfied, installing multi-way STOP sign control;
- L. Installing a pedestrian hybrid beacon (see [Chapter 4F](#)) or In-Roadway Warning Lights (see [Chapter 4N](#)) if pedestrian safety is the major concern;
- M. Installing a roundabout; and
- N. Employing other alternatives, depending on conditions at the intersection.

Section 4B.05 Adequate Roadway Capacity

Support:

01 The delays inherent in the alternating assignment of right-of-way at intersections controlled by traffic control signals can frequently be reduced by widening the major roadway, the minor roadway, or both roadways. Widening the minor roadway often benefits the operations on the major roadway, because it reduces the green time that must be assigned to minor-roadway traffic. In urban areas, the effect of widening can be achieved by eliminating parking on intersection approaches. It is desirable to have at least two lanes for moving traffic on each approach to a signalized location. Additional width on the departure side of the intersection, as well as on the approach side, will sometimes be needed to clear traffic through the intersection effectively.

Guidance:

02 *Adequate roadway capacity should be provided at a signalized location. Before an intersection is widened, the additional green time pedestrians need to cross the widened roadways should be considered to determine if it will exceed the green time saved through improved vehicular flow.*

03 *Other methods of increasing the roadway capacity at signalized locations that do not involve roadway widening, such as revisions to the pavement markings and the careful evaluation of proper lane-use assignments (including varying the lane use by time of day), should be considered where appropriate. Such consideration should include evaluation of any impacts that changes to pavement markings and lane assignments will have on bicycle travel.*

Kirksville - Adair 2013 Community Plan

GOAL: Enhance traffic signalization/signage controls.

Strategies:

- * Make sure that there is an organizational mechanism in place for regularly removing and treating weeds near signs and signals, removing and maintaining brush near signs and signals.
- * High traffic intersections should be periodically evaluated for changes in traffic flow and evaluated for additional protected left-turn signals, pedestrian walk/don't walk lights, and to determine if the downtown signalization scheme (including the possible return to 4-way stops around the square) is meeting current needs.
- * Downtown four-way stop signals should be evaluated for removal.

Traffic Signal Supplemental Sketches ---

Jefferson / Main –

Remove all traffic signal poles on all corners
Install 4 stop signs

Jefferson / Elson –

Remove traffic signal poles on northwest and southwest corners
Remove mast arms and heads from poles on northeast and southeast corners, poles to remain for banners
Remove raised island in Elson north of Jefferson
Install 3 stop signs

Jefferson / Franklin –

Remove traffic signal poles on all corners
Install 3 stop signs

Jefferson / Marion –

Remove traffic signal poles on all corners
Install 1 stop sign

Marion / McPherson –

Remove traffic signal poles on northeast, southeast and southwest corners
Remove mast arm and signal heads from pole on northwest corner, pole to remain for safety lighting
Install 2 stop signs

Marion / Washington –

Remove traffic signal poles on northeast, southeast and southwest corners
Remove mast arm and signal heads from pole on northwest corner, pole to remain for safety lighting
Remove raised island in Washington west of Marion
Install 5 stop signs

Franklin / McPherson –

Remove stop light poles on all corners
Install 4 stop signs

Franklin / Washington –

Remove mast arm and signal heads from pole on northeast corner, pole to remain for banners
Install pole on northwest corner for banners, (from Franklin / Harrison intersection)
Install 4 stop signs

Franklin / Harrison –

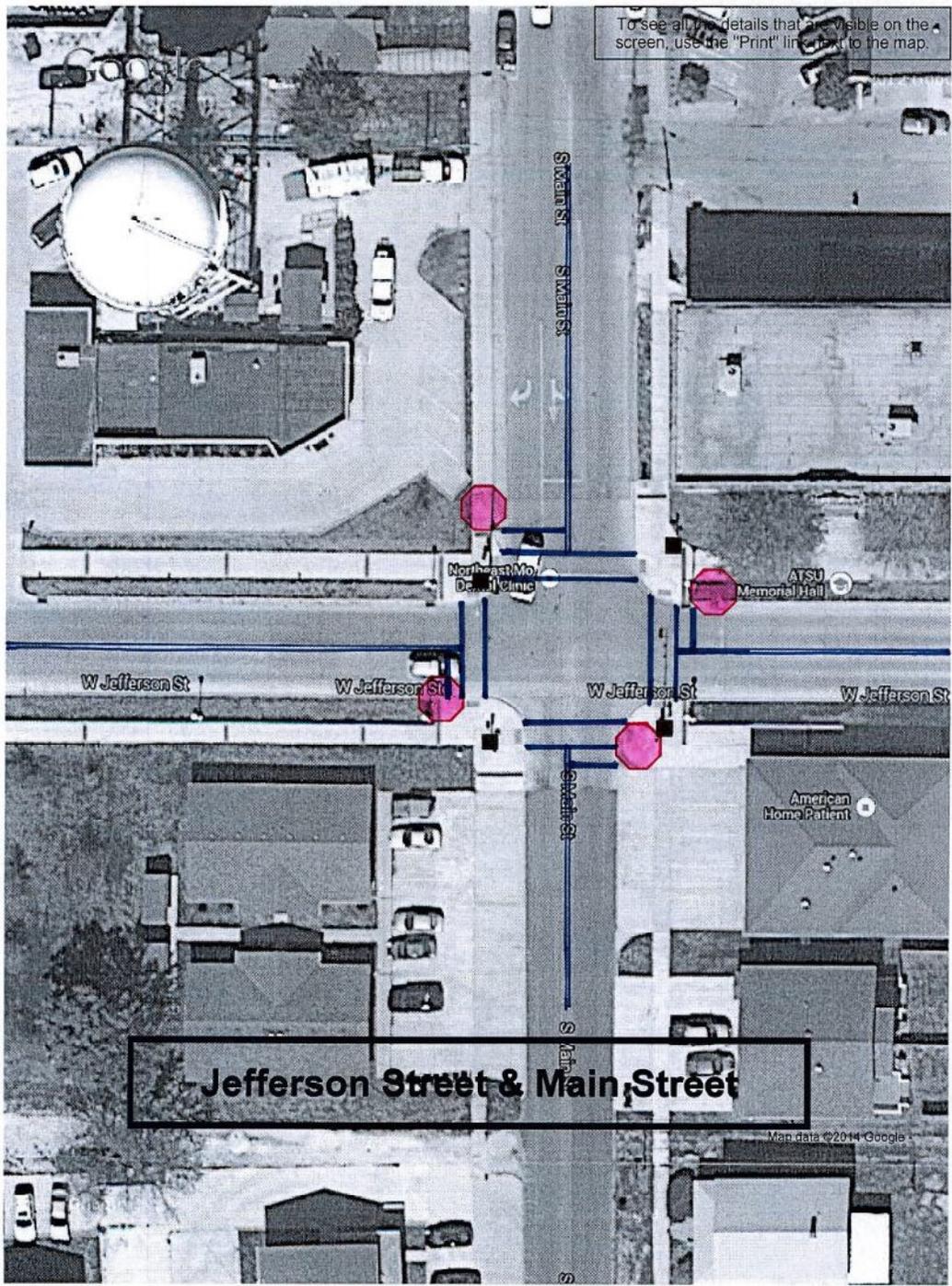
Remove stop light pole on northwest corner
Install 4 stop signs

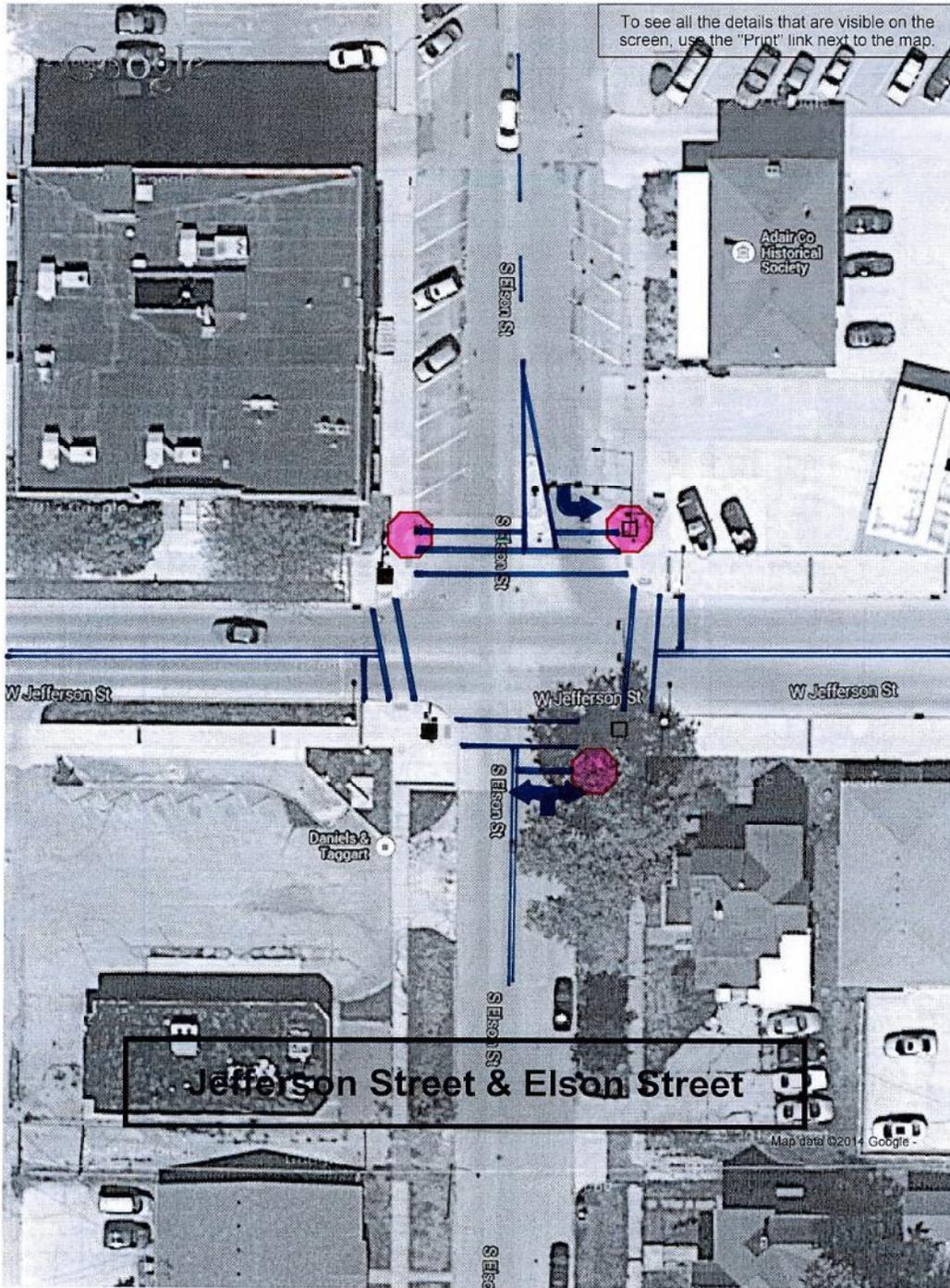
Elson / Harrison –

Remove stop light pole on southwest corner
Install 3 stop signs

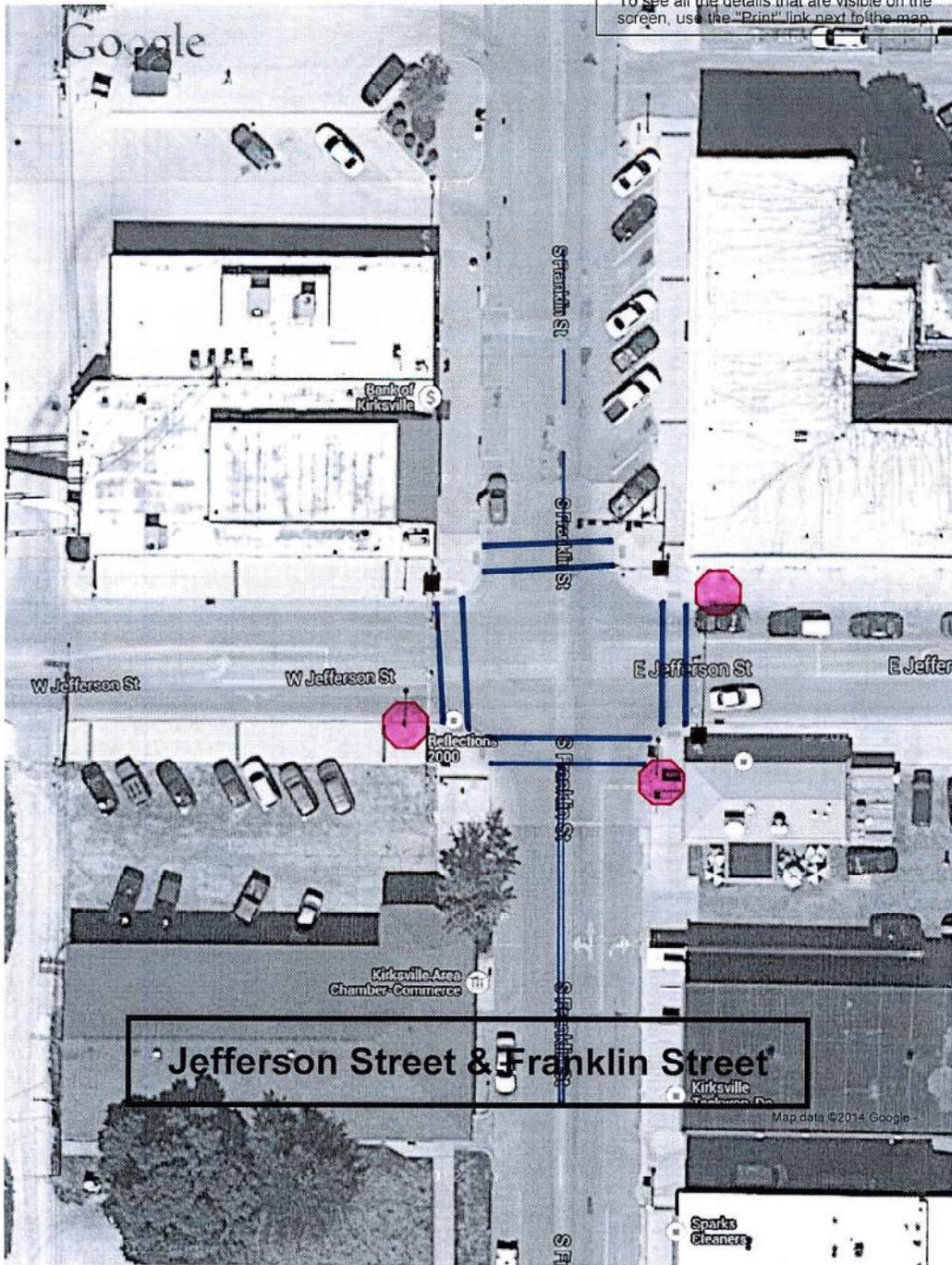
Elson / Washington –

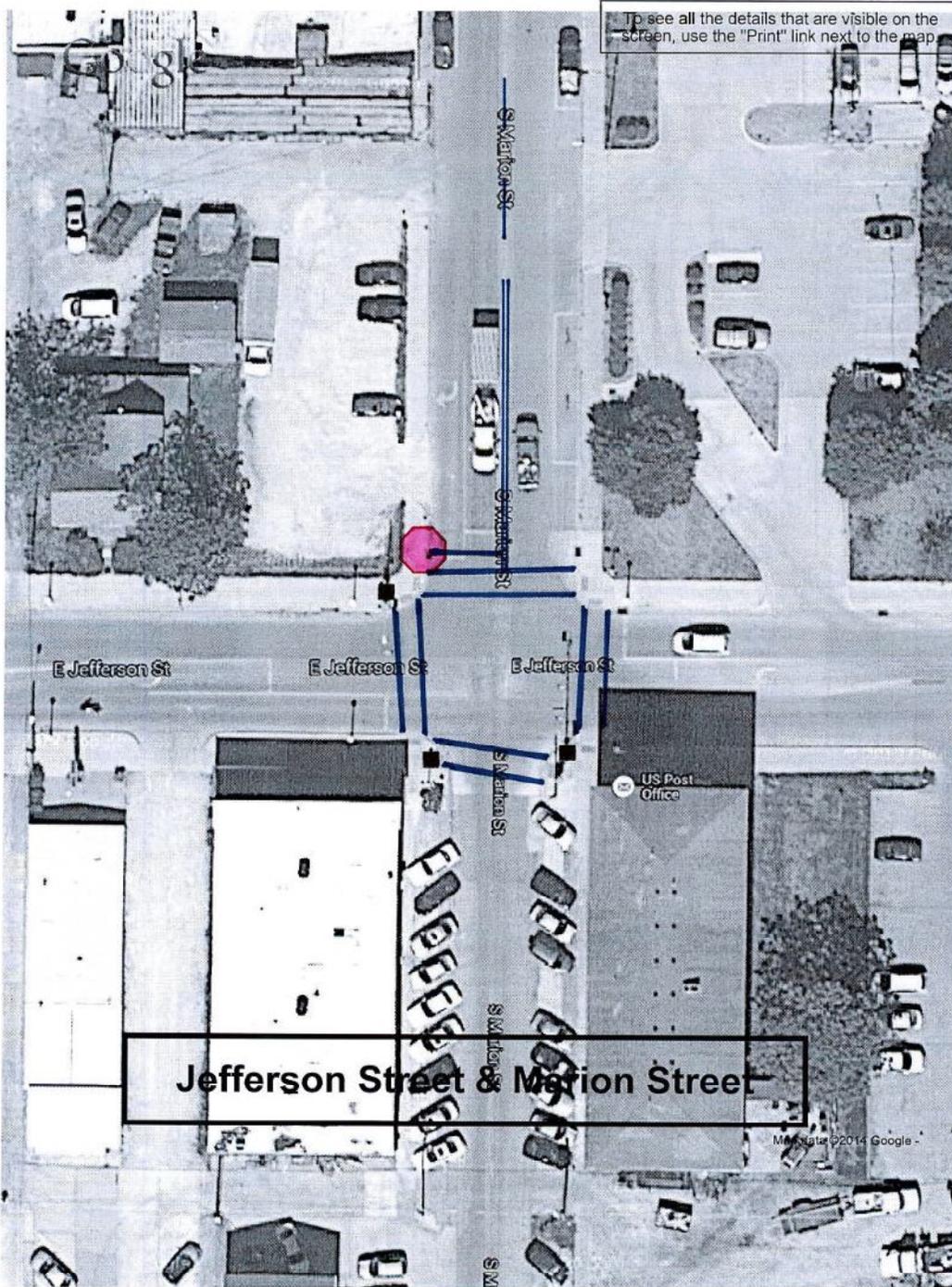
Remove stop light pole on southeast corner
Install 3 stop signs

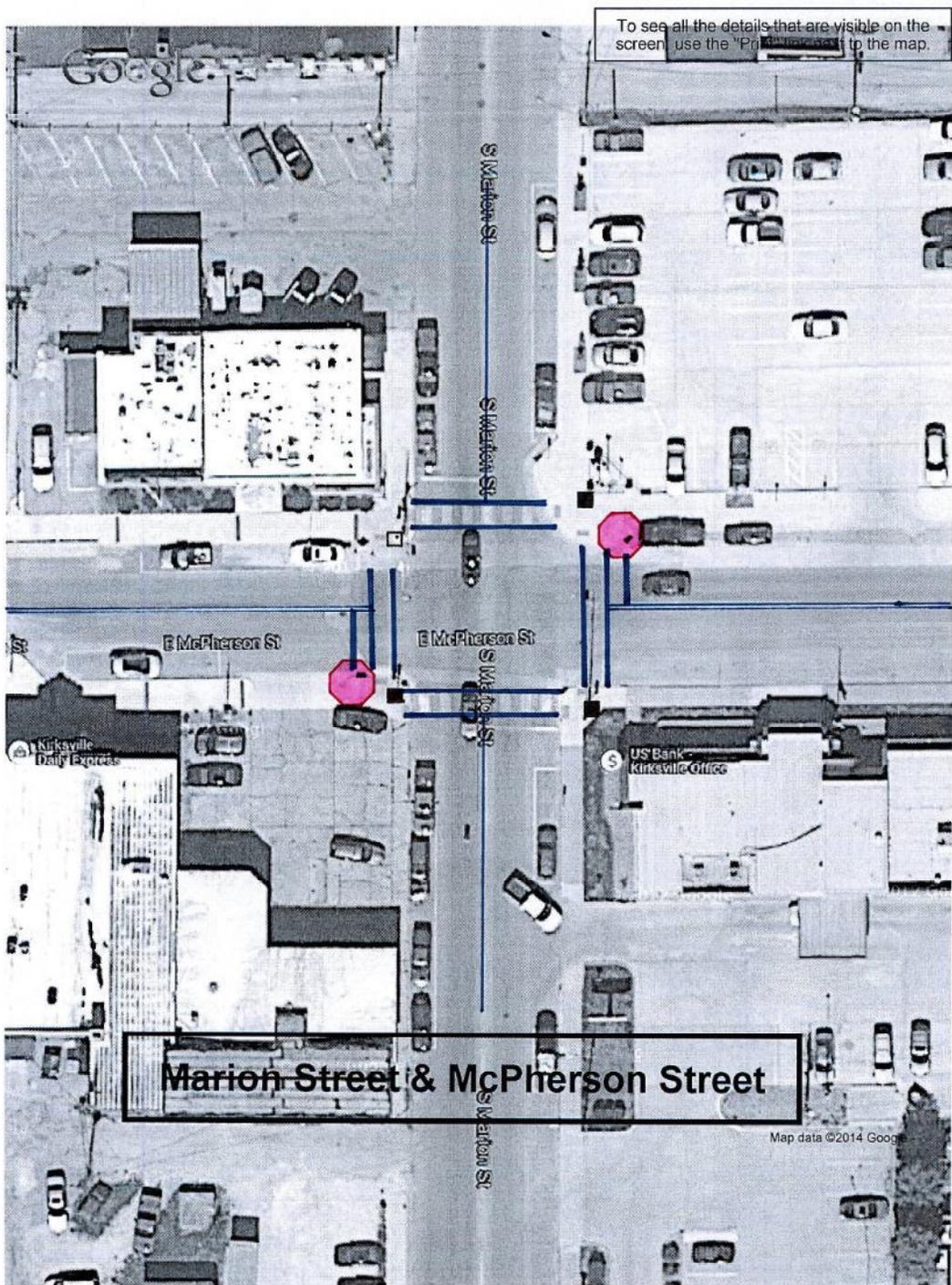


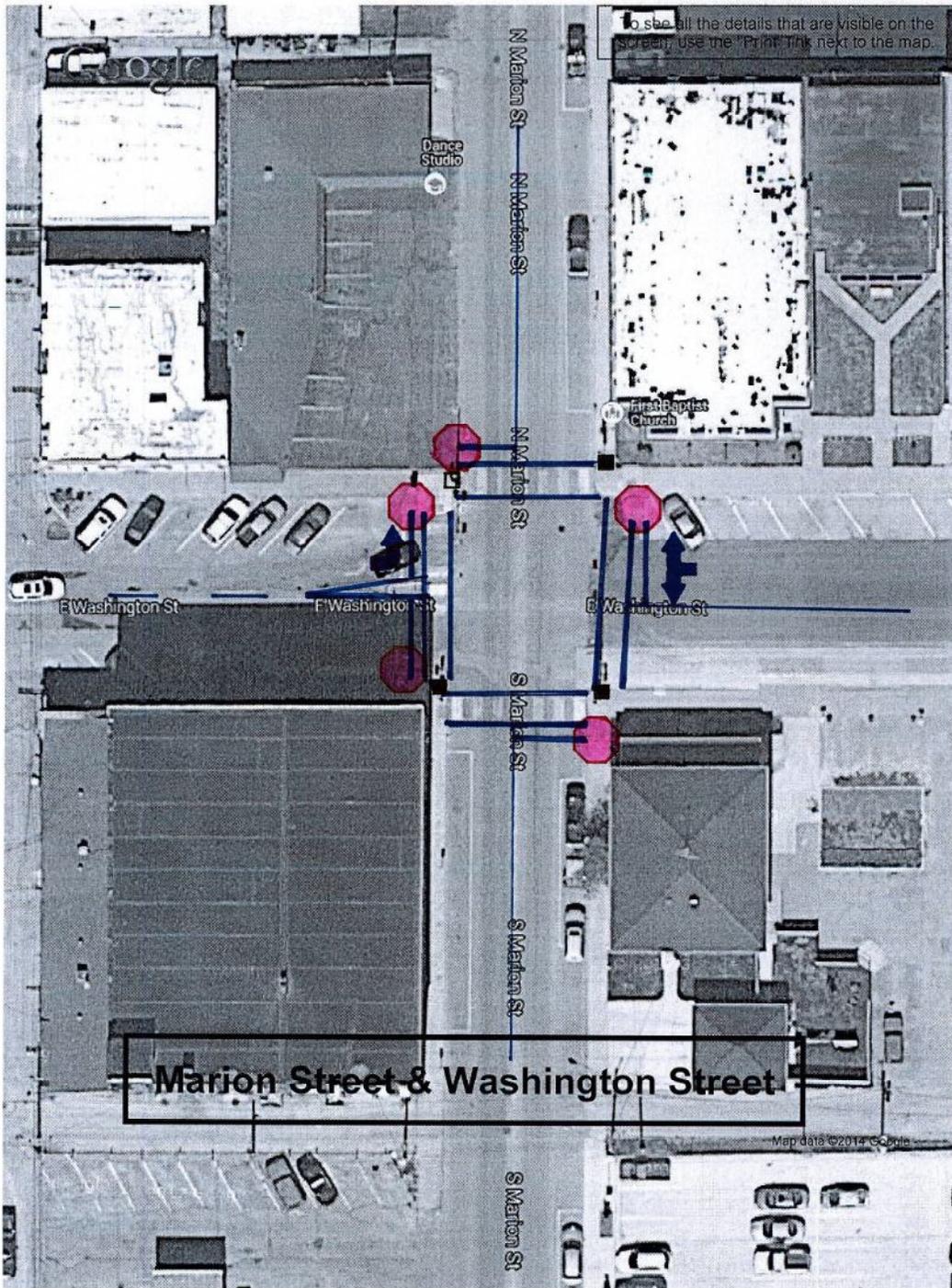


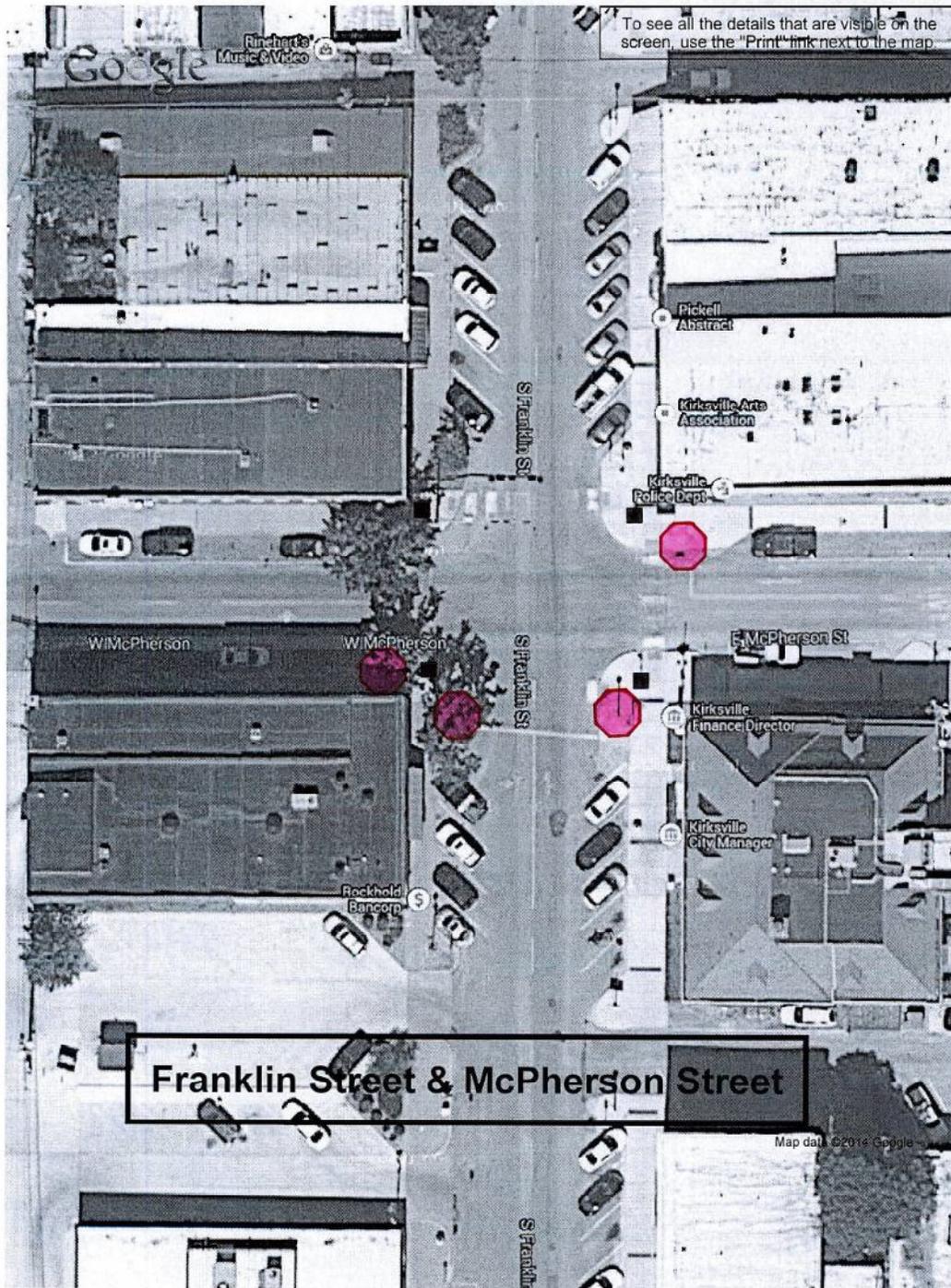
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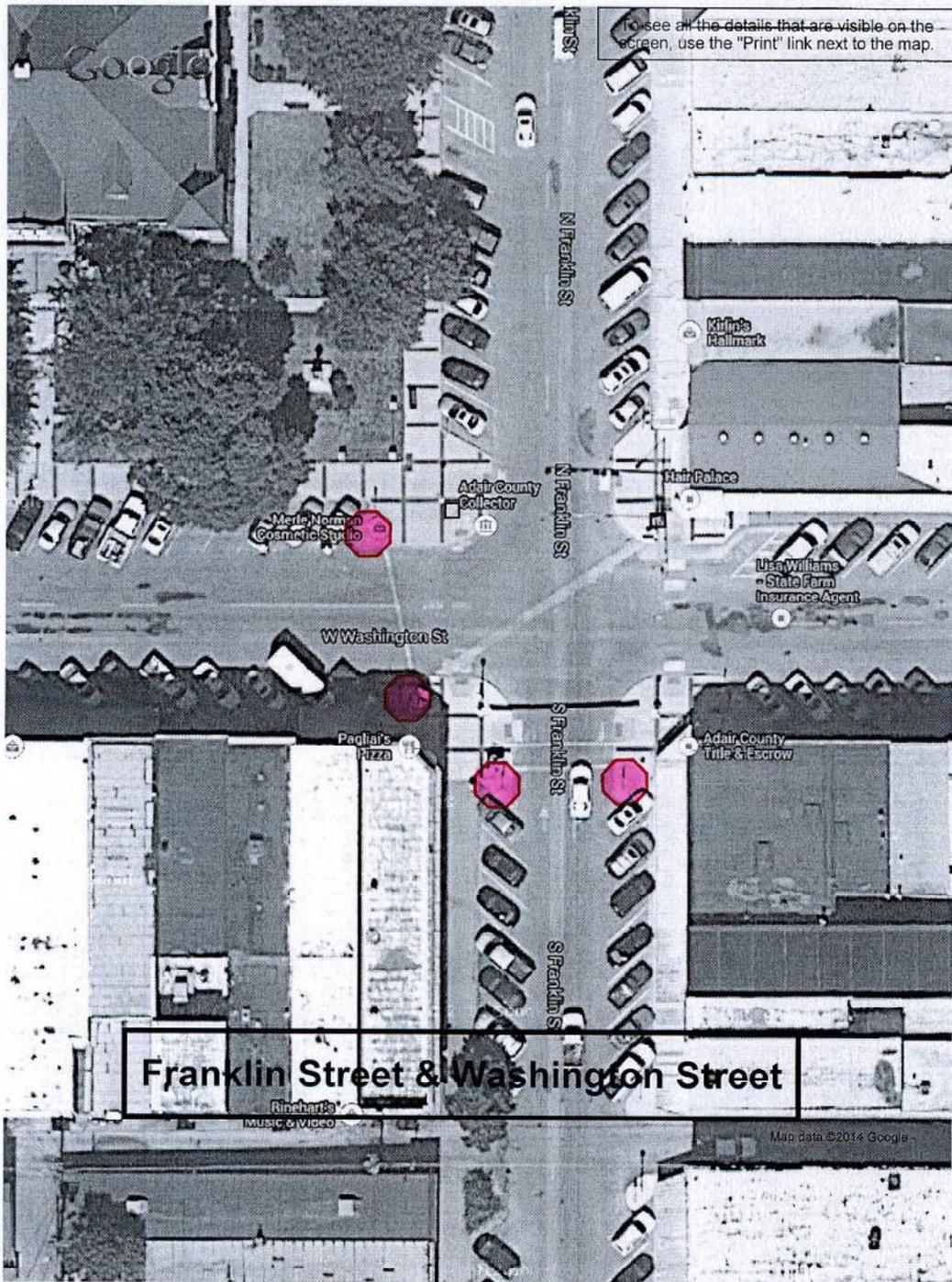


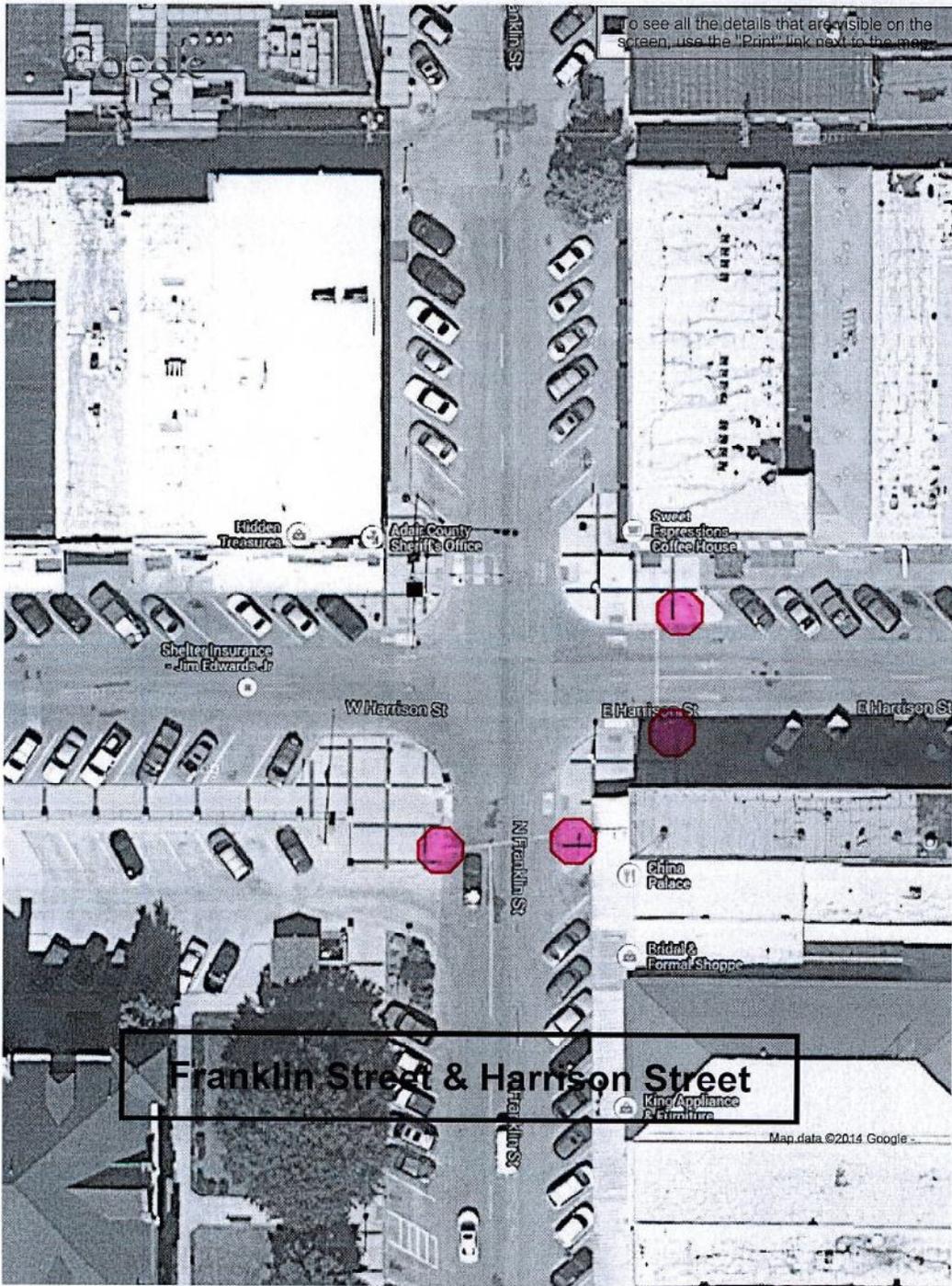




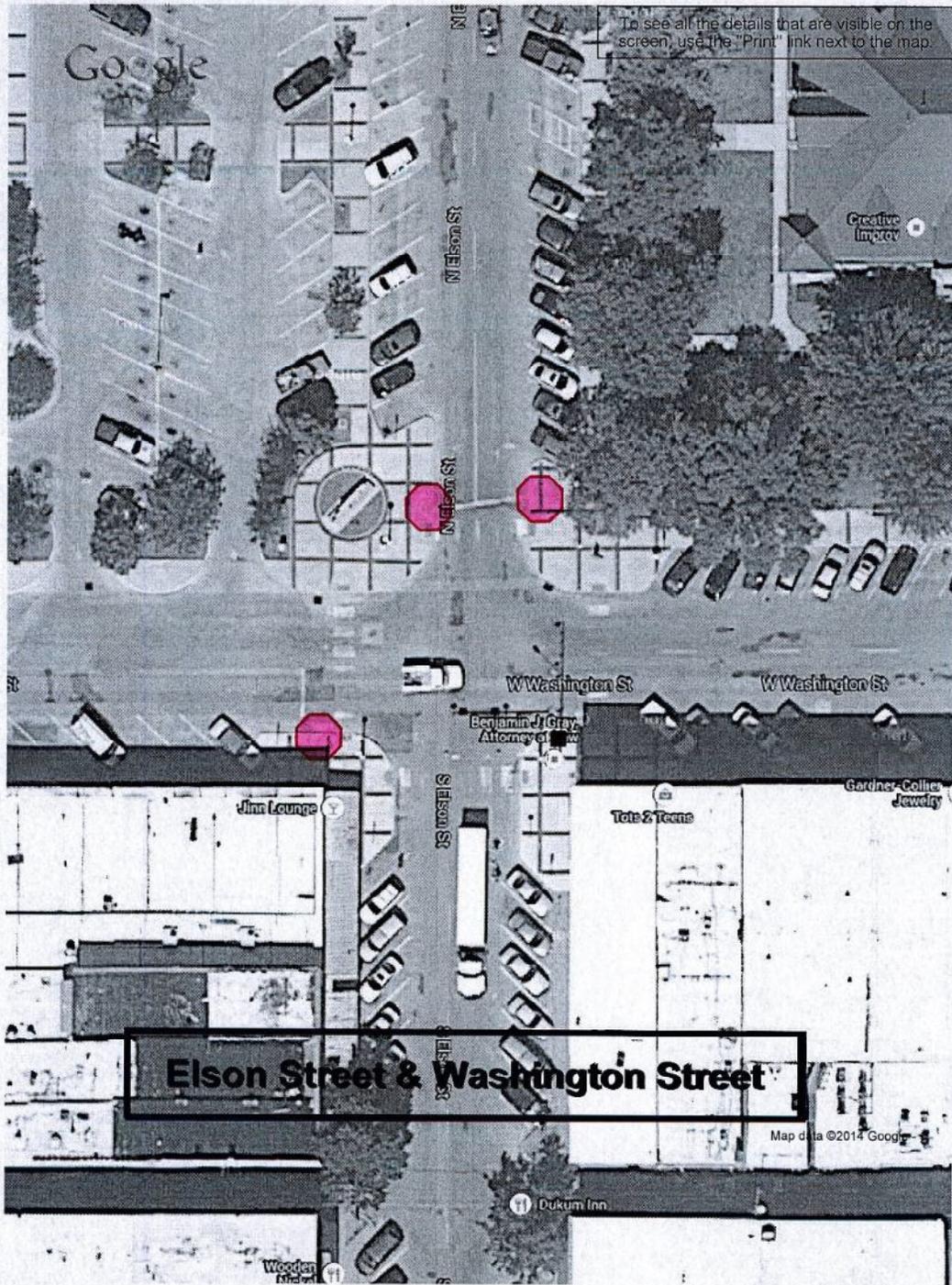














**Renewal Proposal – First Meeting
Residential & Commercial Solid Waste Collection & Disposal**

**Within
Kirksville, Missouri**

Submitted by

**Advanced Disposal Services Solid Waste Midwest, LLC.
(a wholly-owned subsidiary of Advanced Disposal Services, Inc.)**

**May 19, 2014
1:30 p.m.**



**201 S Franklin
Kirksville, MO 63501**

PO Box 247, 31226 Intrepid Rd

Macon, MO 63552

Tel (800) 778-7652

Fax (660) 773-6690

AdvancedDisposal.com



May 19, 2014

City of Kirksville
201 S Franklin
Kirksville, MO 63501

Mari Macomber & Brad Selby,

On behalf of Advanced Disposal Services Solid Waste Midwest, LLC, I thank you for the opportunity to submit a proposal to retain the Residential Recycling & Sanitation Collection and Disposal Services Program for the City of Kirksville.

We appreciate the opportunity of being the cities choice for collection and disposal for more than a decade and look forward to this new opportunity to extend our working relationship with the city. Please see the following pages that address your current requirements and present details on Advanced Disposal's company.

Advanced Disposal is very excited about this opportunity and the possibility of extending our beneficial, long-term working relationship with the City of Kirksville. If you have any questions regarding our proposal, please do not hesitate to contact me on my cell phone at (660) 676-7010.

Sincerely,

Amber Burnam
Municipal Marketing & Governmental Affairs Manager

Proposal Submittals

Current Contract

The current agreement set to expire 3/31/2015 rates are as follows;

- \$11.20 per residential unit (65 gallon cart)
- \$9.27 per senior unit (65 gallon cart)
- City Franchise fee of 4% of all residential.
- Yard Waste curbside collection for fee set by # of units participating.
- 30 – 30yd Roll Off containers per contract year provided to the city for drop off yard waste. \$225.00 per dumpster pull for additional containers over the allotted 30.
- Unlimited Recycling
- One Bulk Item Collection per Week
- Twice a year Appliance Collection
- City Containers provided at no additional fee
- Fuel baseline \$3.25 (for 5 years of agreement) calculated quarterly utilizing the U.S. Energy Information Midwest Retail On-Highway fuel.
- CPI Increase each year not to exceed 4%

Proposed Renewal

The proposal is for a (5) five year renewal with the city of Kirksville

- \$10.76 per residential unit (65 gallon cart)
- \$8.91 per senior unit (65 gallon cart)
- City Franchise fee of 4% of all residential.
- 40 – 30yd Roll Off containers per contract year provided to the city for drop off yard waste.
- Unlimited Recycling
- One Bulk Item Collection per Week
- City Containers provided at no additional fee.
- Fuel baseline \$3.75 (to increase 1.5% on anniversary date each remaining year of the agreement) calculated quarterly utilizing the U.S. Energy Information Midwest Retail On-Highway fuel.
- No Increase through June 30th, 2016.
- Beginning July 1, 2016 CPI Increase each remaining contract year not to exceed 4%

We propose to eliminate;

- Curbside yard waste collection (currently only 15 homes participate in this program)
- Appliance collection (currently provided through Perfect Metals)

New proposed services;

- Advanced Disposal would provide the collection of glass recycling to each residential unit once a month, if the City would be awarded Grant by the Solid Waste Management District for this program.

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

SUBJECT: 2014 Proposed Lot Split Amendments

STUDY SESSION MEETING DATE: June 2, 2014

CITY DEPARTMENT: Codes & Planning Department

PREPARED BY: Brad Selby

The Code of Ordinances provides a process for citizens to split a property from one lot into two lots. It is defined as “The division of land previously platted as a part of a major subdivision, or as a pre-existing out lot, if such division does not involve the dedication and construction of any new public utilities (sewer and water), or the construction of any new public streets; and provided further, that such division does not change the street or block patterns as previously platted.”

The Codes Department, before approving a lot split, has a responsibility to determine: (1) if both of the new lots meet size requirements for minimum lot sizes, street frontage (depending on zoning and use), and utility access. New lots created that would not have access to sewer or water or electricity should not be created or approved unless certain requirements are met.

Lots that are created that do not have the sewer access or minimum street frontages have been approved in the past if the adjacent property owner is the person buying that particular lot and agrees to do a lot combination with their existing lot. Then, the newly created lot could not be separately sold unless the adjacent property owner also obtained a lot split and otherwise met requirements. This should continue.

Multiple lot splits of the same property have taken place in the past. This is a problem and we plan to do more to ensure this is not taking place. If a property has been split in the past, a Minor Subdivision plat would have to be filed in order to provide additional lots.

Amendments to the Subdivision Regulation Lot Split Requirements should include:

1. Requirement for water or sewer to be available at a lot prior to an approved lot split unless a lot combination will be used.
2. Fire hydrant access within an approved distance from the new lot.
3. Lot splits will not be approved for any lot that was previously split from May, 1985 to the present. The Codes Department will keep a list of all approved lot splits back to the above date.
4. Make appropriate changes to the Lot Split Application form, explaining the changes.

If council approves, we plan to make specific recommendations to amend the lot split section of the city ordinance and bring to city council for a future meeting.

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

SUBJECT: CDBG Demolition Update

STUDY SESSION MEETING DATE: June 2, 2014

CITY DEPARTMENT: Economic & Community Development

PREPARED BY: Sarah Halstead, Community Services Coordinator

The City applied for Community Development Block Grant funding in May 2013, and on October 14 received notification of award in the amount of \$164,850. The total project cost is estimated at \$228,550. The project will provide for the demolition of 4 residential structures and one commercial structure that are in extreme states of disrepair within the City limits of Kirksville. The commercial property owner will pay 20% of the cost of demolition, and the residential property owners will pay up to \$1,000 each toward demolition costs. The remainder of the costs will come from the City's budgeted housing rehabilitation/demolition funds. The properties to be demolished are:

- 411 E. McPherson (Commercial) – Old High School
- 1011 N. Luther (Residential)
- 1703 N. New (Residential)
- 916 W. Michigan (Residential)
- 1508 S. Boundary (Residential)

We are currently preparing the Environmental Assessment, per the grant requirements, and hope to have it complete within the next month. The State Historic Preservation Office (SHPO) is preparing a Memorandum of Agreement for the Old High School on McPherson. Once that is approved by the City and SHPO office, we can complete the Environmental Assessment. The Assessment must be approved the Department of Economic Development, then the project will be bid out.

Staff is hoping the bidding can take place late summer/early fall 2014, with the demolitions to begin Fall 2014 or spring 2015. The grant has a 2-year time limit.

411 E. McPherson



1011 N. Luther



1703 N. New



916 W. Michigan



1508 S. Boundary

