

CITY COUNCIL STUDY SESSION

TO: Mayor and City Council

FROM: Mari E. Macomber, City Manager

SESSION DATE: March 16, 2015

TIME: 4:30 pm

PLACE: City Council Chambers, First Floor City Hall

Please note the new location. The City Council did try meeting in the Council Chambers for a one year period from April 2004 – April 2005 then chose to move the meetings back to the second floor. The Council Chambers does allow for more seating and less interruptions to move people around. We ask that the City Council try this and determine if this location is preferred.

AGENDA:

- **BRUSH SITE**
- **DOWNTOWN REVITALIZATION**
- **DOWNTOWN BEAUTIFICATION**
- **STUDY SESSION TOPICS**
- **COUNCIL AGENDA REVIEW**
- **COUNCIL NEWSLETTER REVIEW**

BRUSH SITE

For many years, the City has provided a place for citizens to dispose of brush. Prior to its current location, it shared city-owned land with the Fire Department training site on Burton Street. This location was more secluded and not as easy to get to but it was located within a residential area. The current location is much more accessible and does not pose a problem for adjacent neighbors.

The accessibility of this site, though available to citizens 24/7, it is also available to others throughout the area, causing additional expense and work for the City.

We are proposing to enhance our curbside service while eliminating the open access. We believe that we can provide better service for our citizens while reducing our costs.

As it stands today, contractors of various types are using our site for disposal of their materials. In some instances what is left behind is unmanageable for us to handle and costly for the City to dispose. Residents throughout the county are also bringing in brush for the City to handle, again increasing our costs.

One time tub grinding costs the City \$9,500 each time, plus personnel and equipment costs to complete this service.

Please review the summary report prepared by Glenn Balliew.

DOWNTOWN REVITALIZATION

Since 1998, the City has concentrated a significant amount of resources both in terms of cash and in-kind support to the downtown. Even recently the City has spent time evaluating the downtown traffic signals with the desire for improvement. Last year we provided an historical overview of some of the things that have been done to assist the downtown. We discussed with the City Council an effort to utilize TIF dollars to support a downtown façade program. We have been moving forward with this program through the direction of the TIF Commission. We will be giving the Council an overview of the program and an update on where things stand.

DOWNTOWN BEAUTIFICATION

In a previous Newsletter the City Council was asked whether there was interest in exploring the purchase of large planters for the downtown. The idea came from Grinnell Iowa. Included in this Study Session packet are pictures of these planters. The planters shown were at least \$600 a piece but were durable and heavy so as to not be moved.

Also, the City will be working with community people participating in future Make Kirksville Shine events. With the upcoming Big Event, it would probably be a good idea to see if we can get some students to clean up areas in and around the downtown. If the City Council can think of any specific locations we can submit those for consideration.

Finally, City staff will be looking at ways to minimize the maintenance issues in and around the parking lots where there are trees. We may be looking at grates or some other type of cover as trash and other debris accumulates in these areas.

If the City Council wishes to discuss any other beautification ideas, this would be a good opportunity.

STUDY SESSION TOPICS

During your annual planning meeting, we discuss Study Session topics that the City Council identifies for further review. At that meeting there were very few items listed. Included with this Study Session packet is a list of the dates and topics planned for this year.

This would be a good opportunity to review the list, ask questions if any and identify other topics that may be of interest. Councilmember Steele has identified a couple of topics that he would like discussed by the Council. The topics are as follows: requiring underground utilities, requirement of masonry/brick for new buildings in the downtown, and impact fees, which would be fees assessed to developments due to the additional costs they place on city services.

Underground Utilities – The City does require underground utilities in new developments. I have included a copy of our existing ordinance. We could fine tune this requirement to clarify all utilities including cell phones. There are other components of this proposal including the placement of all utilities in a single trench.

- **Sec. 22-30. - Street lighting.**

It shall be a requirement for subdivision streets to be lighted in accordance with the city's street lighting policy. Street lighting spacing and location shall be shown and determined on the final plat and street lighting installation shall be shared by the city and developer according to the following: The developer shall pay for any and all conduit, trenching, backfilling, etc. The city shall pay only for the standard pole and fixtures that are normally provided by the utility company at that time. Any light standards, poles fixtures, etc., that would cost over the standard price (referred above), shall be paid by the subdivider/developer. **Underground power lines** necessary to serve street lights shall be installed at the same time that power is installed to lots in the subdivision at the developer's cost. Street lighting shall be in place at the time of street construction.

(Ord. No. 11367, 2-1-99)

- **Sec. 22-34. - Utility service companies.**

The subdivider shall make the necessary arrangements with the gas, electric, cable television, and phone companies for service. **All utilities shall be underground.** The city shall be granted free access to these projects to inspect: location, backfilling, surface restoration, depth of services, etc., as it pertains to and during construction within the public right-of-way or easements.

(Ord. No. 11367, 2-1-99)

Masonry/Brick – This is an interesting topic in that it was discussed by the City previously. Our Historic Preservation Commission went so far as to approve an ordinance for recommendation to the Planning and Zoning Commission and City Council in December 2012. This ordinance required certain materials for downtown construction, not exclusively masonry/brick. The Planning and Zoning Commission voted on February 13, 2013 to not support the measure and then the City Council on March 4 directed staff to discontinue efforts on this ordinance.

Council should be made aware that the ordinance was based on guidelines prepared for the City through the development of our TIF process by both Gould Evans Goodman and Powers Bowersox, two different firms suggesting these improvements.

What we have today are guidelines for consideration. Here is the link to those guidelines. http://www.kirksvillemcity.com/filestorage/74/394/681/Kirksville_Downtown_Design_Guidelines.pdf.

Impact Fees – This is a relatively new discussion with the exception of the stormwater fees that we require be paid through the permitting process.

COUNCIL AGENDA REVIEW

COUNCIL NEWSLETTER REVIEW

Attachments

- Staff Report – Brush Site
- Staff Report – Downtown Revitalization
- Downtown Planters
- Study Session Topics

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

SUBJECT: Brush Site

STUDY SESSION MEETING DATE: March 16, 2014

CITY DEPARTMENT: Public Works

PREPARED BY: Glenn Balliew, Public Works

The City operates a brush disposal site located at the entrance to the old city landfill on Highway 6 West. The current operation allows for anyone to access the site on a 24 hour, 7 day a week basis and is meant for City of Kirksville residents only. Due to contractors and the surrounding communities the amount and size of brush, trees and stumps has become unmanageable. The Kirksville Public Works does not possess the manpower or equipment to manage the size and amount of trees trunks, stumps and volume being dumped at the brush site.

My recommendation is limit the brush site access to Kirksville City home, business and land owners to one weekend a month. The Public Works Department will increase curbside pick-up from two (2) to four (4) times annually for residents only. The site will be closed to contractors and they will be responsible for their own all tree and brush disposal. Strict guideline established for brush removal will be enforced during pick-up and drop off, which is a maximum of 18 inches in diameter and 10 feet long.

Signs will be posted at the brush site with brush disposal instructions, opening times, access restrictions, and other necessary information.

Due to the Adair County Animal Shelter being adjacent to the brush site the entrance gate must remain open during day light work hours. Public works will install concrete barriers and a gate to close the brush site and limit access when necessary. This will also allow for repositioning of barriers if necessary.

Proposal Cost – Purchase of 10 - 6' x 2' concrete blocks for barrier at a cost of \$350 (currently have 19 of these blocks on hand). Install 2 – 16' gates at a cost of \$310. Total cost for closing is \$660 and would come from budget line 10-1052-5180 – Tree Maintenance.

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

SUBJECT: TIF Commission Downtown Revitalization Pilot Project

STUDY SESSION MEETING DATE: March 16, 2015

CITY DEPARTMENT: Community Services

PREPARED BY: Ashley Young

Before discussing the current Downtown Revitalization Pilot Project, it is necessary to provide some background on Downtown Redevelopment and the organizations that have been involved in that process.

THE DIC TO KDIC

In 1987, the City Council established a separate Gross Receipts tax for the Downtown Business District. When establishing this additional gross receipts tax, the City also established a boundary for the Downtown Business District, how the funds would be used, and the creation of a separate committee, the Downtown Improvement Committee (DIC), whose job it would be to assist the City in determining how the funds would be used. The composition of the Downtown Improvement Committee and term of office for each appointment was also established.

The enabling ordinance also included an expiration clause. Since its inception in 1987, the City Council extended this special fee four additional times. The last time the City Council approved the extension of this ordinance was in 2003. At that time, the DIC was beginning to take on a stronger leadership role in the future of the downtown, and began looking at reorganizing itself. Their plan was to eliminate the additional gross receipts fee and establish itself as a stand-alone organization.

The tax was eliminated and the DIC became the Kirksville Downtown Improvement Committee (KDIC), and began to look at establishing a Community Improvement District (CID). They hired a local marketing person to assist them with informing and educating the business and property owners in the downtown on the CID. Little progress toward the CID was accomplished and little progress through the KDIC was made until the City's application to be a Downtown Redevelopment Economic Assistance for Missouri (DREAM) community was approved in the fall of 2007. That designation was intended to assist us in determining the needs of our downtown and help us implement the tools needed to address those needs. As part of that DREAM program, the City was able to obtain a Community Development Block Grant in the fall of 2009 to fund a full-time Executive Director for the KDIC. The hope was that this position would be funded for two years, giving the KDIC the staff person and time to market the downtown, organize events and develop a funding source. To assist the KDIC in this endeavor, the City covered the legal expenses needed to develop the Community Improvement District tool. The District was developed but the petition, which was a required component of the process, did not receive sufficient support to move it forward for a vote. The KDIC had three different executive directors during this period of time and no funding mechanism was established.

The KDIC reorganized and met again in November 2012, establishing new officers with the City's Sarah Halstead agreeing to serve as Secretary and Treasurer. She has served as Secretary and Treasurer since that time. The KDIC shortly thereafter established a dues structure. There are about 25 members. The City is a member paying \$500 annually.

THE DOWNTOWN TIF

In 1998, the City, along with the DIC (now KDIC), Kirksville Area Chamber of Commerce, Adair County, A. T. Still University (ATSU), Truman State University (TSU), and Northeast Economic Development (now K-REDI), formed the Downtown Partners. Four of those partners (the City, DIC, ATSU, and TSU) were instrumental in moving the Tax Increment Finance (TIF) District forward, and continued to meet through 2006, providing input and feedback to the TIF Commission (established upon the adoption of the TIF District) on priority projects.

The Downtown TIF was established in December 1999 and will run for either 23 years through December 2022 or until all of the projects in the Downtown Improvement Plan are completed. The creation of the TIF was a public process. The Downtown Partners all contributed to funding the hiring of a consulting firm to develop the aforementioned Downtown Improvement Plan which was necessary in order to adopt the TIF. The partners hired Gould, Evans, Goodman to develop the plan and two public workshops were held with over 145 people attending one or the other event. The focus of the workshops was to discuss issues, assets, and desires for the downtown. As part of this public process, a community-wide survey was made asking citizens what they wanted to see in the downtown. Over 600 surveys were recorded. Once the Downtown Improvement Plan was completed, it was made available for review by both the public and the Downtown Partners.

The TIF was approved establishing a new City Commission, the TIF Commission, with six representatives appointed by the City, and three representatives appointed by the other taxing districts. Since January 2000, the TIF has been collecting funds from increases in sales taxes and real and personal property taxes. The TIF Commission determines which projects will be completed based upon the funds.

Projects completed to date with public funds include:

- Downtown Theater Parking Lot
- Missouri-Main Street Parking Lot
- McPherson-Main Street Parking Lot
- McPherson-Marion Parking Lot
- Sidewalks in front of Travelers – 50/50 share
- Sidewalks in front of Degenhardt building – 50/50 share
- Adair County Courthouse Parking Lot
- Adair County Lawn and Sidewalks
- Downtown Corners
- Franklin Street Sidewalk – from Jefferson to Washington
- McPherson Sidewalk – from Marion to Franklin
- Jefferson Street from Post Office to Scott Street
- Franklin Street from Jefferson to Patterson
- Downtown Waterlines
- Wayfinding Signs

Sidewalks in front of Maxwell's – 50/50 share

The City has spent over \$2.4 million through its various funds, including the Downtown TIF, on improvement to the Downtown. Since this effort began the real estate assessed valuation increased by \$4.3 million. Prior to the implementation of the TIF, the downtown assessed valuation had 12 years of decline in value.

DOWNTOWN DESIGN GUIDELINES AND DREAM

In addition to the capital improvement work, the TIF contracted with Powers, Bowersox to complete the Downtown Design Guidelines. This document was also developed through a public process including public meetings and meetings with the Downtown Partners and stakeholders. This document took the concepts found in the original Downtown Improvement Plan and gave us more detail on how to implement the improvements. For example, the design for Jefferson and Franklin Streets were from this document. The Courthouse Square project was modified from what was contained in the document because it called for the removal of the parking on the north side of the Courthouse to provide a park like setting all around the building. It was changed after comments were received by the Council, including those from County elected officials, who expressed concern about the loss of parking for themselves and their employees. The Downtown Design Guidelines included a list of recommendations which we are working through to complete our implement. Aside from capital improvements, this document outlined the need for historic preservation, removal of downtown canopies, historic signage, and wayfinding signs.

In 2007, the City became a DREAM community, as mentioned during “THE DIC TO KDIC” section. DREAM was an initiative by Missouri Governor Matt Blunt to assist communities with improving their downtowns. It was created through a partnership of three development agencies: the Missouri Department of Economic Development, the Missouri Development Finance Board, and the Missouri Housing Development Commission. It provided a one-stop shop of technical and financial assistance for select communities to more efficiently and effectively engage in the downtown revitalization process. The initiative:

1. Centralized several major state incentives.
2. Offered direct access to financial technical assistance at the preliminary proposal stage, supported by a team of professionals specifically dedicated to helping the community rebuild its central business district.
3. Substantially shortens the redevelopment timeline.

As a result of DREAM and the Downtown Design Guidelines, the City was able to establish the Kirksville Historic Preservation Commission (KHPC), implement the wayfinding signage, obtain funds for the KDIC to hire an executive director, and begin discussions regarding the removal of the canopies.

THE KHPC

The KHPC was established in 2009. This Commission has worked on a number of things including recognizing structures for their historical significance, working to implement certain standards for both renovations and the construction of buildings within the downtown area, and establishing and recommending policies that would allow Kirksville to retain some of its historical significance.

The KHPC had approved standards and sent them to the Planning and Zoning Commission. The Planning and Zoning Commission reviewed them on two separate occasions, first in 2009-2010, and again in 2012. What resulted was a list of suggested guidelines that people could consider for their properties. This despite the fact that all of the public meetings, surveys, and input from downtown businesses agreed that the central business district should be “quaint” and “historic”.

DOWNTOWN REVITALIZATION PILOT PROJECT

With the goal of improving the economy of not only the Downtown, but the entire City, the City staff and the TIF Commission are currently in the planning stages of a proposed Downtown Revitalization Pilot Project. This project, if recommended by the TIF Commission, and approved by the Council, would commit TIF District funds to redo the facades, awnings, sidewalks, and parking spaces of the buildings along one of the two proposed locations: the south side of Washington Street between Franklin and Elson Streets, or both sides of Elson Street between Washington and McPherson Streets. This would also include street lights. It is termed a “Pilot Project” because the goal is to determine if this course of action is successful. If it is successful, then the goal is to continue this work around the Downtown “Square” and elsewhere in the Central Business District.

To date, the services of local architect Ken Shook have been enlisted to create design drawings for the streets listed above. These designs are not binding. Rather, they will provide City staff, TIF Commission members, and the building owners an idea of what the buildings *could* look like. An essential part of this new approach is to allow the actual building owners significant input on the appearance of their façades and awnings, even though the majority, if not all, of the cost will be paid for with TIF funds. Once these designs have been completed, City staff and TIF Commission members will begin meeting with building owners to discuss the proposed Downtown Revitalization Pilot Project.

As an aside, the City already provides a low interest (1/3 of prime up to \$7,500) building façade loan to Downtown businesses. To date, the owners of three buildings (the Baxter Miller Building, Hidden Treasures, and Edna Campbell’s) have taken advantage of these loans. It is possible that this program could be used in conjunction with the Downtown Revitalization Pilot Project to assist with any “buy-in” costs on the part of the building owners that the TIF Commission may recommend, and which may be approved, by the Council.

City Planter Project

- The planters and flowers are paid for using a tourism tax. These planters are \$900 ea.
- The local gardening club takes care of getting the plants and planting them.
- The City waters them.
- Evergreens are then planted for the holidays and sold in the spring to get ½ the money back.



2015 STUDY SESSION TOPICS AND DATES

Completed

01/05 – F.L.A.T.S., 2015 Street Program

01/26 – Economic Development Agreement – K-REDI

02/02 – State of the City

03/02 – Judge Sutton Report, WWTP Update, City Security Discussion, Economic Development Committee Draft

03/16 – Brush Site, Downtown Revitalization, Downtown Beautification

In Process

04/06 – Purchasing Policy, Business License

04/20 – Street Light Wattage, Economic Development Incentives – what we can and can't do, Emergency Notification - Warning Siren

05/04 - Review Trail & Sidewalk Plan, Storm Siren Replacement Update, MPO Update

05/18 – IT Services Update (following computer replacement, Springbrook upgrade, etc.)/Public Information Program

06/01 – Review 2015 Building Code, Legislative Session Update, FFI & II Coalition Update

06/15 – Economic Development Partners, Incubator Program

07/06 – Community Development Partners, Airport Project Update, Update on Hangar Use

07/20 – Forest Llewellyn Cemetery Community Project Update, Computer access in codes vehicles,

08/03 – Audit Report, Airport Event, Ticket writing capability for codes, Credit Card Capabilities for Court

08/17 – Review Park Master Plans, Review Tax Levy, Health Insurance, OPEB Report

09/21 – City Council Planning, - Community Wide Development – Baltimore/Alternate Route/Downtown,

10/05 – Grant Program Update – 5 year Summary Report,

10/19 – Utility Rates, Parking Plan for Downtown (including handicapped spaces)

11/2 – Airport Report, Traffic and Parking Report

11/16 – Budget Review

12/07 – Glass Recycling / Household Hazardous Waste Report

12/21 –
