

# CITY COUNCIL STUDY SESSION

**TO:** Mayor and City Council

**FROM:** Mari E. Macomber, City Manager

**SESSION DATE:** January 5, 2014

**TIME:** 4:30 pm

**PLACE:** Second Floor Conference Room of City Hall

## **AGENDA:**

- **F.L.A.T.S.**
- **2015 STREET PROGRAM**
- **REVIEW CITY COUNCIL AGENDA**
- **REVIEW NEWSLETTERS – December 31**

## **FOREST LAKE AREA TRAIL SYSTEM (F.L.A.T.S.)**

The Forest Lake Area Trail System is a group of community volunteers whose goal is to develop a trail system connecting Kirksville and Thousand Hills State Park. In 2011 the group received a grant of \$100,000 through the Recreational Trails Program Grant for the first phase of the trail, a .59-mile section from the marina to the petroglyph site. The final pour of this section of trail was completed this week. There are two other phases, the longest and most costly is phasing II followed by phase III which would bring the trail into Kirksville.

Members of FLATS will be attending the Study Session to visit with the Council about this project. It has been expected that once Phase II is funded that the City would partner with FLATS to help complete the portion of trail that will be within the city limits of Kirksville. The City showed its commitment to the project by allowing the placement of a trail head at Washington and Osteopathy.

## **TRANSPORTATION SALES TAX REPORT**

Each year staff reviews the street program with the Airport and Transportation Commission followed by the City Council prior to the bid letting. We meet with the Airport and Transportation Commission in December. The Commission had no questions regarding the Street Program so it is moving forward to the City Council. Our goal is to get the program bid out earlier.

Typically we have established our priority streets based on an evaluation of the condition of the streets, using objective criteria. Information on each street is plugged into a program and ratings are established for each street. The program we use is called PAVER, which uses a pavement condition index (PCI) as the measurement of the street's condition. Included with this packet are two spreadsheets (one for asphalt the other concrete), which include the PCI for various streets. A PCI rating of 75 is good, a rating of 70 is fair, a rating of 46 to 69 is poor, and a rating below is very poor.

We separate the streets by their rating and by their street classification (collector and above or residential). Because we were not able to complete all of the streets that had been identified in last year's street program, we moved them forward to this year.

We are no different than MoDOT or the County when it comes to funding for streets. We have a limited amount of funds that we are able to spend each year on street maintenance. Base on the budget, we allocated \$488,000 for concrete, \$640,000 for asphalt, \$72,000 for curb, gutter and storm drainage, \$65,387 for the Airport and Kirk Tran, \$110,000 for engineering and professional services. With the changeover in City Engineers over the past few years we have found that our five-year street resurfacing program is in need of re-evaluation. This year and next, we will be focused on resurfacing streets throughout the community to extend their lives, while the Public Works Department through engineering and street maintenance work collectively to come up with a comprehensive list of streets and design resolutions that will eliminate underlying issues like run-off and ground water that affect the surface condition.

Attached to this Study Session Packet is a Memorandum from Public Works Director Alan Griffiths explaining the approach for the 2015 Street Program.

## **REVIEW COUNCIL AGENDA**

At the last Study Session, the direction from the City Council was to move forward with the funding of K-REDI. I have taken some time to address the issues that had been raised in previous conversations, but were not discussed at the last meeting. On the Agenda is approval of the funding and the agreement. I am hopeful that the City Council can find support for what has been prepared as we have not discussed an alternate approach that wouldn't cost the City more money with less community-wide support.

- ✓ Term of the agreement instead of three years would allow either the continuation or the termination each year. This is the approach we use with some of our other partners. It helps to keep the dialogue on the forefront.
- ✓ City shall have nine (9) appointments – four specific – Mayor, Mayor Pro Tem, City Manager and Assistant City Manager all who will be on the Executive Committee of K-REDI and then five (5) appointees – each Council member could suggest a name, but with all appointments they have to be approved by the full Council. This will give the City more input. Trying to identify 20 people to serve would be difficult. Certainly the YMCA has 20 board members. K-REDI already has 22 without the additional 5 members. This is a good place to start and would allow the Council to identify those individuals who would be committed to serving.
- ✓ Added language that would allow the City Council to add more members in the future; using the Mayor, Mayor Pro Tem, City Manager and Assistant City Manager to work with K-REDI on an agreeable number of additional appointees that insures K-REDI the ability to conduct business in a professional and timely manner.

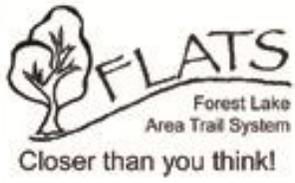
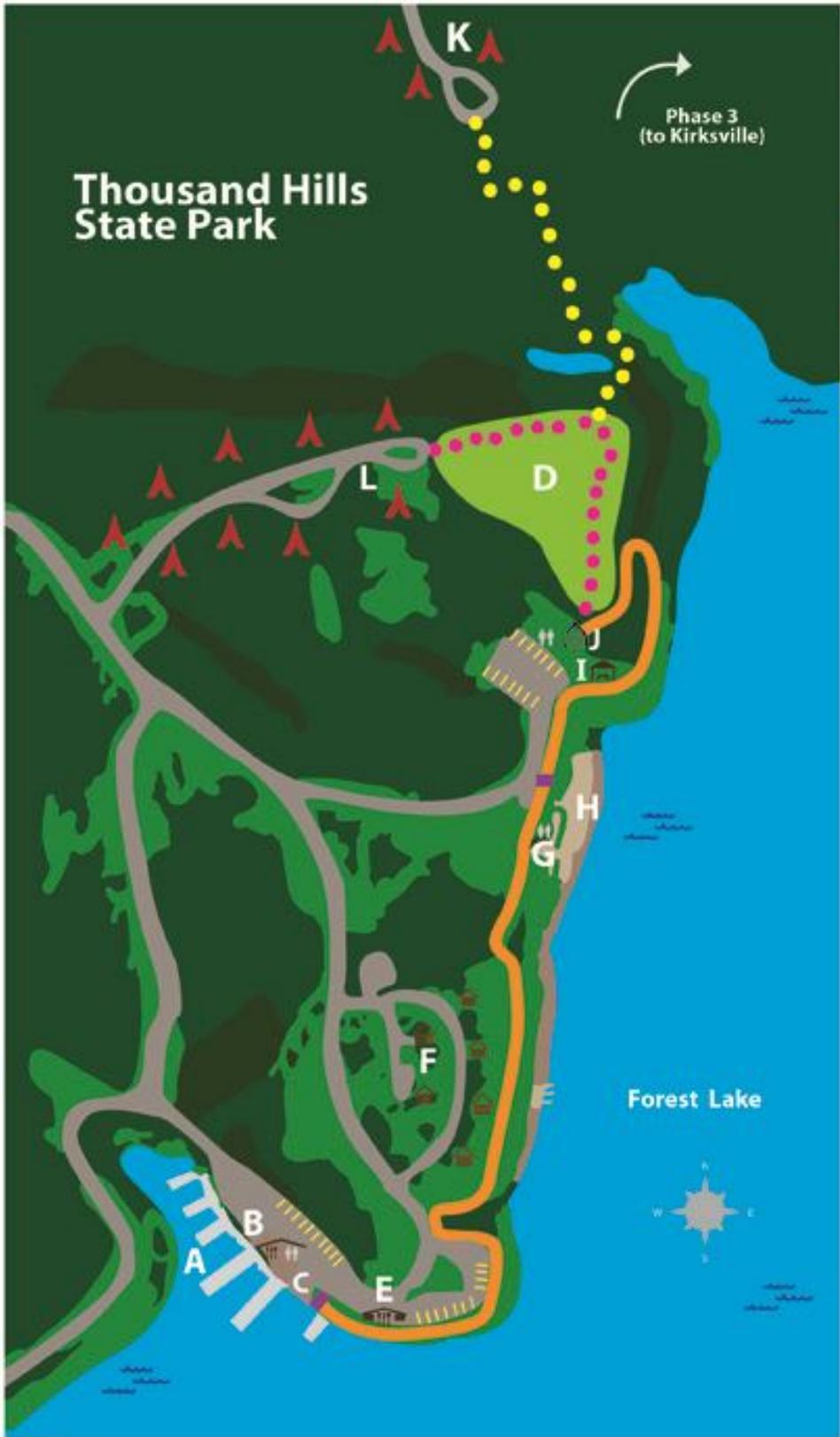
- ✓ K-REDI will be expected to hold a Town Hall meeting at least once a year. This is an opportunity for Carolyn to provide information to the public on the work of K-REDI and to also ask for ideas and support.
- ✓ Suggest changing the title of the Director to Executive Director. K-REDI has been so concerned about what the Director is doing that she is sometimes left out of important decision making processes. She needs to be expected to know the operations and to run the operations completely, especially if she is going to be held accountable for all of it.
- ✓ K-REDI will be expected to establish performance measures that are measurable. For example here are just a couple that give you information, about how things are in our community: Assessed valuation; Sales Tax; new business licenses issued; building permits issued; value of building permits; employment of the major employers in town; etc.
- ✓ There will be an annual economic development work plan which shall be submitted to and approved by the K-REDI Board of Directors and the City Council. A quarterly report will be provided on the status of that plan. The City Council will then be expected to provide feedback and comments on the work being done, whether further steps are needed; etc.
- ✓ K-REDI will expand its focus on retention, expansion, and recruitment of industrial, technology based, and service sector businesses including education and health care.
- ✓ K-REDI shall complete the appropriate platting and environmental certifications that make both their site and any city-owned parcels development ready including obtaining cost estimates and preliminary plans for location of all necessary utilities.
- ✓ Executive Director or Community Representative will be expected to visit face to face with members of each company's management teams located outside of Kirksville who have input and knowledge beyond the local information.
- ✓ K-REDI will take the lead on securing additional economic development funding through the continuation of the ½ cent Economic Development Tax set to sunset in 2019. K-REDI shall work closely with the City to develop a long range plan outlining the use of the sales tax and educating the public on the plan, securing community support through an annual election paid for by the City of Kirksville.
- ✓ K-REDI will need to adhere to their bylaws and make sure that they follow State law as it relates to quasi-governmental body which is defined in § 610.010(4), RSMo. In addition, they will be expected to clearly define in their bylaws that are to serve on the executive committee.

- ✓ Annual budget will need to be approved and submitted to the City Council 30 days prior to the start of the fiscal year.
- ✓ K-REDI will work to not only support economic development outside of Kirksville but to secure funding support from those governmental entities receiving K-REDI services.

## **REVIEW COUNCIL NEWSLETTER – November and December**

### Attachments

- FLATS Trail Map
- Street Program Documents



- Proposed Trail- Phase 1  
Marina to Petroglyph Site  
ADA Compliant  
(.59 miles)
- Existing Chat Trail  
(.21 miles)
- Proposed Trail- Phase 2  
Chat Trail to Campground #1  
(.21 miles)
- Gate
- Phase 3: Campground #1 to  
Kirksville (~3 miles)

- A- Docks
- B- Concessions Area
- C- Boat Launch
- D- Short-Leaf Pine Grove
- E- Thousand Hills Dining Lodge
- F- Park Cabins
- G- Bath House
- H- Beach
- I- Picnic Shelter
- J- Petroglyph Shelter\*
- K- Campground #1
- L- Campground #2

\*Petroglyph Shelter is included on the National Register of Historic Places

## **KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT**

**SUBJECT:** 2015 Street Resurfacing Program

**STUDY SESSION MEETING DATE:** January 5, 2015

**CITY DEPARTMENT:** Public Works

**PREPARED BY:** Alan Griffiths

On December 9, 2014, the Airport and Transportation Commission (ATC) reviewed, discussed and recommended the 2015 Street Resurfacing Program report be forwarded to the City Council for final review and approval. Attached is the report submitted to the ATC by Public Works Department engineering staff. The ATC made no changes to staff's report as submitted.

Following is the Staff Report to ATC along with **Exhibits A** - City's Functional Street Classification Map; **Exhibit B** - Summary of the 2013-2014 completed work and the Proposed 2015 planned work; **Exhibit C** - the proposed five (5) year Street Plan for 2015-2019; and **Exhibit D** - 2015 Street Plan.

Staff is submitting this report for City Council review and approval at this meeting, and the proposed schedule is currently 'on target' for the spring 2015 construction season.

**CITY OF KIRKSVILLE**  
**AIRPORT AND TRANSPORTATION COMMISSION**  
**2015 STREET RESURFACING PROGRAM**

**Meeting Date:** December 9, 2014

**Prepared By:** Public Works Department

**GENERAL:**

The City of Kirksville performs a street resurfacing project annually with funds generated from the ½-cent Transportation Sales Tax approved by the voters. The allowable scope of work to be considered each year could include resurfacing work, drainage improvements, restriping and raising water valves and sewer manholes to grade.

Resurfacing work includes milling and overlay paving of the roadway, slurry seals, cape seals and chip seals. The milling and overlay paving is the most common; however, these other methods are also effective depending on the condition of the roadway being resurfaced.

Drainage improvements include installation of curb and gutter, driveway tubes, swales or ditches, inlet boxes and storm sewer piping. Water, in any amount, on pavement surfaces has a detrimental effect; and to eliminate this to the greatest extent possible increases the lifespan of the resurfacing work. To drain the street to an adjacent swale is not adequate because the surrounding soil still gets saturated and undermines the existing roadway structure. Drainage work needs to contain the water into an adjacent water course to transmit the water well away from the street section.

Restriping includes repainting of striping, pavement markings (i.e. arrows, stop bars, crosswalks, etc.) and markers existing prior to the start of work.

Raising water valves and sewer manhole lids to new pavement overlay grades as necessary so as not to leave possible depressions in the roadway surface causing possible traffic and pedestrian hazards. As much as possible, these items are left at their existing elevations, and the new street surface is milled and overlaid to match the original grades.

Roadways are classified based upon their use to allow for proper traffic flow in a safe and efficient manner throughout the City. The various classifications include Residential, Collector, Minor Arterial, Major Arterial and Highway. Residential is mainly where the homes are located and is almost exclusively the shorter, narrower blocks. Collector is generally residential, connecting the Residential streets; but are usually wider than Residential with a sidewalk. Minor Arterial is generally a wide two-lane roadway but can be a four-lane roadway. These usually have commercial businesses located along them, but could still have some residences. Major Arterial is generally a four-lane roadway within commercial/industrial areas, and has limited access via driveways. Highways are four-lanes plus, and have limited access usually by Major Arterials. Included as **EXHIBIT A** in this package is the "Functional Classification System" dated November 2013.

## **ENGINEERING:**

The City uses a pavement management program (PAVER) to determine a Pavement Condition Index (PCI) as a measurement of a street's condition. The program rates streets based upon condition of the pavement surface and subsurface damages evident during an inspection, the volume of vehicular and pedestrian traffic, speed limits, roadway width, various other existing roadway improvements and the classification of the roadway. The engineering staff rates streets throughout the year and enters data into the program. The list is generated and reviewed, taking into consideration other factors including street projects where a new or wider street is needed, where drainage improvements are needed or where underground utility work is anticipated. A PCI of 75 or higher is considered "good;" a PCI of 70 to 74 is considered "fair;" a PCI of 46 to 69 is considered "poor;" and a PCI of 45 and below is considered "very poor" or "failed."

When evaluating streets, staff includes several factors to determine which street gets resurfaced. Data provided by the PAVER Program, visual inspections, maintenance repair data, drainage issues, underground utility (water and sewer) conditions and cost for the section of street being repaired are all taken into account when determining the list being submitted. While staff utilizes "hard" engineering data, this must be tempered with the other data collected. This becomes a difficult task to balance needs versus the monies available and to stretch the monies as far as possible while still making the correct repairs that will last the longest. As previously discussed, staff tries to split the resurfacing work into two areas: 1/3 residential and 2/3 collector and arterial. While residents desire to have their street resurfaced, often the most critical needs are on the collector and arterial streets where the most volume and heaviest loads occur. Included as **EXHIBIT B** in this package is the "Percentage Comparison" for recent years showing how the work has been split and is proposed to be split.

Due to drainage issues needing to be addressed, engineered, designed and constructed prior to any street resurfacing method being applied, this year's list again concentrates on streets where drainage work is not necessary or can be included in the resurfacing project with minimal cost increase. Concrete roadway repairs, including curbing, if necessary, are to be incorporated into this year's project list. This work entails removal and replacement of individual panels (sections of roadway) that have failed.

There are two main issues regarding the condition of streets. The first is the structural section, where many residential streets do not have an adequate structural section. The streets were originally constructed with minimal structural sections of concrete, asphalt or brick over native soil. Now, the weight of vehicles and the volume of traffic are quite literally tearing the streets apart. A proper solution would be to completely reconstruct the streets "from the ground up," with sub-grade treatment and compaction, a rock sub-base and adequate concrete or asphalt sections. The second is the drainage issue. Water is one of the worst things you can subject a roadway to. It needs to be drained off of and away from any roadway section as quickly as possible. Structural failures first appear when the sub-grade has a weak spot in it, causing the surface to stress, flex and crack. Once water can migrate through the pavement section to the sub-grade,

deterioration occurs quickly with potholes or larger sinkholes. Erosion is quickest on asphalt roads, as the material breaks down fast.

Included as **EXHIBIT C** in this package is the “Proposed 5 Year Street Program” map showing all the streets currently proposed for 2015 through 2019. Please be reminded that this is a working document that changes annually as completion of street resurfacing work is logged in to the PAVER Program and is dependent on other ‘outside’ factors throughout the year. However, this map does give staff guidelines from which to begin the evaluation process each year.

### **FUNDING:**

With approximately 120 miles of roadway, approximately 220 lane miles, within the City, resurfacing needs far exceed available funds. The proposed 2015 budget contains an estimated \$1,125,000 of revenue for the Transportation Sales Tax to be approved by the City Council with the upcoming budget for the Street Resurfacing Program, and \$150,000 from Transportation Alternative Projects (TAP) funds for sidewalk, trail and ADA improvements.

Last year, staff was able to resurface approximately 10% of the streets needing attention. With this year’s budget proposal being about the same, the streets needing resurfacing work far surpass the funding available.

### **RESURFACING SOLUTION:**

Included as **EXHIBIT D** in this package is the “Proposed 2015 Street Program” map showing the proposed streets. Staff has reviewed the data collected and evaluated the streets being proposed, as previously discussed in this report, and makes the following recommendations to the ATC:

- Concrete Slab Repairs and Storm Drain Work –

  - Harrison Street – Mulanix to Lewis

- Concrete Slab Repairs –

  - Dwight Way

  - Doyle Way

  - Florence Street – Pierce to Fillmore

  - Poplar Lane – East to Lincoln

- Asphalt Mill and Overlay –

  - Shepherd Avenue – Weatherstone to Franklin

  - LaHarpe Street – Cottage Grove east 1,500 ft

  - Hamilton Street – Baird to First

  - Michigan Street – Randolph to First

  - Washington Street – Osteopathy to Main

- Asphalt Mill and Overlay, and Curb and Gutter –

  - Halliburton Street – LaHarpe to Franklin

  - High Street – Cottonwood to Illinois

  - LaHarpe Street – Baltimore to Cottage Grove (in conjunction with SRTS project)

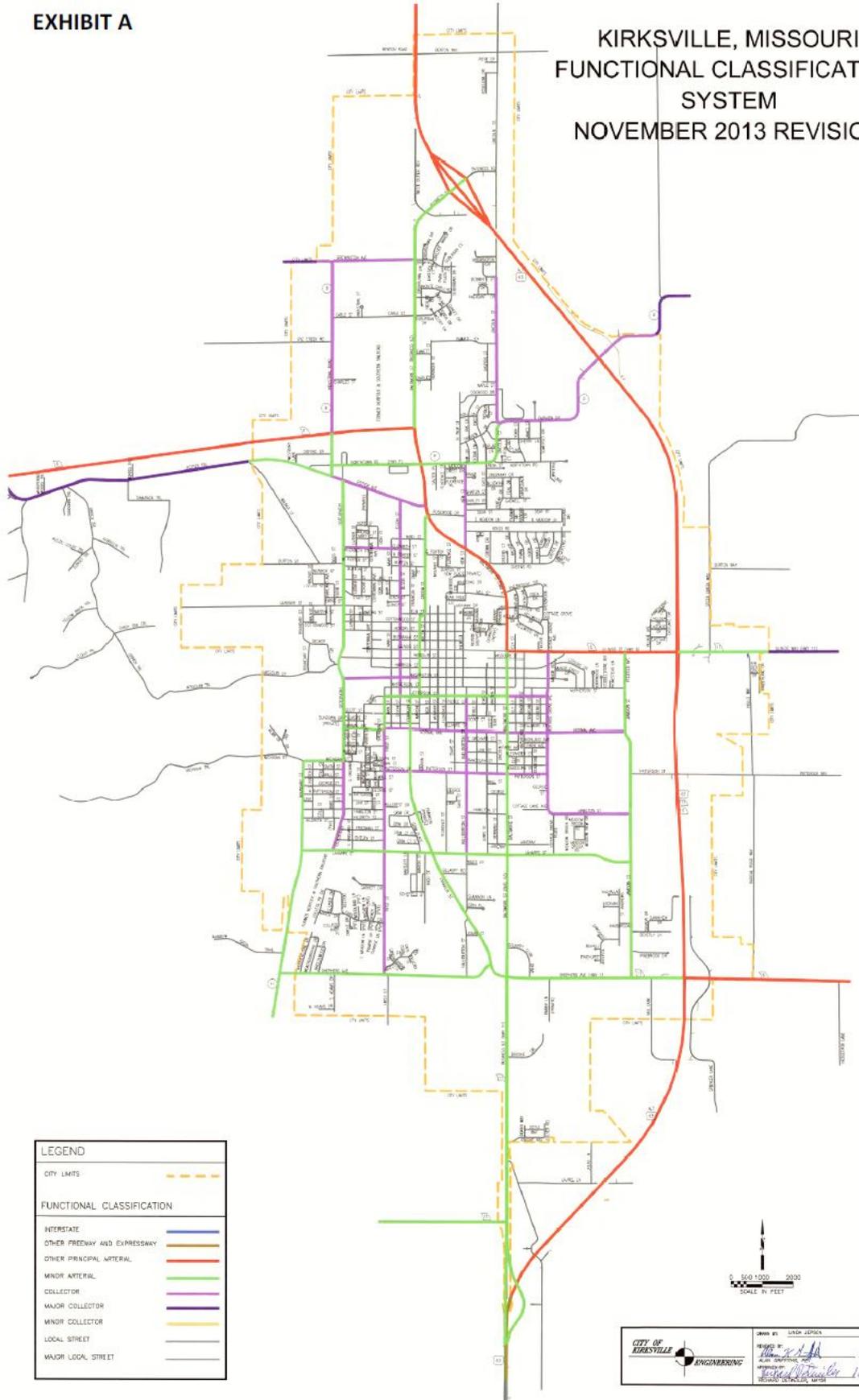
Due to a lack of agenda items, the ATC did not meet in November, and it is staff's request that this proposal be discussed and amended at this meeting. If the ATC desires additional time to discuss their recommendation for the City Council, staff would recommend a special 'second meeting' in December for this specific item. Staff's request is based upon the following preferred timeframe for this 2015 Street Resurfacing Program project:

- December 2015 – ATC Program review and recommendation
- January 5, 2015 – Council Program review of ATC recommendation
- January 2015 – Advertise the Program for bid
- February 16, 2015 – City Council bid award of the Program

This timeline is requested so the City can be one of the first agencies to bid resurfacing work for the 2015 construction season in an effort to get the best possible bid pricing. If the ATC needs additional time to complete their recommendation at their January meeting, the timeframe would slip one month.

**EXHIBIT A**

**KIRKSVILLE, MISSOURI  
FUNCTIONAL CLASSIFICATION  
SYSTEM  
NOVEMBER 2013 REVISION**



LEGEND	
CITY LIMITS	--- (dashed yellow line)
FUNCTIONAL CLASSIFICATION	
INTERSTATE	— (blue line)
OTHER FREEWAY AND EXPRESSWAY	— (orange line)
OTHER PRINCIPAL ARTERIAL	— (red line)
MINOR ARTERIAL	— (green line)
COLLECTOR	— (purple line)
MAJOR COLLECTOR	— (yellow line)
MINOR COLLECTOR	— (yellow line)
LOCAL STREET	— (black line)
MAJOR LOCAL STREET	— (grey line)

	Drawn by	LYNN EPPEN	11/18/2010
	Checked by	<i>[Signature]</i>	02/03/11
	Approved by	<i>[Signature]</i>	11/18/13
	Reviewed by	RENEE W. WILSON, M.P.S.	

## **EXHIBIT B**

### **PERCENTAGE COMPARISON OF RESIDENTIAL AND COLLECTOR STREETS IMPROVED OR REPAIRED**

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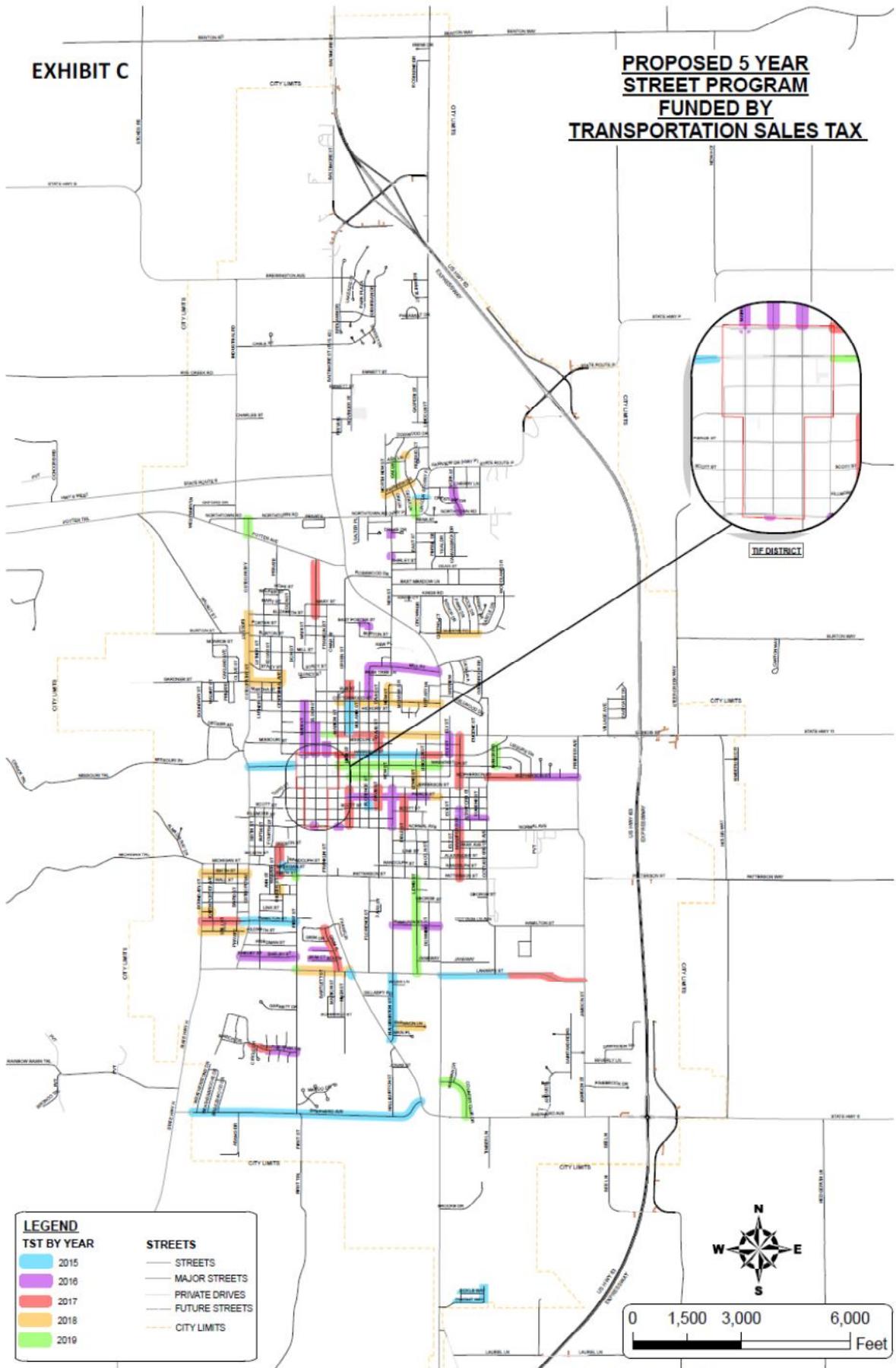
<b>2013 ASBUILT STREET REPAIRS</b>		
<b>RESIDENTIAL</b>	<b>COLLECTOR/ARTERIAL</b>	<b>TOTAL</b>
\$277,271.56	\$818,512.79	\$1,095,784.35
<b>25%</b>	<b>75%</b>	<b>100%</b>

<b>2014 ASBUILT STREET REPAIRS</b>		
<b>RESIDENTIAL</b>	<b>COLLECTOR/ARTERIAL</b>	<b>TOTAL</b>
\$733,616.32	\$615,408.26	\$1,349,024.58
<b>54%</b>	<b>46%</b>	<b>100%</b>

<b>2015 PROPOSED STREET REPAIRS</b>		
<b>RESIDENTIAL</b>	<b>COLLECTOR/ARTERIAL</b>	<b>TOTAL</b>
\$278,877.47	\$904,173.26	\$1,183,050.73
<b>24%</b>	<b>76%</b>	<b>100%</b>

**EXHIBIT C**

**PROPOSED 5 YEAR  
STREET PROGRAM  
FUNDED BY  
TRANSPORTATION SALES TAX**



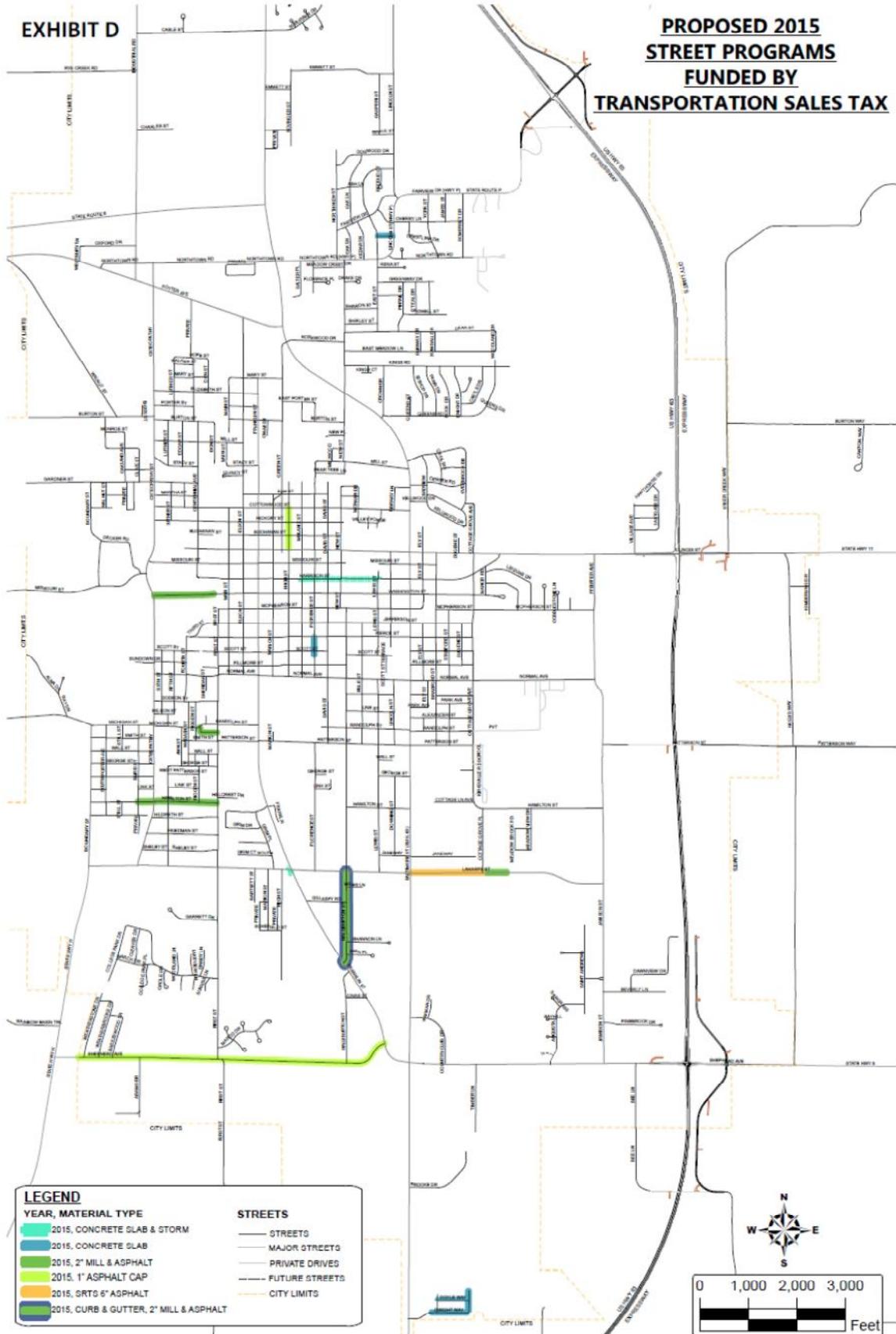
**LEGEND**

TST BY YEAR	STREETS
2015	STREETS
2016	MAJOR STREETS
2017	PRIVATE DRIVES
2018	FUTURE STREETS
2019	CITY LIMITS

0 1,500 3,000 6,000 Feet

**EXHIBIT D**

**PROPOSED 2015  
STREET PROGRAMS  
FUNDED BY  
TRANSPORTATION SALES TAX**



LEGEND	
YEAR, MATERIAL TYPE	STREETS
2015, CONCRETE SLAB & STORM	STREETS
2015, CONCRETE SLAB	MAJOR STREETS
2015, 2" MILL & ASPHALT	PRIVATE DRIVES
2015, 1" ASPHALT CAP	FUTURE STREETS
2015, SR75 6" ASPHALT	CITY LIMITS
2015, CURB & GUTTER, 2" MILL & ASPHALT	