



City of Kirksville

2014 Comprehensive Plan



City of Kirkville

2014 Comprehensive Plan

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2014 Comprehensive Plan

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Chapter 1

Background

Purpose and Reasons for The Plan

The Kirksville Comprehensive Plan is a document intended to serve as a guide to City leaders, developers, realtors, heads of local organizations, the State of Missouri and area citizens about how our community should grow, how its limited resources should be utilized, and what residents want their community to look like in the future.

In addition to guiding the physical growth and development of the community and its environs, the Kirksville Comprehensive Plan includes a baseline assessment of the present condition of the city, an evaluation of the strengths and weaknesses of the community, and changes reasonably anticipated in the next ten years.

The Kirksville Comprehensive Plan draws on, and serves to consolidate, several earlier planning efforts, including:

- The 1994, 1998, 2001, and 2013 Community Strategic Plans
- South 63 Tax Increment Financing Plan
- Downtown Kirksville Tax Increment Financing Redevelopment Plan
- Long range plans of local educational institutions, including: Truman State University, A.T. Still University, Moberly Area Community College–Kirksville Campus, and the Kirksville R-III School District
- Downtown Kirksville Improvement Plans
- Various plans and documents produced by the city of Kirksville, including: Five-Year Street & Storm Drainage Plan, Multi-Year Hike/Bike Trail Master Plan, Zoning Classification Map, Kirksville Airport Layout Plan, multi-year water and sewer system facility improvement plans, the Police Department Strategic Plan, Annexation Policy, city subdivision and other planning related ordinances, building codes and development plans for each of the city’s nine public parks.
- Various plans produced by the State of Missouri, including: Federal Aid Urban designated arterial, collector, primary and secondary roadways map; long range plans for Thousand Hills State Park and the Big Creek Conservation Area; the new Highway 63 location around the East edge of Kirksville.
- Adair County Enhanced Enterprise Zone

For a comprehensive plan to be effective and useful for a community, it must be realistic and reflect the sentiment of the community as a whole. It must provide benchmarks for the evaluation of progress toward the goals and objectives outlined in the plan, and it must be written and assembled in a manner that allows citizens to participate in its development and implementation. It must also be a flexible document allowing for the creation of different development goals and objectives as the community directs, and its individual goals, objectives, plans and proposals must be specific and achievable. The Kirksville Comprehensive Plan contains both broad statements of goals and objectives as well as more detailed recommendations concerning the physical, social and demographic development of the city, the community and its environs.

Once adopted, the Kirksville Comprehensive Plan should be utilized and employed in many different ways; these include:

- A source of community information
- A list of community characteristics and features in need of correction
- A vision of what the community can become and what the citizens want it to be
- A list of goals and objectives for community correction and improvement
- A resource for coordinating the work and activities of different groups and organizations
- A guide to appropriate means for the implementation of the plan and its objectives
- A means for stimulating public interest in the goals and objectives of the plan
- A means of monitoring and evaluating the implementation and success of the plan
- A resource for the identification of public facilities, infrastructure and other capital assets

Every community is unique. Each has a distinct personality. Kirksville, like other communities, has certain basic features: homes, businesses, schools, parks, streets, a heterogeneous mix of people, utilities, public buildings, religious and secular institutions, and different modes of public and private transportation, waterways, industries and so forth. When these basic elements actively cultivate partnerships, in the context of future planning, the result is a vibrant community.

The Planning Area

The City of Kirksville is a city of the Third Class as provided by the state constitution and the Revised Statutes of Missouri. It operates under the council-manager form of government. The city has a population of 17,522 in 2012, per the US Census Bureau, and encompasses 14.4 square miles. Kirksville is the county seat of Adair County. Approximately sixty-eight percent (68%) of all county residents live inside the city limits of Kirksville. Roughly half of the county population residing outside the city limits of Kirksville lives in Benton Township (Kirksville) or in the two adjoining townships (Pettis and Polk) which together make-up the north-south Highway 63 corridor in Adair County (see Adair County Map, appendix). The City of Kirksville owns two public facilities on the respective north and south ends of this corridor: the Kirksville Regional Airport on the south (Pettis Township) and Hazel Creek Reservoir on the north (Polk Township). The boundaries of the planning area reflect this Highway 63 orientation and the location of most of the county's population, as well as recent and anticipated development trends.

Responsibilities of the Plan

The Comprehensive Plan is meant to identify priorities that have been revealed through project-specific reports, community leaders, City staff, partner agencies, and public input. Ultimately, these elements will guide City actions to be taken in the next ten years. The Plan also considers our broader impact in the Northeast region of Missouri and Adair County, because the demographics and economics of this rural area have changed since the 2004 Comprehensive Plan. This Comprehensive Plan is to be updated, in its entirety, every ten years. Updates on

specific projects assigned to city staff will be added to the plan annually. Overall city goals will be added to or changed as necessary.

Municipal planning began here in 1957 with the adoption of a comprehensive plan that mainly dealt with street improvements and off-street parking. The 1968 plan expanded the scope by including modern zoning ordinances, a subdivision ordinance and uniform building codes. The 1975 plan expanded further to include a greater degree of citizen involvement; a thorough inventory and analysis of the planning area; consideration of a wider variety of community services; and national/regional planning benchmarks. The 2003 Comprehensive Plan updated the 1975 Plan for two reasons (1) technological capabilities and (2) it identified specific plans adopted by the community in the intervening years that focused on certain elements in the community.

The 2014 Comprehensive Plan attempts to identify the General Goals and Objectives of the City that all community leaders strive to attain, including those specific projects that are assigned to City Staff to implement. This will improve the life and safety of all residents and reduce the tax burden on all citizens.

History of Kirksville

The earliest inhabitants of the planning area were Sauk, Fox, and Iowa Indians who primarily used this area as a hunting ground. The first settlers in the present Kirksville vicinity were previously from Tennessee and Kentucky. People traveling from counties south of our area, around 1830, joined these settlers in relocating to the area around Kirksville.

Before Kirksville was officially platted, the area was known as Long Point and then Hopkinsville.

On January 29, 1841, the Missouri Legislature passed an act to create Adair County. The legislature also provided for three commissioners to locate the county seat. Surveyors established the original town site of 40 acres and named the city Kirksville after Jesse Kirk, one of the original settlers in the area. On May 18, 1842 the original plat was acknowledged with the following boundaries: Illinois Street on the north, Marion Street on the east, McPherson Street on the south, and Main Street on the west.

In 1847, the blocks west of Main Street were added; in 1854 the South addition was included within the city; and the Linder and Mulanix additions were annexed in 1856. In 1857, the first town charter was granted and the City of Kirksville became a community with boundaries “commencing at a point half a mile north of the northeast corner of the courthouse; thence west one-fourth mile; thence south one mile; thence east three-fourths mile; thence north one mile; thence west to the place of beginning.”

In the 1850’s and 60’s, Kirksville attracted a number of businesses and institutions. The following serve as excellent examples: Kirksville Branch of the Bank of St. Louis in 1859;

Kirksville Flour Mill and Kirksville Christian Academy in 1865-66; in 1867 the Normal School, the forerunner of the present Truman State University.

The Battle of Kirksville fought in the streets of Kirksville in August 1862, was a major turning point in the struggle for control of the northern half of the state. The Civil War deeply divided Kirksville. Union and Confederate sympathies were nearly evenly divided in Adair County. In the force of local skirmishes, civil government was disbanded in Kirksville, through the duration of the conflict. The Union victory in Kirksville ended Confederate activity in the north and helped keep Missouri in the Union.

Kirksville was reincorporated in 1866, and declared a village in 1873. The Village was incorporated into a Fourth class city in 1886, and was designated a city of the Third class in 1892.

The founding location for the first American School of Osteopathy was established in Kirksville in 1892. In 1924, this school merged with the Andrew T. Still College of Osteopathy and Surgery to form the Kirksville College of Osteopathy and Surgery, now known as A.T. Still University of Health Sciences. In 2013, A.T. Still University received accreditation for the second dental school in Missouri, making way for the first group of students that same year.

Joseph Baldwin opened the North Missouri Normal School and Commercial College on September 2, 1867. In 1870 Missouri's General Assembly made Baldwin's private college the First District Normal School - the first Missouri supported Institution of higher education established for the primary purpose of preparing teachers for public schools. In 1919, the Normal School became known as Northeast Missouri State Teachers College. In 1967, programs other than teacher education were implemented and the Board of Regents acted to change the name of the college to Northeast Missouri State College. In 1985, Governor John Ashcroft signed legislation that designated the University as Missouri's only statewide public liberal arts and sciences university, expanding its mission from a regional to a statewide institution. Then, in 1995, Governor Mel Carnahan signed legislation that changed the University's name to Truman State University, a name that complements its statewide mission and honors the only Missourian to serve as President of the United States.

The early churches of Kirksville and Adair County started in the pioneer days. Baptist and Methodist preachers were the first to be in the area. It is said that Rev. Abram Still, father of Dr. A.T. Still preached the first sermon ever delivered in Kirksville. In 1865, the Methodist church with Rev. J.W. Prince was holding services in the old Cumberland Academy, but only about twice a month since it was part of a circuit. The church in Kirksville did not grow to be big enough for a full service pastor until about 1871. In 2014, the oldest operating church in Kirksville is probably the African Methodist Episcopal Church, or has been now called the Bible Mission Church. It was built in 1878. Formerly, its attendees were all African-Americans. The Trinity Episcopal Church is the 2nd oldest building in Kirksville continuously operating as a church. It was built in 1917 on the site of an older (1870) church.

With the constant increase in population, the following services were established: the first telephone line in 1881; the first electric company in 1888; the first public water works in 1894 from an artesian well and later from the Chariton River in 1898; and, the first sanitary sewer in 1906.

During the early and middle 1900's, Kirksville emerged as a regional center by attracting people, commercial activities, and industry. Today, Kirksville's role as a regional center of the Northeast Missouri region is slowly enlarging as smaller rural communities in the region have declined. The daytime population of Kirksville may be close to 150% its full-time residential population.

Physical Characteristics

The City of Kirksville occupies the high ground along the drainage divide between the Chariton River Basin to the west, and the Salt River Basin to the east. The City of Kirksville totaled 14.4 square miles on December 31, 2001, after an annexation approved by the voters in April 2001 added 4.1 square miles to the total area of the City.

Topography

Kirksville is located in the northeast part of the state, within the Glaciated Plains. The entire area is most easily classified as smooth plains. The area immediately west of the City includes the Chariton River watershed, and has significant wooded slopes. The elevation within the City varies from 984 ft to 894 ft above mean sea level.

Geology

Adair County is generalized as having Pennsylvanian geology. The major, structural feature in the area is Kirksville-Mendota Anticline.

Hydrology

Kirksville is situated on the divide between two major basins. Generally, the portion of the City east of Baltimore Street is in the Upper Mississippi-Salt River Basin. The portion of the City west of Baltimore Street is in the Lower Missouri-Grand-Chariton River Basin. Six minor basins drain the City. These sub basins include Steer Creek, Bear Creek, East branch of Bear Creek, Rye Creek, Floyd Creek, and Big Creek (Forrest Lake).

Soils

Glacial Deposits are overlain by loess 50 to 200 feet in depth. USDA lists the soils as Central Clay pan Area, with the western majority of the City in Putnam-Mexico soil, and the remainder in Mexico-Leonard-Armstrong-Lindley soil. The predominant soils are clay, CL and CH.

Weather and Climate

Kirksville has the anecdotal reputation as the "coldest spot" in Missouri. The mean annual temperature is 52, with the average high 62.6, and low 41.8. February is the coldest month with a daily temperature range of 11.7 to 30 degrees. August is the hottest month with the average daily

range 67.9 to 89.4 degrees. The record high temperature was 113 degrees on July 15, 1936; the record low –31 degrees on Feb 29, 1932. The average annual precipitation is 36.5 inches, average snowfall is 21.9 inches. The city receives precipitation on the average, 89 days a year. The first frost is expected on October 12, the last spring frost on April 21.

Water Supply and Ground Water

The City relies on surface water supplies from Forrest Lake (600 acre) and Hazel Creek Lake (550 acre). The water bearing strata around Kirksville is predominantly glacial drift and alluvium. The yield is normally 5-15 gallons per minute. Water from groundwater sources will generally be high in iron and mineral content. These two water supply sources supply drinking water to all of Adair County and parts of Macon County.

Resource Analysis

Kirksville is on the eastern edge of the NE Missouri coal district. There are currently no active mines remaining in the area. There are no active rock quarries or significant timber harvesting.



Figure 1.1

This map shows the area that people are drawn from to come to Kirksville. The circle represents the outer range of our pull, mostly for our educational opportunities. Health care would be inside the circle as well as shopping and business in a lesser range. But, Kirksville is still one of the most significant pull locations in the Northeast Missouri area.

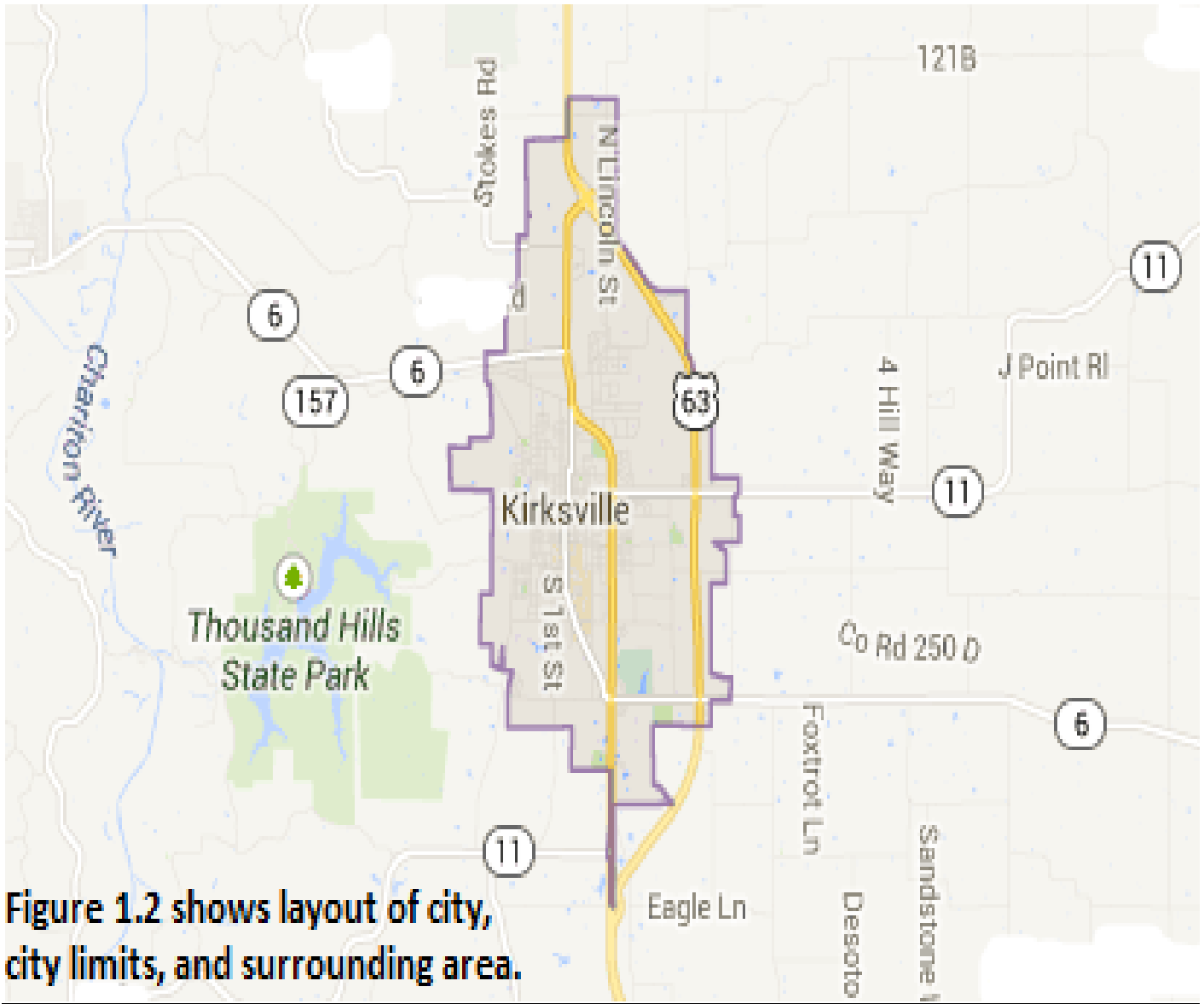


Figure 1.2 shows layout of city, city limits, and surrounding area.

Chapter 2

Socioeconomics

Introduction

‘Socioeconomic’ describes the local demographic, housing, and economic characteristics for the Kirksville area. They influence the direction, issues and policies outlined in the Comprehensive Plan. The demographic characteristics of Kirksville and Adair County were examined between 1970 and the present, including: total population, age, familial status, gender and ethnic composition, and education levels attained. A housing survey was conducted in 2003 to obtain detailed information on the current land use and external condition of all residential structures. The economic condition section outlines commuting patterns, employment, income, job type, the income status of residents, and some housing statistics. The resources brought to this community by its people improve the quality of life and increases the potential Kirksville has for growth.

Based on anecdotal evidence, the City of Kirksville has a stable socioeconomic status. A revised Census report shows that the City of Kirksville population has increased slightly. The type and condition of the housing stock varies greatly depending upon the location of the neighborhood. As would be expected, older homes, some in a deteriorating condition, exist within the central core of the community, while newer housing developments have sprung up around the outer perimeter of the community inside and outside of the City limits. Older homes in this central core of the city continue to be torn down, being replaced with new two-family or multi-family structures and are an indirect result of the new AT Still University Dental School completed in 2013. Most of the multi-family structures are in or around the area between Truman State and the ATSU campuses. Many residents and businesses could benefit from increased development and jobs with higher pay rates. Contained in this chapter is demographic information that is intended to provide a true representation of the socioeconomic condition of the community based upon such factors as population make-up, income, education and housing.

In May of 2013, a Workforce Assessment was conducted by the Northeast Missouri Alliance (NEMA) to obtain a measure of the Quality of Labor in a ten-county labor market, including Adair County. The purpose of assessing the workforce was to provide employers with labor information necessary to make better-informed decisions for private investment that minimized risks for hiring, retaining, and developing a workforce. The results obtained reflected the views and perspectives of employers in the ten-county NEMA area labor market only and represented the demand side of the workforce market. Of the 12 *quality characteristics* surveyed, Product Quality scored the highest with a rating of 4.08 on a 5.0 scale, with Productivity ranked second. Of the 12 *workforce skills characteristics* surveyed, Reading Comprehension ranked highest with a 3.81 on a 5.0 scale. The overall average hourly wage for the NEMA area labor market was \$17.99 and compared to the Missouri average of \$19.79. The NEMA labor market hourly wage average is 18.3 percent below the national average and 9.1 percent below the State of Missouri.

Community Demographics

Population Trends

According to the 2010 United States Census, the population of Kirksville was 17,505, 68.4 percent of the total population in Adair County. In the last 10 years, there has been an increase in the number of homes being built in the “country”, just outside of the City Limits of Kirksville. This is reflected in the lower percentage of people living in the City, shown in the table below.

Table 2.1

Total Population of Adair County and the City of Kirksville, Missouri

<u>Census year</u>	<u>Adair County</u>	<u>City of Kirksville</u>	<u>Percent of Adair County Population in Kirksville</u>
1970	22,472 residents	15,560 residents	69.3
1980	24,870	17,167	69.0
1990	24,577	17,152	69.8
2000	24,977	17,304	69.0
2010	25,607	17,505	68.4

Source: U.S. Bureau of The Census

For counties within northeast Missouri, the population decreased 2.2% as a whole from 2000 to 2010. The total population change for the State of Missouri was a 7% increase, compared with a 9.7% increase nationally.

Table 2.2

Population Changes for Counties in Northeast Missouri

<u>County</u>	<u>1990 census</u>	<u>2000 census</u>	<u>2010 census</u>	<u>Total change 2000 to 2010</u>
<u>Increase in population</u>				
Adair	24,577	24,977	25,607	+630
Schuyler	4,236	4,170	4,431	+261
<u>Decline in population</u>				
Macon	15,345	15,762	15,566	-196
Linn	13,885	13,754	12,761	-993
Sullivan	6,326	7,219	6,714	-505
Shelby	6,942	6,799	6,373	-426
Putnam	5,079	5,223	4,979	-244
Scotland	4,822	4,983	4,843	-140
Knox	4,482	4,361	4,131	-230

Age

Comparing Kirksville's population figures to the State of Missouri shows a marked difference between 'under 18' and '18 and over' populations. Kirksville's population numbers show the city as a population much younger than the State of Missouri overall. Naturally, the 20-24 age range shows an 18%+ increase above state numbers due to our universities.

The age demographics for 2010 are listed below.

Table 2.3

Population by Sex/Age - 2010

Total Kirksville Population: 17,505

Total Adair County Population: 25,607

Total State of Missouri Population: 5,988,927

	Kirksville		Adair Co.		Missouri	
	Pop.	%	Pop.	%	Pop.	%
Male	8,069	46.1	12,204	47.6	2,933,477	49.0
Female	9,436	53.9	13,403	52.3	3,055,450	51.0
Under 18	2,870	16.4	4,972	19.4	1,425,436	23.8
18 & over	14,635	83.6	20,635	80.6	4,563,491	76.1
20-24	4,361	24.9	4,668	18.2	413,289	6.9
25-34	1,894	10.8	2,535	9.9	775,467	12.9
35-49	2,266	12.9	3,977	15.5	1,193,382	19.9
50-64	2,210	12.6	4,125	16.1	1,167,084	19.5
65 & over	1,968	11.2	3,210	12.5	838,294	14.0

Source: U.S. Bureau of the Census

Ethnic Composition

There have been changes in the racial composition of the community. In 1960, the percentage of white persons was 99.1 percent. In 1970, the number decreased to 97.1 percent of the population, and in 2000 it was 94.4%. As of 2010, it was 92.3%. The racial diversity of the community continues to change and evolve as the institutions of higher education have increased the cultural diversity of their enrollment. Only a very few minorities have located in this area for jobs.

Table 2.4**2000 & 2010 Ethnic Composition in Adair County and the City of Kirksville, Missouri**

	White	Asian	Hispanic	Black	other
2000 Adair Co.	95.82%	1.39%	1.26%	1.19%	0.72%
2010 Adair Co.	94.0%	1.8%	2.0%	1.6%	.6%
2000 City of Kv	94.38%	1.93%	1.54%	1.73%	.42%
2010 City of Kv	92.3%	2.4%	2.7%	2.2%	.4%

Source: U.S. Bureau of the Census, Profile of General Demographic Characteristics: 2000 & 2010 Kirksville, Missouri

Education

Kirksville's success is illustrated by the quality of its schools and the education that is provided for residents and visitors to the community. Residents in Kirksville, and the surrounding area, have the opportunity to access unlimited educational opportunities here. Kirksville is home to an early childhood development center, four primary schools, three elementary schools, two middle schools, two high schools, a vocational / technical school, a junior college, the State of Missouri's premier liberal arts university (Truman State University), and the founding osteopathic medical school (A.T. Still University), which has the second dental school in the State of Missouri. In addition to the formal education system, residents throughout the area can take advantage of a variety of continuing education, from home-improvement to self-improvement classes. These educational institutions provide a uniquely strong foundation for a well-educated citizenry. For those citizens over 62, a discount from the standard tuition rate is usually available, depending on class, degree, etc., which is an inviting continuing education option for our seniors.

Table 2.5**Number of School Years Completed****(from the Population of those 25 years and over)****(2000 Adair County) (2010 Adair County)**

Population with less than 9 years of education:	5.5%	4.9%
Population with no high school diploma/GED:	15.4%	7.7%
Population with 12 years or more of education:	84.63%	87.4%
Population with bachelor's degree or higher:	28.5%	26.3%

Source: 2000 and 2010 U.S. Census Bureau

Table 2.6**Number of School Years Completed (City of Kirksville, Missouri)**

	<u>1970</u>	<u>1990</u>	<u>2000</u>	<u>2010</u>
Total Persons > 25yrs	6,977	8,219	13,316	11,102
Some High School	56.6%	74.3%	84.7%	95.4%
High School (diploma)	23.5%	26.1%	33.55%	33.1%
Some College and Above	32.7%	48.2%	51.1%	55.2%

Source: U.S. Census Bureau

The above tables illustrate the impact that the access to a variety of educational opportunities has on the residents of a community. 87.4% of the residents in Adair County possess a high school diploma or higher, ranking Adair County as number 22 of the 114 counties in the State of Missouri. The State of Missouri's average percentage of residents with no high school diploma or equivalent is 8.6%, with Adair County being 7.7%. For all of the State of Missouri, the percentage of adults having completed at least a college degree increased from 17.8% in 1990 to 21.6 percent in 2000, to 32.6% in 2010. In Adair County, the number of residents possessing a college degree or higher was 28.5% in 2000, and in 2010 it was 26.3%, slightly above the State of Missouri's percentage of 25.8%. We have several educational opportunities here, but it is important to note that AT Still University is a higher degree institution, one which usually requires a person to already have a college degree. As the state's liberal arts and sciences university, Truman State University has established admission requirements more rigorous than other public universities, including a standard ACT score of 24. Adair County and the City of Kirksville benefit from those who come to this area for these institutes. For those unable to gain entrance to Truman State, the community college in our area, Moberly Area Community College, is a very valuable resource in Kirksville for those who wish to go beyond a High School Education.

Housing and Commercial Infrastructure

Housing

The role of the City of Kirksville in support and maintenance of housing stock is minimal, except in certain cases when planning, regulation, or financial assistance is required. The City has adopted into ordinance the 2009 International Building Codes published by the International Code Council. This is a family of building codes that covers plumbing, electrical, residential, and several other codes. We have adopted guidelines for mobile home parks and policies governing fair housing; an anti-discrimination ordinance related to fairness in housing; and organized an Affordable Housing Board. The City has helped to renovate homes and also to demolish unsafe and dilapidated housing along with commercial buildings in the city by using State of Missouri block grants.

In 2002, a housing quality survey was completed. This consisted of a visual assessment of each house and a summary of the external conditions of the property. Approximately 10% of the residential houses were deemed to be substandard, requiring repairs or upgrades of

various degrees. Ten years later, in 2010, some improvements had taken place because of the fair amount of new construction, replacing older homes with two- or multi-family structures. However, no substantial change to the numbers is assumed.

Some vacant parcels are being developed due to donations from the City to entities who build structures for needy persons, and some are being developed because their location next to ATSU or Truman State has increased their value as a location for residential housing. There continues to be several vacant “in-fill” lots available in Kirksville, with most of them being away from the center of the city. Excluding vacant land and agriculture use, the dominant land use in Kirksville is residential. There are approximately 2,772 acres, or 23.7 percent of the total acres, within the city limits of Kirksville used for residential purposes.

In Adair County, there are 11,263 housing units based upon the 2010 Census, an increase of 437 housing units from 2000. The number of units for that same ten-year period was up 4%. The increase in housing units does not necessarily mean an increase in population.

Table 2.7

Adair County Housing Units

	1990	2000	2010	2000-2010 difference	percentage
Total Housing Units	10,097	10,826	11,263	+437	4%

As shown below, the majority of homes were constructed in the 1970s. This increase in the number of housing units increases overall with the population growth, but a slow-down in population can be seen in the numbers of houses built, also.

Table 2.8

Housing Age Distribution in the City of Kirksville

<u>Years Structures Built</u>	<u># of units</u>	<u>Population Data (by Census year)</u>	
2010 to 2013	98	2010	17,505
2000 to 2009	712	2000	16,988
1990 to 1999	707	1990	17,152
1980 to 1989	814	1980	17,167
1970 to 1979	1,351	1970	15,560
1960 to 1969	874	1960	13,123
1950 to 1959	835	1950	11,110
1940 to 1949	502	1940	10,080
1939 or earlier	1,629	1930	8,293

Source: US Bureau of the Census and City of Kirksville permit records

Commercial (Infrastructure)

Kirksville has traditionally served as a strong regional center for all of northeast Missouri and parts of southern Iowa.

According to a business summary of all business in the Kirksville area, there are 1,090 businesses employing 8,735 employees, all within 15 minutes of Kirksville.

The Adair County Courthouse serves as the central focus of the downtown business district. The governmental activities in the Courthouse continues to bring daily travel to the downtown area, and the downtown businesses need that extra activity. With continuing development on the Baltimore Street corridor, businesses in downtown Kirksville has evolved into more specialty stores, professional offices, and restaurants. As with many other small communities, some of these local downtown businesses struggle to compete.

As a whole, Kirksville business continues to draw people into the area. In August of 2013, the Missouri Small Business & Technology Development Center provided a Retail Market Place Profile that showed Kirksville drawing people to this area for the following types of businesses: Motor Vehicle & Parts Dealers, Furniture & Home Furnishings Stores, Electronics & Appliance Stores, Building Materials, Garden Equipment & Supply Stores, Health & Personal Care Stores, Gasoline Stations, Sporting Goods, Hobby, Book & Music Stores, General Merchandise Stores, Miscellaneous Store Retailers, and Food Services & Drinking Places. The only areas where we show “leakage”, people going out of our area to get services, are: Food & Beverage Stores and Clothing & Clothing Accessories Stores, and Office Supply stores.

The Buildings in the downtown Central Business Area are old and have historic value. Some buildings have been completely renovated. Others have had their facades renovated to show their historic features. Most buildings in this area were constructed in the 1880’s to the 1920’s as shown below.

Table 2.9

City of Kirksville - Central Business District - Building Age Information

<u>Date</u>	<u>Number</u>	<u>Percentage</u>
Pre 1880	0	0
1880-1900	54	37
1901-1920	32	22
1921-1940	19	13
1941-1960	16	11
Post 1960	23	16
Totals	145	100

Source: Adair County Assessor

Economic Conditions

Employment

Adair County employment reflects the distribution of employment in Kirksville. Education, healthcare, social services, retail, and tourism employ 59% of the workforce. Lodging, Food, Professional, and Transportation show the most growth in employment in Adair County, as reflected in the Table below.

Table 2.10

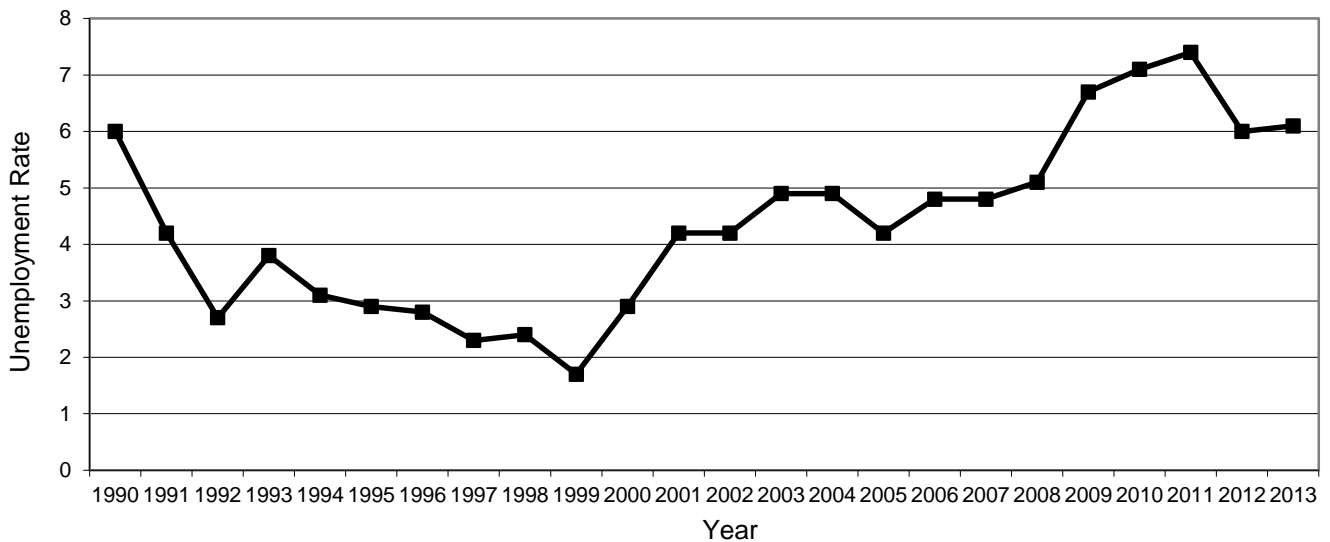
Employment by Category in Adair County

	<u>2000</u>		<u>2010</u>		<u>% change</u>
Adair County Employees	12,126		11,015		
Total Manufacturing	1,353	11%	922	8%	-3%
Total Non-Manufacturing	10,773		10,093		
Educational, health, and social services.....	4,540	42%	3,947	36%	-6%
Retail Trade.....	1,394	13%	1,346	12%	-1%
Arts, entertainment, rec., lodging & food	1,127	10%	1,224	11%	+1%
Construction.....	608	6%	605	6%	
Other Services.....	576	5%	446	4%	-1%
Professional, scientific, management					
Administrative and waste mgt. services.....	431	4%	591	5%	+1%
Agriculture, Forestry and Fishing.....	409	4%	322	3%	-1%
Public Administration.....	399	4%	382	4%	
Finance, Insurance and Real Estate.....	393	4%	469	4%	
Transportation, Warehousing and Utilities.....	325	3%	544	5%	+2%
Information.....	322	3%	126	1%	-2%
Wholesale Trade.....	249	2%	91	1%	

Source: U.S. Bureau of the Census, Census 2000 & 2010

We have increasingly found that the spouses and domestic partners accompanying students and faculty at Truman State University and the A.T. Still University of Health Sciences have specialized skills that are not utilized due to the lack of available jobs.

Adair County and the City of Kirksville had enjoyed a relatively low unemployment rate since the mid-1990's. The unemployment level in Adair County in 2010 was around 4.0%. Though a low unemployment rate is publicly perceived as a sign of a good economic status, it has many negative consequences for a community as well. For example, local employers have a small pool of potential employees to choose from, employees that may lack the desired qualities. Similarly, a low unemployment rate may deter companies from locating in a community because they want assurance that there is a quality, available workforce to select from. In 2012, the Adair County unemployment rate was 6.1%, whereas the State of Missouri was 7.2%.

Figure 2.11**Commuting Patterns****Adair County Annual Unemployment Rate 1990-2013**

Tracking the commuting patterns of residents in the Kirksville community and surrounding areas can be a very significant indicator of economic and social health, especially in rural communities. Per information from the American Community Survey based on Census information, in 2010, the majority of workers within Adair County drove alone to and from work (79.3%). In 2000, only 69% drove alone, and 12% participated in car pools (8.5% in 2010). In 2010, only 7.8% of workers walked to work compared to 15% in 2000. People using public transportation increased from 40 people in 2000 to 69 people in 2010, so we are seeing some increase in this area (.5% to .6%). The rest of the population (3.8%) either used other means of transportation to get to work or worked at home. It is obvious that our love of the automobile has not changed in the last decade, even in the face of higher fuel costs. The average price of a gallon of gasoline in the Kansas City area from 2003 to 2013, has gone up 120%, from \$1.45 to \$3.20 per gallon. Workers travel time to get to work has increased from an average of 11.9 minutes in 2000 to 14.7 minutes in 2010, but these numbers are still some of the lowest commute times in the State of Missouri. The State of Missouri average is 23.2 minutes, compared to the national average of 25.2 minutes.

Commute Time Source: Missouri Economic Research & Information Center

Largest Employer

According to information obtained from the Missouri Economic Research & Information Center, the largest Single Employer for Adair County, is the State of Missouri.

Income

In 2000, Adair County residents had a per capita income of \$15,484 compared to the State of Missouri average of \$19,936. In 2010, Adair County residents had a per capita income of \$18,331 compared to \$25,546 for the State of Missouri. The following table shows the median family income and median household income for both Adair County and the City of Kirksville. In 2000, the Median family income, Median household income, and the Per capita income of Adair County residents exceeded that of City of Kirksville residents, some being significant. For example, in 2000, the Median household income for Adair County residents was \$7,249 per year above that of a City of Kirksville household. Per Capita income in 2000 for Adair County citizens was \$4,302 per person annually, above a person in the City of Kirksville. The 2010 personal income numbers for all categories was relatively even between Adair County and the City of Kirksville.

Table 2.12

*Personal Income in Adair County and Kirksville, Missouri

	Adair Co. 1990	Adair Co. 2000	Adair Co. 2010	Kirksville 1990	Kirksville 2000	Kirksville 2010
Median family	\$25,447	\$38,085	\$53,256	\$25,114	\$33,416	\$54,834
Median household	17,285	26,677	33,284	14,742	19,428	31,956
Per capita	12,675	15,484	18,331	8,243	11,182	18,404

Source: U.S. Bureau of the Census, Census 1990, 2000, and 2010

*Total personal income includes the earnings; dividends; interest and rent; and transfer payments received by the residents of Adair County.

Poverty Rates

In 1999, 14.4 % of all Adair County families were living in poverty. In 2012, 11.3% of Adair County families were living in poverty, versus 10.7 percent of families in the State of Missouri.

Table 2.13

Poverty statistics for Adair County and the City of Kirksville for 2008-2012

Percentage of Families & People whose income in the past 12 months is below the poverty level

Category	Adair County %	City of Kirksville %
All Families	11.3%	11.0%
Married Couple Families	7.1%	5.7%
Families with female householder, no husband present	24.9%	26.1%

All People	24.7%	26.5%
Under 18 years old	20.6%	18.4%
18 years old and older	25.8%	28.5%
Unrelated individuals 15 years of age and older	55.0%	57.3%

Source: American Fact Finder, 2008-2012 American Community Survey

Economic Base and Business Attraction

The Kirksville economic base is comprised of both public and private sector employers that have supported economic diversity and stability to the community. Private sector employment comprises the majority of job opportunities for the area. Even amongst the largest employers within the community, as shown below, private sector employers provide jobs at a rate of 64% of jobs compared to 36% for government or non-profit jobs.

Table 2.14

Major Employers for City of Kirksville - 2013

<u>Employer</u>	<u>Product/Service</u>	<u>No. Employees</u>	
		<u>2000</u>	<u>2013</u>
Truman State University	Public Liberal Arts and Sciences University	800	830
A.T. Still University	Medical School	417	631
Northeast Regional Medical Center	Health Care / Hospital	700	562
Adair Foods Company	Packaged Meat	430	520
Wal-Mart Super Center	Retail / General Merchandise	396	396
Kirksville R-III School District	K-12, Technical and Adult Public Education	386	405
Maritz Research	Telephone surveying	N/A	300
Sodexo	Institutional Food Preparation Provider	N/A	220
Hy-Vee Food and Drug	Retail Grocery and General Merchandise	300	219
Preferred Family Health Care	Health Care Provider	138	193
City of Kirksville	Municipal Government	142	144
Twin Pines Adult Care Center	Long-term Health Care Center	163	140
Kirksville Manor Care Center	Skilled Nursing Facility	107	120
Home Depot	Home & Business Retail Sales	N/A	100
Adair County	County Government	N/A	98
Hollister Inc.	Medical Devices	244	92
Cenveo Mfg., Inc.	Envelope Printing & Production	N/A	49
WireCo World Group	Wire Rope Manufacturing	N/A	44
Ortech Company	Automobile Parts Manufacturing	178	28
Hartzell Hardwoods	Wood processing and kiln drying	N/A	24

Source: Labor survey conducted by City of Kirksville and K-REDI

The largest number of jobs within the community has been generated through private sector employment opportunities. The following chart shows the number of people employed in private sector jobs versus the number of government workers and self-employed workers from information provided by the 2010 Census.

Table 2.15**Number of Workers in the different Work Classifications.****Class of Worker (age 16 years and over)**

Class of Worker	% in 2000	% in 2010
Private wage & salary workers	68.1%	74.1%
Government workers	25.3%	19.8%
Self-employed workers in own, not incorporated business	6.3%	6.0%
Unpaid family workers	.3%	.2%

Source: 2000 and 2010 Adair County Census

Retail Trade

Overall, retail sales have been growing in the County and City since 1990. Retail sales for Adair County spiked in 1995, though the level drops back down in 1997. According to the Missouri Department of Revenue's Tax Administration Bureau, taxable retail sales in Kirksville make up approximately 90 percent of total retail sales in the County. This indicator is extremely important as it has a direct affect on county and city governments and their revenue streams. Availability of historical data, however, prevents a more precise projection. We have also recently added a use tax, which brings in additional revenue. This tax had historically been in place but the Missouri Courts said it was invalid unless approved by voters. The voters then approved the tax.

Table 2.16**Retail Sales for Adair County**

<u>Year</u>	<u>Taxable Sales \$</u> <u>(Sales & Use Taxes)</u>	<u>Year</u>	<u>Taxable Sales \$</u> <u>(Sales & Use Taxes)</u>	<u>Year</u>	<u>Taxable Sales \$</u>
1990	156,486,231	1998	229,252,841	2006	266,805,768
1991	162,566,471	1999	230,962,995	2007	270,169,600
1992	171,387,166	2000	238,659,856	2008	274,901,956
1993	190,648,580	2001	241,971,152	2009	273,899,281
1994	260,925,154	2002	263,161,354	2010	272,764,091
1995	340,526,739	2003	239,854,030	2011	280,800,922
1996	252,173,404	2004	244,911,625	2012	281,289,083
1997	216,427,934	2005	257,094,990		

Source: State of Missouri Department of Revenue

According to the Missouri Economic Development Council, another significant indicator for a community to determine overall condition of retail sales is its pull factor. If the pull factor is 1, then the money coming into a community is balanced with a combination of the retail sales, service sales, and spendable income. A pull factor of less than one suggests a community is losing dollars to other geographic areas; similarly, a pull factor of greater than 1 suggests that a community is attracting money from other areas. Adair County has a pull factor for retail trade of .82 as of the 2010 survey, showing that we do have a loss of some retail trade to other areas. In the past, this number has been above one. It is still well above the pull factor for any county surrounding Adair County, showing that we are probably pulling retail trade from those counties, but we are still losing some to other areas. Kirksville and Adair County have historically pulled in shoppers from outside the county for doctors and for medical care, but this is not retail sales. Many people come here for jobs also and spend their money here on gas, clothing, groceries, and all the necessities people need. That is one of the reasons why Adair County's taxable sales dollars are more than twice that of any of the 7 counties that border us. At least one business in our area, Northeast Regional Medical Center, boasts a trade area to include eleven counties.

Assessed values for real property located in the TIF District of the downtown area of Kirksville were obtained from the Adair County Assessor's office. Data on all properties in the district were available for the years 1995, 1997, and 1999. Previous years' data (1985, 1987, 1989, 1991, and 1993) for the entire district were estimated from the properties that were reassessed in each year. Even years (1986, 1988, etc.) real property assessed values in the TIF district were calculated as the midpoint between the previous and future years values. Data for years 2000 thru 2002 were not available. From 2003 until present, assessed valuations have consistently increased.

Table 2.17**Real Property Assessed Valuation in the Proposed TIF District (1998 dollars)**

Year	Assessed Valuation	Annual Change	Annual Percent Change
1985	\$12,193,238	\$ --	-- %
1986	12,327,690	134,453	1.1
1987	12,462,143	134,453	1.1
1988	12,341,298	-120,845	-1.0
1989	12,220,453	-120,845	-1.0
1990	11,446,022	-774,431	-6.3
1991	10,671,591	-774,431	-6.8
1992	10,840,402	168,811	1.6
1993	11,009,213	168,811	1.6
1994	10,136,443	-872,770	-7.9
1995	9,263,673	-872,770	-8.6
1996	9,238,501	-25,172	-0.3
1997	9,562,155	323,654	3.5

1998	9,507,656	-54,499	-0.6
1999	9,405,843	-101,812	-1.1
2000	N/A	-208,956	-2.3
2001	N/A	-208,956	-2.3
2002	N/A	-208,956	-2.4
2003	8,570,020	-208,955	-2.4
2004	9,318,903	748,883	8.1
2005	9,337,310	18,407	0.2
2006	9,343,600	6,290	0.1
2007	9,913,500	569,900	5.7
2008	9,994,180	80,680	0.8
2009	10,077,170	82,990	0.8
2010	10,868,060	790,890	7.3
2011	10,933,820	65,760	0.6
2012	11,263,790	329,970	2.9
2013	11,355,720	91,930	0.8

Source: Adair County, MO Assessor

Overall, assessed valuation in the central business district declined in real terms between 1992 and 1999, from \$12.2 million to \$9.4 million. Unlike the large percentage increase in the city and county real property assessments, the 1997 reassessment only found a marginal increase in property values in the central business district. The area making up the TIF district declined in value by 1.6 percent between 1997 and 1999. Since the TIF was imposed in 1999, the goal was to improve the downtown area. This has been realized with the value of these properties as a whole in 2013 being assessed at \$11.3 million, an increase of 20.7% from 1999 to 2013.

Analysis

Kirksville had shown a steady population growth from the 1860s, until 1970. Even when the population leveled off, the average growth between decades was 14.8 percent. The last significant population growth, between 1960 and 1970, was attributed to the increased industrial development and the substantial growth in student populations at Truman State University and the Kirksville College of Osteopathic Medicine. Today, both Truman State University and AT Still University continue to affect population growth, especially with the addition of many jobs connected to the new Dental School at ATSU. For these reasons and others, small population growth numbers continue to be seen.

The City of Kirksville is doing everything possible to lay the framework for increasing population and providing more opportunities and better infrastructure to access the community. Ten years ago, the voters of this area voted to finance the start of the 4-lane Highway 63 from Macon, Missouri to Kirksville. This innovative approach of forming a corporation and voting in a sales tax for the highway project was the first in the state to use this method to get the highway built. The highway was constructed, and then voters again used a funding measure provided and

sponsored by the City of Kirksville to construct the alternate Highway 63 location around the east side of Kirksville, to ease congestion on the major north-south street in the City – Baltimore Street. Also in this time period, Highway 36 that runs east-west through Macon completed the 4-laning of this important road that goes from Illinois to Kansas through the state. This important highway is only about 35 miles from the Kirksville City limits. For the first time in history, Kirksville has 4-lane access to the rest of the state. Four lane access north into Iowa is being considered by Iowa and Missouri legislatures as well as by their respective Transportation Departments and Advisory Committees.

Kirksville residents no longer rank above the state in the number of people with education beyond high school. We are just slightly below the state numbers. We are slightly above in the number of people with just a high school diploma and are substantially higher than the state with the percentage of residents with graduate or higher degrees.

With the change in the economic climate nationally, the continued reduction of manufacturing jobs due to relocations overseas, and/or technology changes eliminating the need for certain processes locally, Kirksville has had to begin to reevaluate its approach to community growth and development. In 2003, the City chose to commit considerable resources toward economic improvement efforts through a partnership with Kirksville Regional Economic Development, Inc. (K-REDI). Some of these resources are monetary donations, space for meetings, and support staff. Efforts to bring in new manufacturing have been very difficult in the last 10 years. The City's purchase of the former Standard Register building in 2003 brought another printing company to town and this business continues today. Hartzell Hardwoods has constructed a manufacturing plant and is currently employing 24 people. Local economic development improvement groups across the nation are all looking for manufacturing companies that will locate new facilities or will expand facilities in their community. Few are rarely successful. Those that do tend to attract fairly small businesses, as we have, that would employ less than 50 people. Larger manufacturers looking to locate are few and far between. Efforts will need to continue to find the smaller companies. An effort to better support existing employers is ongoing, as well as finding companies that could support, or get support from, our existing educational institutions.

Chapter 3

Planning

Introduction

As with all cities, Kirksville evolves to respond to the changing needs of the residents and visitors. The information compiled here is meant to inventory and analyze our existing land use and zoning while paying special attention to the recent construction of the new Highway 63 east of town and future possible annexations.

Several of the most important and complex issues raised in this chapter will require careful consideration so that the appropriate remedy, or remedies, is applied and is consistent with the values in this community. In Kirksville, the current zoning code is largely the same as it has been since 1956.

The 2004 plan stated that some of the most significant issues with zoning and land use were due to nonconformance. Since 2004, some of these non-conforming areas have been addressed. In a few cases, the issues identified by the Plan are being questioned and re-evaluated as the following list shows.

Properties in non-conformance

2014 – There are still properties in the city that are in “non-conformance” with the zoning district in which they are located. Most of these are considered grandfathered uses of the property which is allowed by city ordinance, and have been in place for many years. These properties are not numerous, they do not create complaints, and will eventually disappear.

Properties whose land use is not compatible with surrounding uses

2014 – There may be a few isolated cases of a spot-zoning issue, or a commercial use close to a residential zone within the city, but not significant.

Properties with a non-conforming use whose zoning would allow incompatible uses

2014 – There are no known examples within the city that are known to cause complaints or issues for zoning compliance.

Lack of clear and significant building quality standards (in terms of aesthetics)

2014 – This issue will come up in future years. The idea of aesthetics for the look of a building or “quality standards” was addressed several years ago as the Downtown Design Guidelines. This was a proposed ordinance that would address aesthetics of new downtown buildings to ensure that, if built, they would conform to and complement existing structures. Most structures in the downtown area have historic significance and reflect construction of the early 1900’s. This ordinance was never approved, but the issue will come up at some time, probably during the construction of a building that has exterior features that many people don’t want. This issue could also be found in residential areas. The Codes Department regularly has people inquiring if metal pole-barn type buildings can be constructed and used for single family residences. The answer, of course, is yes. There are currently no limitations on the type of structure built for a single family home. The problem will be very apparent when someone decides to build with this construction method in an area where single-family homes are all of standard, conforming construction materials, that do not include metal siding. Currently,

only one zoning district in the City, O-1P, Planned Office District Zoning, requires certain types of construction materials, and specifically prohibits metal buildings. It also requires that existing structures shall maintain their historic character that may be prevalent prior to a change of use. The O-1P Zoning District is just in two small areas of the City. A change in zoning requirements to revisit these issues again at some point is probably necessary. A construction project that conflicts with adjacent construction methods or aesthetics will probably jump start these discussions.

Lack of incentives or regulations to ensure proper open space

2014 – Regulations to ensure proper open space are currently in place. There are no incentives, but they may not be needed. Open space requirements are mostly looked at in R-3 multi-family residential zones. 1200 square feet of living space is required for each living unit/apartment. Most people living in an apartment seem to want only limited space for barbecuing, lawn chairs, etc. The idea of having more yard to mow does not seem to be an objective. Apartment living, for many, is a temporary living style for school. For others, it is to ensure they do not have sidewalks to shovel snow, yards to mow, etc. So, it is not normally an issue.

Inadequate support for buildings that are historic or represent the local heritage

2014 – A Historic Preservation Ordinance was passed in 2009, to better support our local heritage and to identify historic landmarks. The Kirksville Historic Preservation Commission (KHPC) actively looks for owners of potential properties with historic value, in the hope that they will nominate their property for Historic Landmark status. There are currently five properties in the city that are Local Historic Landmarks.

Lack of density development priorities

2014 – Density development is defined here as using infill processes, where businesses or residences build in the city and use all available empty lots, versus the building of a new subdivision outside the city or in an undeveloped part of the city. The city has not developed or considered guidelines for this. The City has donated properties in the past to charitable organizations who build homes for low-income families. These lots always are located in developed areas of the city to “infill” lots that formerly had homes or structures that burned down in the past or were torn down due to structural condition. This will continue to be a goal, but the development of guidelines or specific targets for this are not expected to be a priority.

All of these issues cannot be addressed within the 10-year timeframe of this Plan. Therefore, priorities must be identified and followed so that future Comprehensive Plan amendments will work towards improving the community as a whole.

It is important to clarify the planning terminology used here. *Land use* describes the actual activity, structures or vacant nature of the property. *Zoning* describes the municipal desires for how a piece of property should be used, presently or in the future. The *Zoning Ordinance and Subdivision Code* is a detailed guide for implementing zoning into land use. *Planning* is the utilization of all the previously mentioned tools -- plus policy, community involvement, and goals to improve all aspects of living in a place. These distinctions are especially important when developing a comprehensive plan because historic and present land uses should: provide

detailed and extensive guidance for future zoning, provide a measure for zoning compliance, and be considered when reviewing the zoning code.

Land Use

The City's overall land use pattern is typical for most small towns. The Central Business District used to be the nucleus of the local business community for retail and mercantile business, while also providing some affordable housing on the second floor of most buildings. Today, it is not the first area that people think of for buying retail items. However, the Kirksville Downtown Improvement Committee (KDIC) is active and is trying to bring the small business shopping crowd back to the town square area. Spreading from the Central Business District is a mix of residential neighborhoods and local business use. Since the city's two universities are in the downtown area or very close to it, housing for those students is increasingly being sought by tenants. Developers in recent years have razed many of the older homes and apartment houses in this area and built new two-family and multi-family housing units to replace them. Instead of businesses taking over residential areas, it has been more residences taking over business locations in these areas especially in the areas west and south of the downtown. Along the City's inner perimeter, the predominant use of land is residential, primarily one- and two-family residences. The exceptions to this land use pattern are those major arterial and thoroughfare streets, which serve as commercial corridors. In general, the development pattern becomes less dense as one moves away from the center of the City.

The construction of the new alternate route Highway 63 on the East side of the City has opened up this undeveloped area to potentially capture business from travelers passing through that might not otherwise stop in Kirksville. This area has recently been established as a Corridor Zone, which identifies certain parts of this area as better suited for commercial use than it is for residential use. The new Proposed Land Use Map, Figure 3.1, is included with this plan to identify those areas where commercial use could be expected, while also identifying those areas that we could expect residential development.

The existing land use pattern has served the community well and has remained fairly stable for decades. Commercial and industrial development is expected to increase and move closer to the new Highway 63 location.

The attached Figure 3.1, City of Kirksville Proposed Land Use Map, is an upgraded map that is intended to show what the Planning and Zoning Commission and the City of Kirksville believes to be the areas of current commercial business use as well as future, projected business locations. This map shows a broad brush approach to general areas, instead of a lot-by-lot map that shows every zoning district. This land use is an attempt to point the way for land developers to areas that we believe are the best locations for commercial business, as well as the best locations for residential living. The City can then use this as a tool to determine the best infrastructure needs and improvements in the years to come.

Studies of mixed use central city areas suggest that quality residential use located within, or next to, commercial buildings is a very important recipe for stabilizing small businesses. Another important land use combination for this area of town is the combination of commercial and civic services. Studies show people utilizing civic services are significantly more likely to patronize surrounding businesses – in this case, downtown businesses. For example, the United States Post Office branch on Jefferson Street draws significant traffic to the downtown; many of these patrons are also drawn to the convenience of shopping downtown during the same visit. Our current distribution of civic services is mostly in the downtown area, however, as facilities age, alternative locations will need to be identified. How and where these civic services can locate may result in significant downtown losses, if they relocate outside of the central City area.

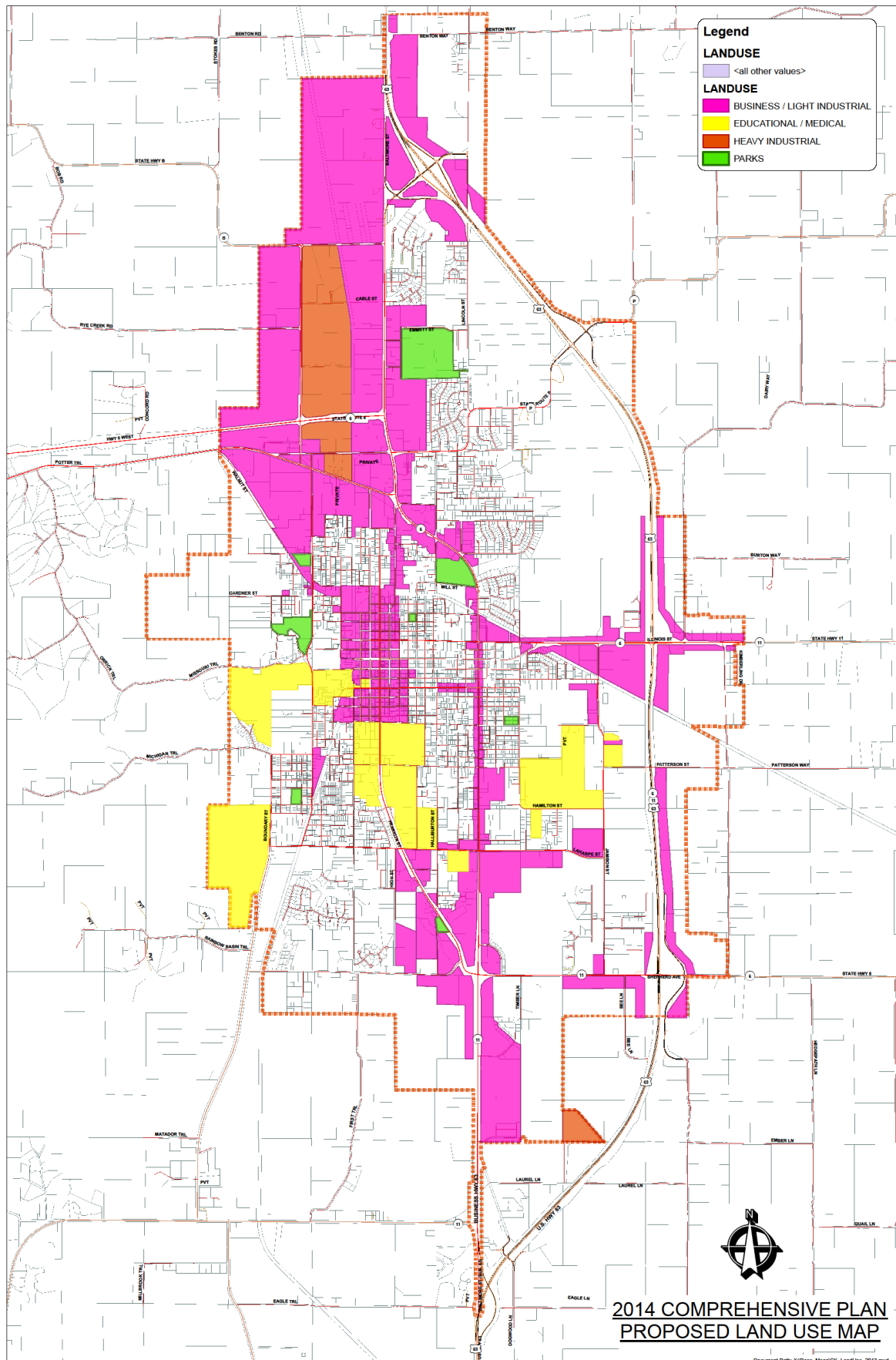


Figure 3.1

Zoning and the Zoning Code

Zoning is the reservation of certain areas within a community or city for structures and use of land that may be further limited by height, lot coverage, and other requirements. The zoning code provides the details that define each zoning type assigned to each property. Zoning was historically implemented in cities to regulate development and help reduce incompatible uses occurring next to one another. Zoning is also the means to allow development and changes for use of property, but also to protect residential areas from unwanted business encroachment. Also, zoning, specifically Corridor Zoning, is a method to guide business development to locations where infrastructure and access to major streets is already available or where improvements are planned.

The construction of the alternate route for Highway 63 on the east edge of Kirksville is a classic case in point. Much of this highway frontage is now classified as a Corridor Zone which means it would be best suited for commercial purposes and not for residential purposes. It is expected that business owners will want to see this corridor as a desirable business location to draw business from the city as well as people traveling around the city to avoid the in-town congestion. Business is expected to grow in this area. As for the development of this corridor zone, nothing has yet taken place, but it is only a matter of time until someone takes advantage of this business corridor. By identifying these areas, the Planning and Zoning Commission is leading the way for developers to have a place to locate. The City of Kirksville must make sure that infrastructure is available in these areas. Sewers and frontage roads are the main concern in all areas. Much of the infrastructure exists, including accessibility in some locations, but existing property owners and future developers, or the city, will have to extend sewer services. Frontage roads may have to be built to make these areas more attractive to a builder.

Zoning classifications, and the codes associated with them, act to guide anticipated development. The City of Kirksville currently has 16 primary zoning classes; they vary from heavy industrial to single-family residential. In addition to the pyramidal zoning - planned zoning, corridor zoning, and special use permits are all available as regulatory tools. Zoning classifications in Kirksville are of the pyramidal form; that is, land uses defined by zoning in a category less intensive than the assigned zoning is allowable. The most restrictive zoning class use, single family, can be located in any zoning classification with the exception of the heavy industrial zoned areas; however, this zoning classification method does not permit less restrictive uses of land to locate in a more restrictive zoning class. This characteristic of pyramidal zoning, for example, has allowed residential land use into most of the industrial-zoned land in the northwest corner of the City. This situation has the potential to be a big problem, which we have experienced. Residential locations located right next to Heavy Industrial businesses may not have an issue unless the type of business changes. Then, there can be issues and complaints because people don't understand the uses allowed on the different zoning districts. Most of the time, residential structures located in an industrial zoned area are not as desirable, and many times the property has more value after demolition of the home. One advantage to pyramidal zoning is its flexibility for development. The flexibility is also its disadvantage; a city cannot reasonably anticipate development or community needs with such broad regulation. Instead, a city is forced to react to development proposals that may or may not be in the best interest of the

city at large. Conversely, narrow, specific zoning legislation that does not have flexibility creates its own property use problems by not allowing uses that a pyramidal zoning system would permit.

Changes in zoning need to expand a specific type of zoning district, and not allow “spot” zoning areas that have a distinct use that is in the middle of an area with a different zoning designation. Some spot zoning has been approved in the past, but there were specific reasons for the change in zoning. As an example, one “spot zoning” situation that was approved allowed for 2-family homes to be built in an area that was surrounded by single-family homes. Normally, this should not be approved. In this case, a mobile home trailer court was completely eliminated and new 2-family homes constructed. This “trade-off” of removing a blighted area in exchange for new duplex housing structures was felt to be a compelling reason for approving “spot zoning”.

The pattern of zoning in Kirksville reflects the significant influence that commercial development along the Baltimore Street corridor has had on all types of development. Instead of continuing the nodal, or circular, commercial development in the downtown area, the Highway redefined the pattern of commercial (and consequently residential) development within the City. One result of this change was the implementation of “corridor zoning”, a method of overlay zoning that offered an option to residents along the State Highway 63 corridor to rezone to commercial.

The location of industrial-zoned land originally corresponded to the pattern of railroad lines. The railroad lines, though, are no longer in place. Access to Baltimore Street (Bus. Highway 63), which goes through the former railroad right of way, has been improved with the addition of Cable Street that now connects Baltimore Street to Industrial Road.

The current zoning scheme, overall, has resulted in generally good land use patterns, but also some problematic patterns. Balancing the wants of those who desire expanded commercial development with the rights of residential property owners in these corridor zones and other areas of the City, is, and should be, the goal of the Planning and Zoning Commission and of City Council members.

Annexation

Annexation of lands into the City in the last 30 years has been primarily voluntary. In 2001, however, an involuntary annexation referendum was successful in the northeast and eastern areas, just outside of the City limits. This annexation, which increased the size of the City by about 40%, was meant to achieve several goals, including: enhance quality of life, improve public health issues, and regulate development around the proposed Highway 63 alternate route. The 2001 Annexation was a significant and active step towards avoiding future problems and the City’s plan to provide city services to these areas was completed and all services were provided to existing residences and businesses. Future development of land along the new highway location has not yet started. Accessibility to the sewer system and access to some locations will be issues that the City will need to contend with and plan for in the future.

Any new annexation in the future will need to look at these issues closely. That is why, in 2009, City Council adopted an Annexation Policy for the City of Kirksville, with the express intent of incorporating the Annexation Plan into the Comprehensive Plan for the City. The Annexation Policy as of August 3, 2009 follows: Any changes to the Annexation Policy adopted by city council after the above date is automatically incorporated into the Comprehensive Plan of the City of Kirksville.

Annexations in the future are sure to come. Residential developments west of the City along Tamarack Trail, White Oak Trail, Orrick Trail, and other trail named roads in this area should eventually be annexed into the city. An assessment of street and sewer requirements would be required to see exactly what the city's costs would be to provide all services to this area. The connection of streets to eliminate dead ends and the looping of water lines to provide a better water supply would be best for any proposed annexation. This area has gently rolling hills, good hardwood trees, and is a very desirable residential area. It is important because all of these houses are in the watershed of Forest Lake, the city's main water supply. Lagoons, over-the-hill, and septic tank/leach field systems are being used in these areas. Annexation of these areas and the hook up of city sewer to these areas would also assist in keeping the water supply clean for years to come. The same is true of the houses out on Michigan Trail. Currently, all of these locations have city water supplied because the rural water district lines did not extend to these areas. To extend these areas, we would need to annex any area between the current city limits and these areas, so "leapfrogging" would not take place. Any new city land should be in one block and any expansion to take place should extend the borders, not make new stand-alone subdivisions.

The current City Council Policy says the city does not have a plan for annexing the areas mentioned above. This probably should be reconsidered. Having a tentative plan and process for a proposed annexation would help all concerned parties to be better prepared and be ready to provide additional services when the time comes.

CITY COUNCIL POLICY #5

ADOPTED: August 3, 2009

ANNEXATION POLICY

I. Purpose

An annexation policy sets forth a framework for phasing the growth of the City of Kirksville. The purpose of this policy is to ensure efficient delivery of adequate public services to new development as it occurs in a manner that is most beneficial to the citizens of the community. This will be accomplished by adherence to the Kirksville Comprehensive Plan and adopted master plans for City services, including master sewer and water plans.

II. Focus of Annexation

The City will focus on the following areas when considering a proposed annexation.

-
- A. The City shall pursue an annexation program that adds to the economic stability of the city, protects and enhances its quality of life, and protects its environmental resources.
 - B. The City shall use annexation as a tool for the protection of valuable natural resources such as the Hazel Creek and Forest Lake Watersheds.
 - C. The City shall use annexation as a tool to establish environmental practices that will eliminate over-the-hill sewage systems, establish storm water management; and ensure that the groundwater of Kirksville is protected and preserved.
 - D. The City shall use annexation as a way to control the type, quality, and location of development in areas currently outside the city limits guiding the growth in the extra-territorial jurisdiction by focusing infrastructure spending in less environmentally sensitive areas and into preferred growth corridors.

III. General Policies

The City shall develop an Annexation Plan to include preferred growth corridors with input from the City's Planning and Zoning Commission, Lakes, Parks and Recreation Commission, Airport and Transportation Commission, Watershed Management Commission, and outside organizations such as the Adair County Rural Water District, Adair County Commission, Missouri Department of Transportation, Kirksville Regional Economic Development, Inc. the Chamber of Commerce Tourism Advisory Board, and Northeast Regional Planning Commission.

The City's Annexation Plan should be reviewed and updated no less than every five years in conjunction with the review, revision and update of the City's Comprehensive Plan.

The City will pursue annexation of contiguous properties outlined in the Annexation Plan identified as preferred growth corridors for desired development using appropriate methods allowed under state law.

Inform the public of all annexation proceedings, in full accordance with state law.

Consider the impact of annexation on all citizens during the annexation process.

The City shall perform a preliminary fiscal impact analysis and provide an initial service plan for all areas proposed for annexation.

Timing of annexation proposals will be determined based on what is most beneficial to the citizens of the community.

IV. Municipal Boundaries

To maintain efficient city service provision, Kirksville will discourage annexations that would result in irregular city boundaries.

Annexations will include the largest practicable area contiguous to the city limits that still results in logical city boundaries.

Proposed boundaries should include the annexation of existing public roadways that provide access to the desired annexed property.

V. Comprehensive Planning and Zoning

The Comprehensive Plan for the City of Kirksville shall incorporate the Annexation Plan.

Amendments to the Comprehensive Plan must follow required processes.

VI. Extension of Services

Kirksville will continue to support the existing extensions of public water and sewer services within the extra-territorial areas that includes the Orrick Mine and Michigan Trail area without any commitment or plan of annexation.

Owners of unincorporated properties must annex to receive City water or sewer service if the properties are contiguous to city limits and are configured in a manner that conforms to annexation policies.

Kirksville will consider the existing boundaries of special purpose districts when reviewing annexation proposals. Affected districts will be notified and provided the opportunity to comment on annexation proposals.

VII. Unplanned Annexations/Voluntary Annexation

From time to time, it may become necessary for the City of Kirksville to consider the annexation of property that is not part of the established Annexation Plan. In addition, a property owner may voluntarily decide that it is in their best interest to seek annexation with the City of Kirksville.

This policy will not prohibit either to be considered. However, all requests for annexation must comply with all applicable state laws. In addition, requirements and expectations of this policy will apply to these unplanned annexations.

VIII. Cost/Benefit Analysis

The Kirksville City Council may request the completion of a cost/benefit analysis on any annexation proposal. Such cost/benefit analysis should be primarily for the purpose of evaluating the annexation's impact on the City resources and in turn the economic impact on its addition to the municipal boundary. The cost per resident shall not exceed a rate of return greater than 20 years.

IX. Public Information

The City of Kirksville will make available to any interested person annexation information sheets that explain the process and benefits of annexing into Kirksville. All annexation proceedings will be conducted in full accordance with state law, including at least one public hearing.

End of City Council Policy #5

Planning

Although the City of Kirksville has had zoning and other planning tools for decades, these tools have primarily been used to guide decision-making as development proposals are presented to the City. This approach can be improved by having more information available when the case-by-case decision-making takes place. For the first time, this Comprehensive Plan has a Proposed Land Use Map. If approved by City Council, this provides developers and property owners a clear idea on what a property's best use is expected to be from the city's perspective. This allows proper planning and planning goals to be considered, thereby allowing both cities and developers to anticipate infrastructure, amenity, and service needs. Deviating from these plans may be advantageous in certain circumstances, but the rewards of depending on well-thought-out plans are long lasting.

How can the City make these tools work better together to improve our existing community infrastructure of buildings and amenities? There are countless options for improving the process of planning in Kirksville, but perhaps the most important first step is to educate the community about the importance of planning to promote understanding.

Modern planning is a complicated mix of regulation, policy, and politics. Although the City of Kirksville has had zoning regulations and other planning tools in place for decades, there is always a need to provide more education to the public, developers, and even city employees. Planning is nothing more than trying to anticipate what will happen in the future. It is not a science, and it will most likely not happen as planned all the time. But – it gives people a place to start. A developer wanting to build a new business doesn't look first at the Proposed Land Use Map to start their project. It is based on property they already own or have an opportunity to buy, the location, the money available to do the project, and the type of business. Then, they want to know if it fits into the zoning ordinance and Comprehensive Plan. City Planners can only react to these developments. Hopefully, the land that the developer owned was originally purchased because they saw the value of what the land might become because it was in an area where business would have the best projected use. Whatever the reason, conveying land use information out to developers and property owners and keeping this information consistent from year to year will have an effect and allow a city to develop in an orderly way so that street access and utility access are available when needed.

In order to make changes to the Proposed Land Use Map for the City in the future, some things to consider would be: community input; voluntary down zoning; defining neighborhoods and their identities; consideration of more corridor zones; and approving additional locations and improved access to city parks. Knowing which strategies to use and when to apply them will take time and effort for the City to gather.

Some cities and counties are moving away from pyramidal zoning. Alternatively, they are adding more regulatory tools to their code in order to reduce conflicts and improve the quality of development. Abandoning the current zoning code altogether, however, isn't realistic. New zoning classifications could be phased in over time and/or a number of provisions can regulate land use in the zoning classes. Any proposed change to the zoning ordinance should be well

thought out with clearly stated goals and public input sought to ensure that changes are consistent with the overall goal of zoning, which is orderly development of the city.

The Truman State University campus and the ATSU campus should be considered for cooperative planning efforts between City Planners, ATSU Planners, and Truman State Planners to ensure that pedestrian and vehicular circulation around both campuses are designed in a way that will promote smooth traffic flow, improve pedestrian safety, and provide for attractive entrances and landscapes for the City and the Universities. Some areas that should be focused on are:

- * Possible upgrades to Patterson Street to mirror the upgrades on Franklin Street that will improve pedestrian crosswalk locations and improve street lighting.
- * Additional bike lanes on city streets that are accessing the campus areas.
- * Possible extension of Davis Street south to connect with Florence Street north of LaHarpe. Goal would be to reduce vehicle traffic behind the Ryle Hall dormitory building.
- * Additional or improved sidewalks along city streets that provide access to the university campuses to provide for improved pedestrian safety.
- * Extension of the Franklin Street Improvements south to Grim Drive.
- * Additional lighting on some streets where pedestrian traffic is heaviest.
- * Improved connections for streets, sidewalks, and bike lanes from both campuses to the downtown area and also to surrounding neighborhoods.

2012 KIRKSVILLE ZONING MAP

Legend

Streets2012
STREETS

Layer

- MAJOR_ST
- MINOR_DRIVES
- STREET
- STREET_FUTURE
- citylimit12_16

Corridor_Zones

- <all other values>

ZONE_TYPE

- OVERLAY
- PROPOSED
- HD - High Density HD - HIGH DENSITY COORIDOR ZONE
- LD - Low Density LD - LOW DENSITY COORIDOR ZONE
- MD - Medium Density MD - MEDIUM DENSITY COORIDOR ZONE
- <all other values>
- C-1 Local Business District
- C-3 Extensive Business District
- CBD Central Business District
- CBDP Planned Central Business District
- CP-1 Planned Local Business District
- CP-3 Planned Extensive Business District
- H-CBD Historic CBD
- H-R-3 Historic R-3
- H-R-4-S Historic R-4-S
- HDCZ High Density Commercial Zone
- LDCZ Low Density Commercial Zone
- M-1 Light Industrial District
- M-2 Heavy Industrial District
- MDCZ Medium Density Commercial Zone
- MP-1 Planned Light Industrial District
- OP-1 Planned Office District
- PUD Planned Unit Development
- R-1 Single Family Residential District
- R-2 Two-Family Residential
- R-2-S Two-Family Special Residential
- R-3 Multifamily Residential District
- R-3-S Multifamily Special Residential
- R-4 General Residential District
- R-4-S General Special Residential
- ROW Right Of Way
- RP-1 Planned Single Family Residential District
- RP-2 Planned Two-Family Residential District
- RP-2S Planned Two-Family Special Residential District
- RP-3 Planned Multifamily Residential District
- RP-4 Planned General Residential District
- RP-5 Planned Mobile Home Park
- Outside City Limits

US63_BYPASS

- <all other values>

Layer

- Bridge_Concrete
- Roadway_Centerline_main
- Roadway_Centerline_other
- Roadway_Edge_of_pavement
- Roadway_Edge_of_shoulder
- Roadway_Entrances

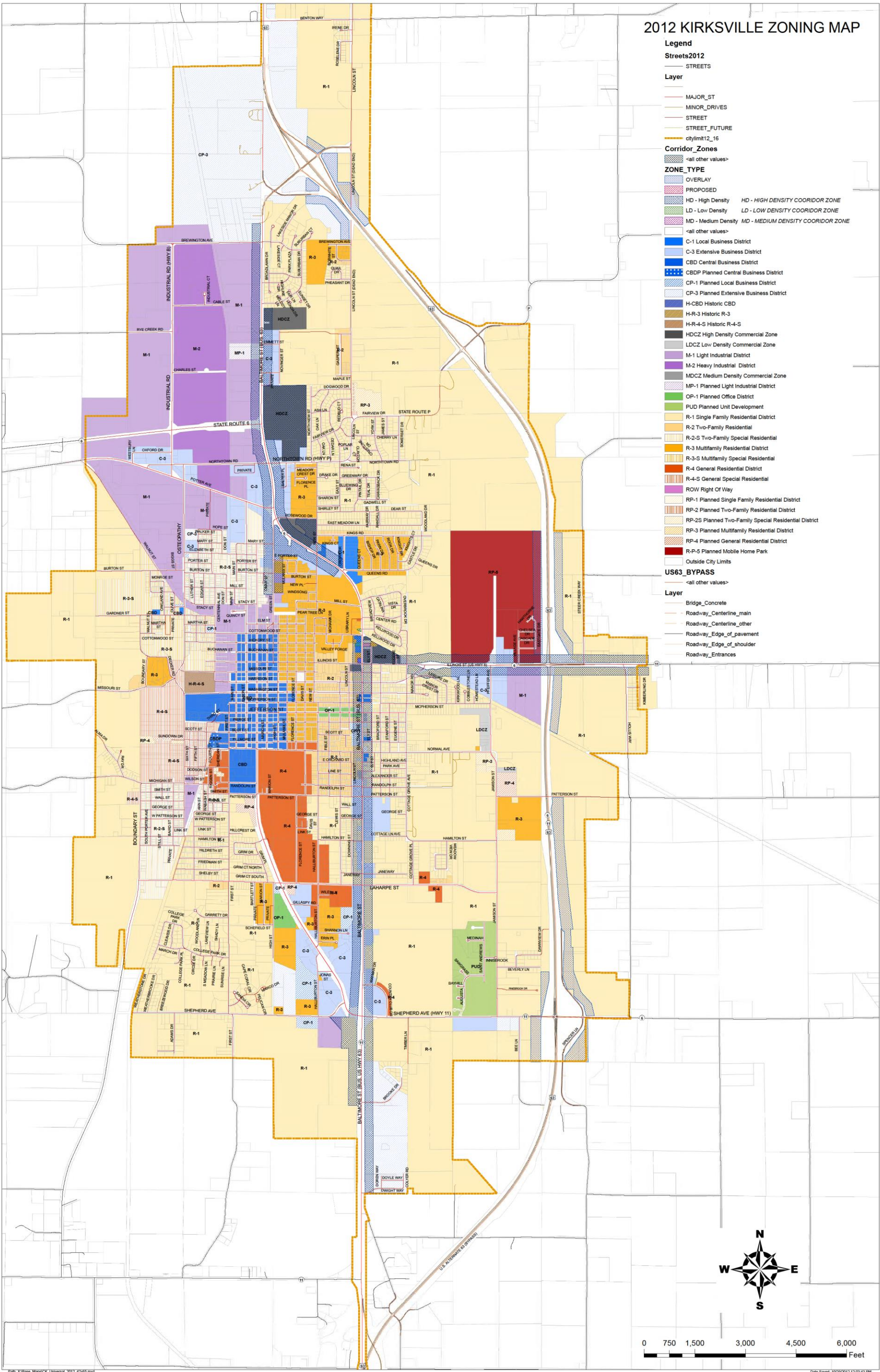


Figure 3.2

Chapter 4

Transportation

Introduction

Transportation is vital for both the economic development of a city and the quality of life for its citizens. The options, quality, and accessibility of transportation systems directly influence the type, size, and quality of local commerce. Those same transportation system attributes (i.e., options, quality, and accessibility) influence citizen quality of life by offering recreation, safe vehicular routes, and universally accessible pedestrian sidewalks. In the last few years, City Council members switched the focus from new street construction to maintenance and repair of city streets and several have been brought up to excellent condition by the use of available monies. Several years prior to this, the City concentrated on reconstruction or new construction of major streets (i.e., Jamison, Osteopathy, Cable, Emmett, etc.)

The City of Kirksville has a network of over 130 miles of streets, maintained by the State of Missouri and the city's Public Works Department. Major street reconstruction and new construction projects are funded by a ½ cent Transportation Sales Tax, which allows the City to dedicate almost \$1.2 million per year to street improvements.

Although streets and highways are the primary means of transport, a viable, multimode transportation network is critical for continued growth and prosperity. Currently, Greyhound Bus Lines has a regular route north and south through Kirksville twice daily, going north to Des Moines, Iowa and going south to Columbia, Missouri, with stops between and beyond.

The OATS/Kirk-Tran busing agency based in Kirksville provides limited, local, and on demand bus service for the citizens of Kirksville. Using the same buses and drivers, these agencies offer separate services. Kirk-Tran operates a regular bus route within the city limits that has twenty different stops made every hour and they will also do pickups within a 15 mile radius of Kirksville. OATS is available in all parts of Adair County for bus service to requested destinations as long as notice for a scheduled pickup time and date is given in advance. OATS also makes a Monday, Wednesday, and Friday direct run to Columbia, Missouri, mostly to the medical facilities there.

Direct rail service to Kirksville ended about 20 years ago. Amtrak rail service is available at LaPlata, 15 miles south of Kirksville. This service connects rail passengers with Kansas City, Missouri and Chicago, Illinois and points in between. This rail stop on the Burlington Northern/Santa Fe line is the only stop in Missouri other than Kansas City.

Kirksville's hike and bike trails have undergone large expansions and improvements in the past 20 years. Five foot wide asphalt trails have been expanded to the R-3 Public Schools, to the YMCA and beyond, as well as along the old Norfolk and Western Railroad right-of-way. The extensions down to LaHarpe Street, along Cottage Grove, and along Normal Avenue have enhanced the route. The Safe Routes To School Grants the city has received over the last 5-6 years have been used to construct new sidewalks along streets where no sidewalks have existed. This has also helped to connect different parts of the city with hike and bike paths and of course, specifically, to provide safe walking paths to school for the children. Zoning and subdivision

ordinances have been enforced and confirmed several times by the Planning and Zoning Commission, as well as City Council, to require the construction of sidewalks in new subdivisions, some of which link to the trail system. Some of the new subdivisions have been allowed to install their sidewalks after each house is constructed. A 10-year program to assess and bring existing city sidewalks up to code began in 2008 and will be completed in 2017. This program divided the city into 10 different sections, with each section being inspected for any needed repairs and those identified repairs completed the following year. The Kirksville City Council has budgeted \$25,000 annually to assist property owners in bringing their public sidewalks up to code. This program has greatly improved sidewalk conditions in those areas. In the last year, a group called FLATS, Forest Lake Area Trail System, has begun Phase I of a 3 Phase Trail project, with a trail that would begin at the corner of Osteopathy and Washington Streets and go all the way to Forest Lake. This addition to the hike and bike trail system is highly anticipated by many in the city. The trail head for this section was recently completed in 2013.

The Kirksville Regional Airport currently has 3 daily flights to St. Louis on Monday thru Friday, 2 flights on Saturday, and 4 flights on Sunday, with Cape Air Airlines. The success of Cape Air and the Kirksville Airport has been one of the best success stories of the last 10 years.

Although 800 free public parking spaces are available in the central business district, provision of adequate, convenient parking can still sometimes be a problem in the downtown commercial zone. Downtown apartment living is on the increase putting pressure on these downtown spaces between residents and business customers.

Parking in the area around Truman State University has greatly improved in the last 10 years, with Truman State building some large parking lots around Patterson Street, Franklin Street, and on Normal Avenue.

Transportation Inventory

Highways and Streets

The street and highway system within the City of Kirksville totals 130 miles. The street inventory includes 22.9 miles of principal arterials (state and federal routes), maintained by the Missouri Department of Transportation (MoDOT); 13.6 miles of minor arterial streets, most maintained by the municipal Department of Public Works. Municipal roadways, collector and local streets, total 13.7 and 82.8 miles respectively (see Figure 4.1).

The street system in Kirksville is built around a central backbone of Baltimore Street which intersects with State Highways 11 and 6. Osteopathy Street (on the west) and Franklin Street (city center) both parallel Baltimore Street in the west and central sections of the City in order to form the broad north south connections. Jamison Street, though, on the east side of the city, currently ends at Highway 11, which had left the City with no eastern parallel with Baltimore Street. However, now the new location of Highway 63 provides that eastern north/south connectivity. East west connectivity is provided by Shepherd Avenue in the south; LaHarpe on

the south central; Normal in the central area; Illinois in the north central area; and Northtown Road along the North. The additions of Emmett and Cable Streets now provide an east west arterial connection all the way from Industrial Road to Lincoln Street in the north part of the city.

Street quality and characteristics may also be generalized by surface type, curb and gutter use, and average daily traffic. The current City street inventory includes approximately 31 miles of concrete streets; 76 miles of asphalt streets; 1 mile of brick street, and 1.4 miles of gravel surfaced streets. Most of the concrete streets are concentrated in the residential areas of the City. Only about 33% of the city streets have adequate curb and gutter. Average daily traffic on Baltimore ranges from 8,500 vehicles per day at the southern city limit, to 16,000 vehicles per day at the intersection with Illinois Street then back down to 5,300 vehicles per day at the northern City limit (see Figure 4.2) Loads on the minor arteries and collectors are typically in the 3,400 to 7,100 vehicles per day range.

The streets of Kirksville were constructed over a 150-year period, and therefore vary in width from under 18 feet to 36 feet and more. The current City ordinances set a minimum width of 28 feet for residential or local streets; 36 feet for collectors and minor arterials; and require curb and gutter on all new streets. Current ordinances also dictate that a 60- foot right of way be dedicated in new subdivisions for any residential street and a wider right of way for collector and arterial streets. Most local streets constructed from 1970-2000 have a 50-foot right-of-way. Older areas, especially those annexed from formerly rural areas, may have rights-of-way of 40 feet or less. Narrow rights-of-way in older parts of the City have limited the ability to widen, reconstruct, and install improved utilities.

In 2012, the location of the new Highway 63 around the east side of Kirksville was completed and opened. This alternate location provides 5 different access points to the city. Starting on the south end, just south of the Highway 11 junction, which is the south junction of Business 63/Baltimore Street, then at Shepherd Avenue, Illinois Street, Fairview Drive/Route P, and the north junction where it connects with Business 63/Baltimore Street.

The City instituted a ½ cent Transportation Sales Tax in 1987. That tax was extended for 5 years in 1990, for 7 years in 1994; and for 10 years in 2005. It is currently due to expire on December 31, 2015. This tax was taken to the voters ahead of time on April 14, 2014 and voters overwhelmingly approved it again, this time without a sunset clause, so the tax was extended indefinitely. These monies supported Kirk-Tran and the Kirksville Regional Airport also, in addition to the street repairs it has supported for over two decades. The TST provides approximately \$1.2 million per year for street improvement, major street repair, and storm drainage related to the street system. The City's 5-year Transportation Plan is a rolling type of plan. Each year has about \$1 to \$1.5 million available for street overlays, reconstruction, curb and gutters, etc., which includes money from the Transportation Sales Tax and the General Fund.

Some street issues surrounding the Truman or ATSU campuses should be planned and considered to ease congestion and improve access and pedestrian safety. Pedestrians crossing Patterson Street when classes are in session seem very congested at times. Improved crosswalk identification and improved lighting at these locations are needed. Truman State University's

planning department would like to see changes to this street that would be identical to the improvements on Franklin Street. This has improved pedestrian safety by funneling all pedestrians to the crosswalk areas and keeping people from crossing anywhere they choose. The extension of Franklin with the recent 2013 improvements is also an option that could be considered with an extension down to Grim Drive. Additional bike lanes are needed on these and other streets as bicycles continue to attract people. As the campus grows, an easier form of transportation and parking is the bicycle rather than the car. The Florence Street traffic on the east side of Ryle Hall can sometimes be a problem with delivery trucks, vehicle traffic, and pedestrians all trying to use the same space. Truman State has expressed an interest in purchasing property to possibly extend Davis Street south to connect with Florence Street north of LaHarpe. This would allow the by-passed section of Florence Street to be more of a drive and delivery area that would have less interference with pedestrian traffic. Improved connections to the downtown Kirksville area, ATSU, and Truman State should be considered for pedestrian and bicycle access, as well as identification of more arterial streets.

Bicycles

The City initiated a program to construct and coordinate a multi-purpose trail system with the existing transportation system in 1996. This program was a response to citizen input identifying the need for bicycle and walking trails for recreation and transportation. As mentioned above, the hike and bike trails have been greatly enhanced, expanded, and approved in the last 10 years. The FLATS group (Forest Lake Area Trails System) has begun construction of a trail going from the intersection of Washington and Osteopathy Street to Forest Lake. This trail will then connect with nature trails and roads in Thousand Hills State Park, increasing the walking trails available. This project was started by private individuals and has enjoyed the community's support. The City of Kirksville donated the ground for the Kirksville end of the trail head. Use of the hike and bike trails is moderate to heavy most parts of the year. The investment in this trail system seems to have substantial returns in resident quality of life and safety.

Complete Streets

The City of Kirksville was selected by the Missouri Foundation for Health as a participant in the Healthy and Active Communities Program for the project "Get Active Kirksville", and received grant funding of \$295,727. Under this program the City committed to develop a "Complete Streets Policy". "Complete Streets" is a transportation policy and design approach that requires streets to be planned, designed, operated, and maintained to enable safe, convenient and comfortable travel and access for users regardless of their mode of transportation (walking, bicycling, driving, or riding public transportation). A complete street policy is based on the premise that streets must serve the entire population and community, not just cars and trucks. The most common elements of Complete Streets include: sidewalks and crosswalks, wheelchair ramps and curb cuts, bicycle lanes and mixed-use paths, bus stops and parking facilities for all vehicles, and of course driving lanes for cars, trucks, and buses. The words "Complete Streets" and "Livable Streets" can be used interchangeably. The Kirksville City Council has reviewed a draft "Complete Street Policy" and has directed city staff to move forward with the development and implementation of this concept.

Public Transit

OATS, Incorporated

The mission of OATS, Inc. is to provide reliable, public transportation for the needs of disadvantaged Missourians so they can live independently in their own communities. OATS, Inc. is a private, not-for-profit transportation provider serving 87 Missouri counties. Founded in 1971, OATS provides door-to-door transportation with flexible schedules to meet the needs of riders. OATS is funded by federal, state and local funds. Revenue is generated through rider donations, fund raising for bus match (20% local share of the cost of a new bus) and other contributions. In Adair County, OATS transportation is available to anyone regardless of age or income. There is no set fare; however, general public riders are encouraged to pay the suggested donation for their trip. Individuals, organizations, groups, or agencies may contract with OATS for transportation services. OATS offers a Monday, Wednesday, and Friday run from Lancaster, Missouri to Columbia, Missouri. Individuals can be picked up at all spots in between and brought back home again in the afternoons. The Northeast Area Office for OATS is located in Macon, Missouri. It provides service in the following Counties: Adair, Clark, Knox, Lewis, Lincoln, Macon, Marion, Monroe, Montgomery, Pike, Ralls, Randolph, Schuyler, Scotland, Shelby and Warren.

KIRK-TRAN

Kirk-Tran is the public transit service for the City of Kirksville. This is a local bus service that goes to 20 stops in the City each hour for day time services. It is also available for use on demand, by reservation, to pick up and deliver persons within a 15 mile radius of the Kirksville city limits. This service is a cooperative effort between the City of Kirksville, the Kirksville Regional Center, the Region II Council for Developmental Disabilities, the United Way, Adair County SB40, and OATS, Inc. Kirk-Tran is operated by OATS, Inc. OATS has been contracted to use its busses, drivers, and office staff to provide transportation services Monday through Friday from 6:00 a.m. to 6:30 p.m. OATS busses with the Kirk-Tran name and logo are available to all citizens, regardless of age or income.

Demand-Response System: Kirk-Tran uses a demand-response system where point-to-point riders are scheduled in advance by calling the dispatch center. This system operates from 6:00 a.m. to 6:00 p.m. and travels within a 15-mile radius of downtown Kirksville.

Deviated Fixed Route: The Deviated Fixed Route operates Monday through Friday from 7:00 a.m. to 6:00 p.m. and includes about 20 different stop locations in the city. The route repeats the schedule every hour. Since this is a “Deviated” Fixed Route bus service, this means that in addition to boarding the bus at the specified stops, passengers that cannot get to a bus stop can request to be picked up and dropped off up to ¾ of a mile off the bus route. The pickup and drop off locations are at the curb.

Taxi

In 1975 there were three taxicab services in the City of Kirksville. Those cab businesses ran 24 hours, 7 days a week. Each had three to six taxis for dispatch. In 2003 there was only one licensed taxi service in the city with two vehicles that were used on a regular basis. In 2014,

there is again three taxicab service companies in the City, plus two limousine services. Some have standard operating hours and some are available on-call or as a reserved time for pickup.

Rail Service

The nearest rail service to Kirksville is the Burlington-Northern/Santa Fe Railroad mainline and Amtrak passenger terminal at LaPlata, 14 miles south of Kirksville.

The station is served by the Southwest Chief, which runs between Chicago, IL and Los Angeles, CA. The station in La Plata is an unstaffed station with an enclosed waiting area, restrooms, payphones, and free Short or Long Term Parking.

Access to the Midwest Corridor train schedule, is available from Quincy, IL. This route takes passengers from Chicago, IL to St. Louis, MO and then across central Missouri to Kansas City, MO.

The California Zephyr can be boarded at Ottumwa, IA. The Zephyr runs between Chicago, IL and Emeryville/San Francisco, CA.

Parking Inventory

Downtown parking is still sometimes perceived as a problem and detriment to downtown commerce. The expansion of downtown apartment dwellings and some business owners continually using the parking spaces takes away from the parking that should be available for customers. In reality, over 1000 spaces are available in the area roughly bounded by Marion, Main, Jefferson, and Illinois. The City owns and operates free parking lots at 5 locations in the Central Business District. Parking is abundant at the Main & Missouri lot at all times. The Elson & McPherson lot is usually full, with the remaining parking lots always having some spots open. The available public spaces are:

Table 4.1

City of Kirksville Parking Inventory for the Central Business District

<u>Location</u>	<u>Spaces</u>	<u>ADA</u>	<u>Last Major Construction</u>
Main & McPherson	26	1	2000
Marion & McPherson	51	1	2012
Elson & McPherson	10	0	1980
Elson & Harrison	77	3	2001
Main & Missouri	112	2	2001

Source: City of Kirksville, Department of Engineering

Free, on-street parking in the Central Business District provides 520 spaces. Privately owned parking lots in the downtown area accommodate 245 vehicles.

Kirksville Regional Airport

The Kirksville Regional Airport is located just south of Kirksville along U.S. highway 63. This airport has served the northeast region of Missouri for 50 plus years. With its start as a backup military airport, several improvements and additions over the years have made the Kirksville Regional Airport the premiere airport in this region of the state. The airport is owned and managed by the City of Kirksville. Since Cape Air took over the daily commercial routes to St. Louis in September of 2010, their services and flight schedules have brought unprecedented success for our passenger service. In 2008, passenger boardings (enplanements) for 2008 were 684 persons. In 2009 there were 926 enplanements compared to 2,127 for 2010. For the year ending in January 2012, it was over 5,000 persons. Passenger subsidy numbers are now well below the \$200 threshold per passenger, which is the threshold set by the US Department of Transportation for its Essential Air Service program.

Services

The airport provides the lowest fuel prices in the area. An aggressive point of sale discount policy provides pilots with a significant price break for quantity purchases.

Overnight tie downs, courtesy car, car rental, full service fuel as well as overnight plane storage, plane towing, a pilot lounge and concession items await all pilots.

The airport also offers t-hangar facilities for local pilots. Twenty-eight t-hangar spaces are available for lease on an annual basis for storage of airplanes.

Aviation Services

Aviation maintenance services are no longer available to pilots. Recently, though, a prospective airframe and control repairs company expressed interest in buying the hangar that recently held Kirksville's airframe and controls' maintenance company. This is a good business opportunity for someone, and we hope this need is filled soon. Jet A and 100LL fuel are available during the day. After hours 100 LL avgas and Jet A fuel are available with prior arrangements and may be available without notice, given some time to respond.

Pilot controlled runway and taxiway lights (3-5-7 sec clicks).

VOR/DME B or GPS; VOR/DME; VOR/DME A or GPS; VOR/DME RNAV OR GPS

Runway #18-36 is a 6004 by 100 foot concrete runway with a complete parallel, lighted taxiway. #18 is equipped with REILS light system, while #36 is equipped with MALS light system. In 2007, an Instrument Landing System (ILS) was installed for Runway 36, to enable pilots to land in difficult visual conditions, to ensure they are on a safe glide slope to the airport.

Runway #9-27 is a 1,390 by 100 foot turf runway.

Weather information is available through the National Weather Service's AWOS system.

Commercial Service

The Kirksville Regional Airport is served by Cape Air Airlines, providing 18 flights weekly to Lambert Field in St. Louis. Cape Air utilizes Cessna 402 airplanes with a 9-passenger capacity.

Commercial Shipping

United Parcel Service has a receiving and distribution center located in Kirksville. Customers may deliver parcels less than 150 pounds and 130 inches in length and girth to the center located at 2601 S. Franklin Street.

UPS serves the following counties from this terminal:

Adair, Sullivan, Putnam, Macon, Linn, Schuyler, Knox, and Scotland.

UPS currently has 13 trucks and vans located at the terminal and has 38 employees at the Kirksville center.

Federal Express does not have a terminal in Northeast Missouri but has a drop-off business location in the city at Copy Systems/Sparks Cleaners.

Transportation Analysis

The City of Kirksville relies mostly on highways for transport, but the much improved airline transportation service has been a welcome high point for access to other parts of the country. Amtrak travel in the country overall has seen improvement, and the LaPlata access being close to Kirksville, versus going to Kansas City, Ottumwa, or Quincy for rail transportation is a big plus for Kirksville's access to this transportation service. Rail freight service is not available because in-town rail lines were abandoned several years ago. Although we currently have air freight service, essentially everything Kirksville needs and uses will normally arrive by truck.

The expansion of Highway 63 to 4-lane, from Kirksville all the way to Jefferson City has helped to put Kirksville on the map, by allowing improved access to Interstate 70 and Highway 36, (both with 4-lane access across the whole state). In addition to highway expansions, east/west routes, State Highways 6, 11, and 3, are in need of improvements along large portions of their length from Kirksville to other routes. The budgeting difficulties for the Missouri Department of Transportation for highway repairs and reconstruction will probably not allow major improvements on these highways for the foreseeable future.

Streets and roads within the City of Kirksville are typically in 'good' or better surface condition; however, many are narrower than modern streets, and lack adequate curb and gutter. Streets without curb and gutter are being identified for reconstruction and installation of storm drainage improvements every year, as funding permits. Streets identified for reconstruction or resurfacing in the next five years are shown on Figure 4.3. Traffic congestion on Baltimore Street as it passes through Kirksville has been improved with the addition of the new location of Highway 63, providing another north south route, but there still is congestion at times and some delays. Route H-Boundary-Osteopathy serves as a viable alternate route on the west side.

Inadequate storm drainage shortens the life of many streets in Kirksville, limits the availability of on-street parking, and lowers property values in some residential neighborhoods. It is a contributing factor to problems with infiltration and inflow into the City's sanitary sewer system. In April of 2010, Kirksville voters passed a bond issue for stormwater improvements of up to \$2,274,000 that would be paid back through a storm water fee as part of the water utility bills. The City then hired an engineering firm to do a stormwater analysis for the City, to determine where our most pressing needs were to help control stormwater, and to reduce the flooding on private property in the City.

Twenty-one areas were identified as problem areas. These locations were prioritized and the top nine (9) were identified to be completed with the monies that were available. As of 2014, six (6) of these are complete. See the map attached as Figure 4.4. One is partially complete (SC2 Baltimore/Washington). It is felt that after more evaluation, no other work has to be done here. BC10 Normal Avenue is half complete. BC4 College Park is scheduled to be done in 2014. Two projects: SC7 Elson Street and SC2 Bradford to Manor Road have been designed and those plans put on the shelf until additional monies become available.

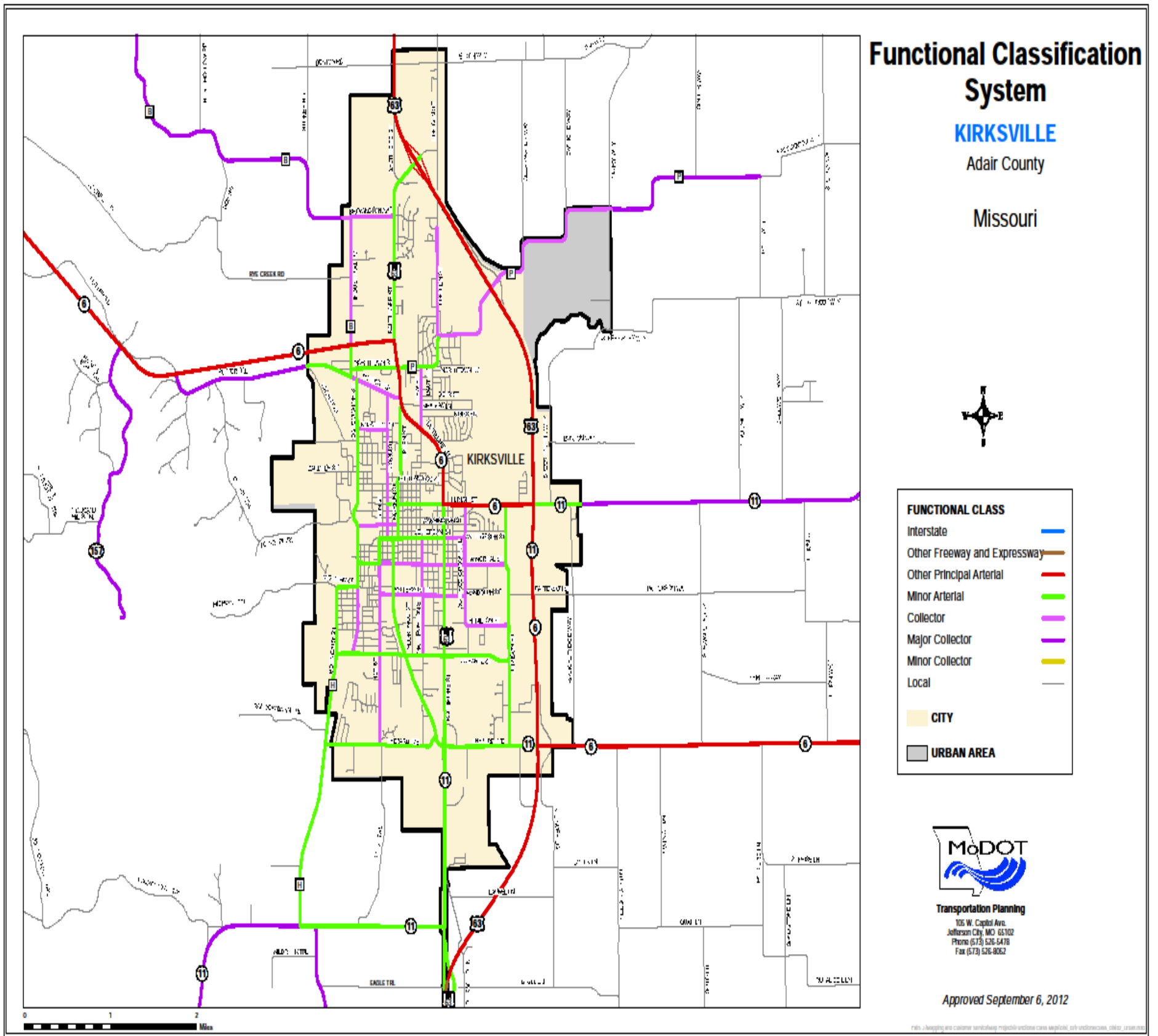
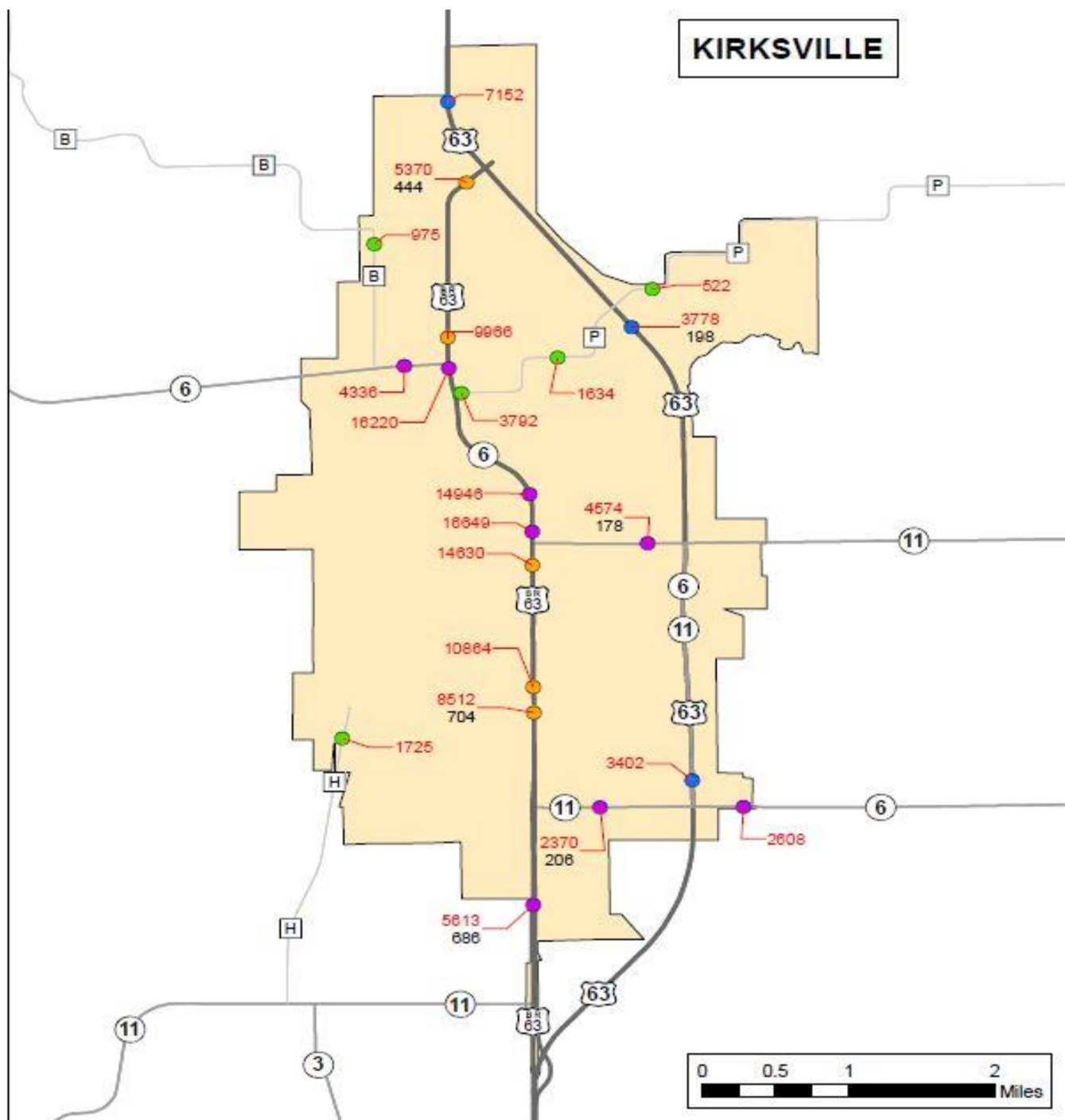


Figure 4.2

Figure 4.3

Kirksville Traffic Volume 2012

Information provided by Missouri Department of Transportation



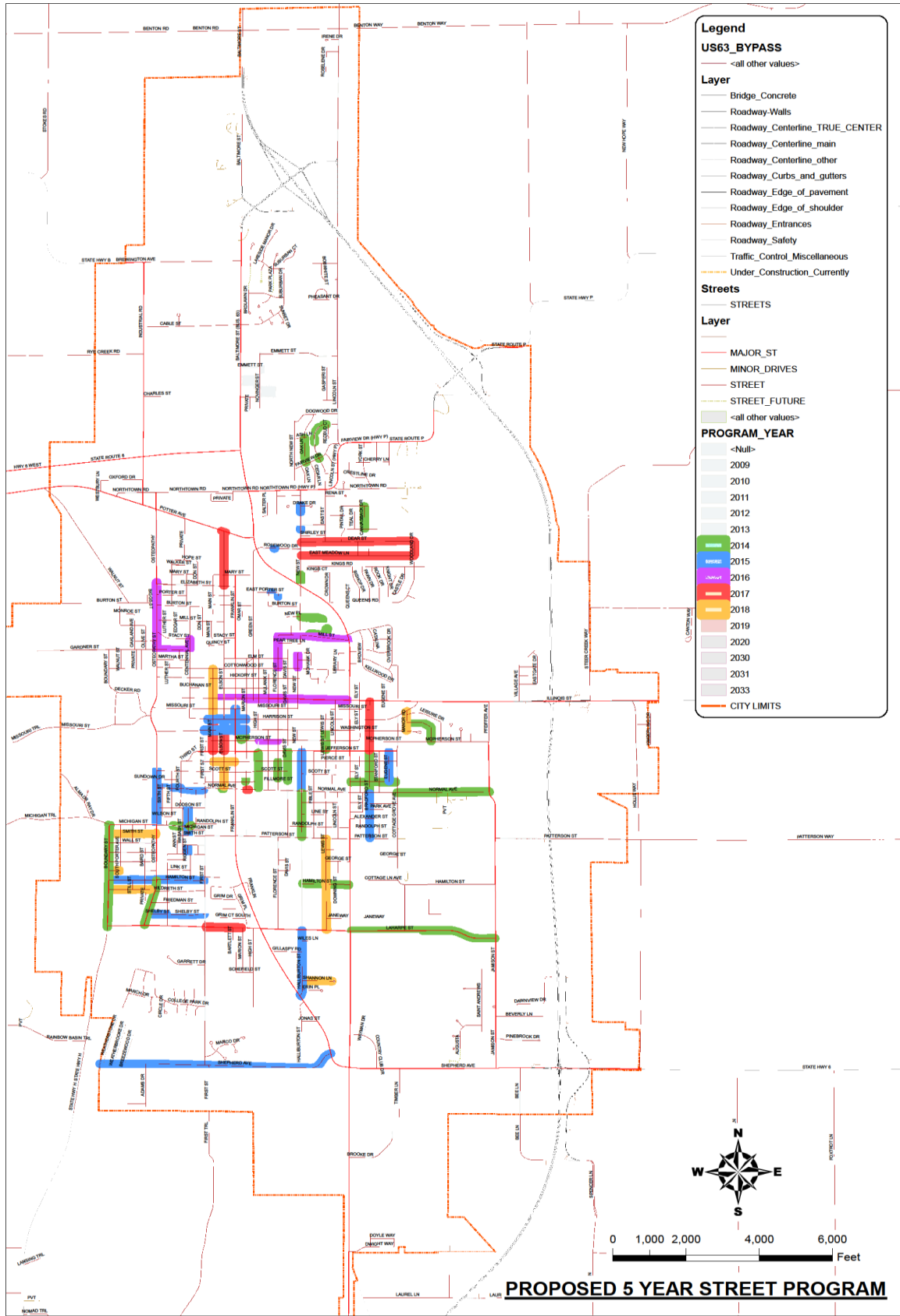


Figure 4.4

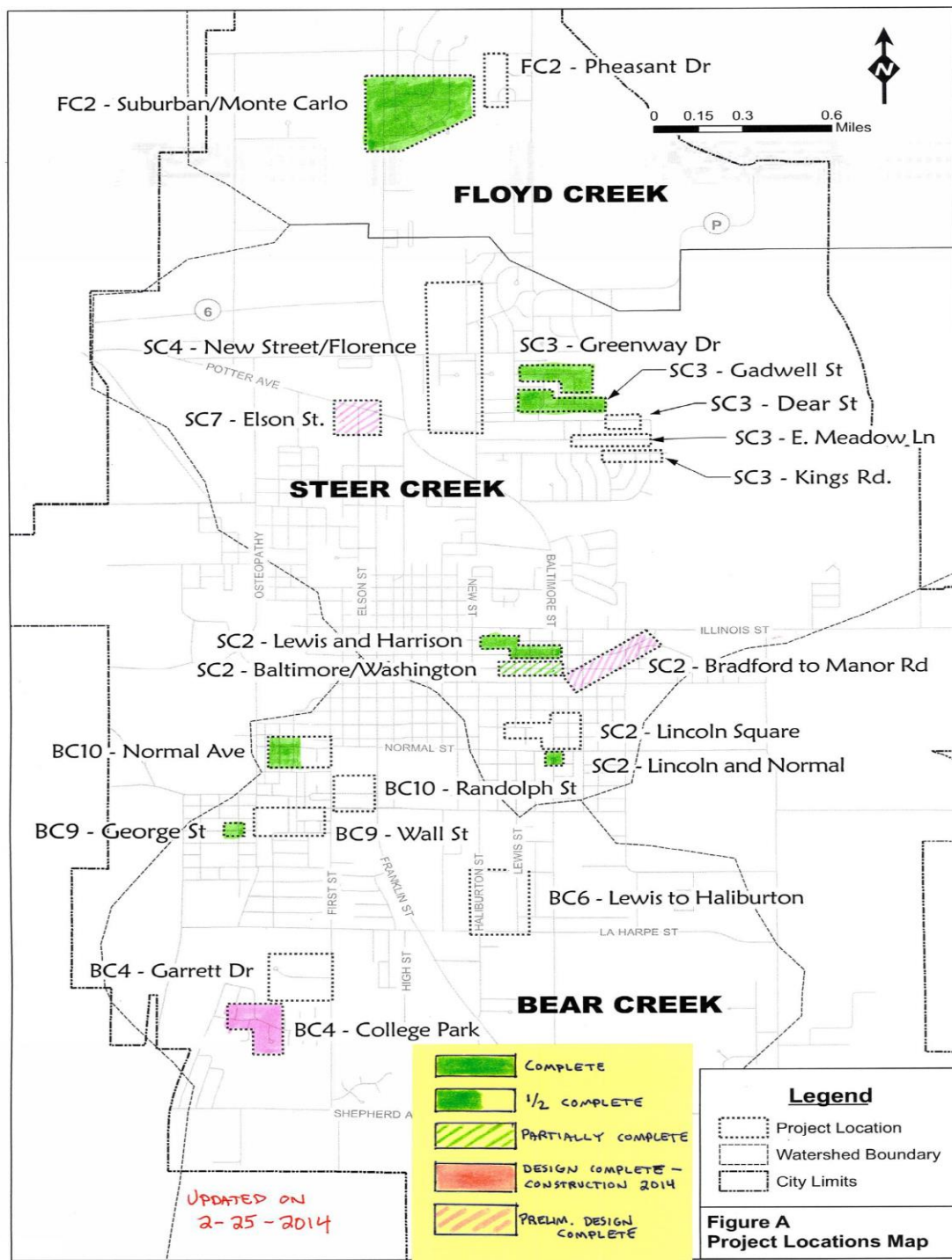


Figure 4.5 Stormwater Projects

Chapter 5

Community Facilities and Services

Introduction

The Kirksville community, and the surrounding region, provides citizens with first rate, professionally designed public services and facilities. Whether the services are provided by the City of Kirksville, one of our many outstanding educational institutions, non-governmental organizations, or private healthcare facilities, this community provides some of the best and most accessible services for the Northeast region of Missouri. This fact is especially significant since Kirksville is also a relatively small community, and is surrounded by even smaller, rural communities. Truman State University and A.T. Still University are nationally and internationally renowned for their quality of education and the value of the education for the student and the graduate. The community of Kirksville also has a satellite campus for the Moberly Area Community College.

This community also provides some of the best emergency services in the state. Law enforcement and fire protection services are provided by professionally trained departments of the City of Kirksville. The Adair County Ambulance District, along with trained first responders with the Kirksville Fire Department, provides emergency medical services.

Recreation and leisure services are provided by a number of agencies in the community. The City of Kirksville Parks and Recreation Department maintains ball fields, parks and open space, trails and community-wide programming. Other public and private agencies provide member based programs, activities and facilities (e.g., YMCA, Senior Circle, Senior Wellness and Community Center, etc).

Kirksville Parks and Recreation

The Kirksville Parks and Recreation Department oversees the public park system community programming. Several improvements have taken place in the last decade. North Park has added additional baseball and softball fields. A skate park for skateboarders has been added at North Park also. An amphitheater was constructed at Rotary Park. The Amphitheater has held plays and shown movies in the park during the summer time. Additional parking, a Frisbee golf course, and renovated shelters are also improvements that have taken place at Rotary Park. Although open space and programming are luxury services, these amenities maintain the high quality of life in Kirksville that residents and visitors expect; therefore, the Parks and Recreation Department must consider what future priorities and changes are needed to maintain this quality of life.

Park System

Ten city-owned parks, and the hike/bike trail system, make up the City of Kirksville's Parks Department, approximately 130 acres. Parks range in size from just over 1 acre to 69 acres. Our local neighborhood parks are: Brashear Park, Jaycee Park, Memorial Park, Patryla Park/Spur Pond, P.C. Mills Park, and Rotary Park. Other parks include: North Park Complex, Hazel Creek Lake, Roadside Park, and the Adair County Veterans Memorial Plaza. City parks offer large green space for passive recreation, basketball courts, tennis courts, baseball and softball fields,

fishing, Frisbee golf, skateboarding, wading pools, merry-go-rounds, swings, slides, play structures, and picnic shelters. The six neighborhood parks are located in quiet residential neighborhoods throughout the community. Rotary Park has more commercial aspects, due to the Aquatic Center, but is still in a residential area with lots of shade and quiet areas. Each park provides a beautiful and peaceful place for family reunions, birthday parties, family outings, or just a nice place for a sack lunch. (See Figure 5.1).

The planning needed for new parks has been lacking in recent years. New subdivisions and areas with family housing need to be considered for additional park space. Looking for future park expansion has been identified by the Planning and Zoning Commission as a goal to ensure that park access continues to be available in areas that are accessible by walking and biking in the adjacent neighborhoods. A park on the east or south side of town would be a prime location for future development. Also, a neighborhood park on the north side would be desirable, as North Park is not accessible to many neighborhood children without transportation. In the future, city councils should consider purchasing land or looking for donations of available land for park use. A chance to purchase historic sites in the City to use for park space should also be considered. Opportunities in the past to purchase historic land for park use have been turned down. Land that is in the flood plain that cannot be easily or economically developed should also be considered as park space.

The hike/bike trail system continues to be one of the success stories of the City. Since the first trail was completed in 1997, more and more people use the trails on a daily basis for recreation, exercise and a means of getting to other destinations. In 2014, the Hike and Bike Trail will be extended from Cottage Grove Place to Franklin Street, along the south side of LaHarpe Street. The City will continue to seek funding that would improve or extend our hiking and biking trail system.

The City of Kirksville regularly assesses the quality, location, and size of park facilities. Ideally, all City residents, with a reasonable need for open space, would be within walking distance from a public park. Realistically, however, it is most important to identify areas of town that require the most immediate attention (e.g., high density of children, high density housing, accessibility, and special event and sports facilities). Popular and/or necessary park amenities can be found in most existing parks; however, ADA accessibility and recreational equipment has recently been installed in many places in order for handicapped or elderly people to fully utilize the park space.

Public Facility Maintenance

The Public Works Department and the Community Services Department are jointly responsible for landscape development and construction, landscape maintenance, and urban forest management in places such as city parkland and undeveloped lots in Industrial Park.

Maintenance includes collection of trash in all the parks during the summer and the downtown year round. Building maintenance is provided by the Public Works Department and the Public Buildings Department. The Public Buildings Department provides repairs, maintenance, and light construction services for the majority of public buildings in the City's inventory. The Public Works Department provides repairs on park grounds, bridges, and other structures, and

manages trees on public land (the urban forest), based on both the Tree Inventory and guidance by the Missouri Department of Conservation. The MDC has developed tree plans for most all of the city's local parks.

Programming and Special Events

The Parks and Recreation Department administration develops, staffs, and schedules a variety of programs for the citizens of the region. These programs are designed for both adult citizens and the youth of the region. Partnerships with other organizations and agencies have allowed for the expansion and specialization of programming. The addition of some new facilities has also improved programming services, such as the Amphitheater at Rotary Park.

Farmers Market

During the summer growing season, the west side of the downtown square in Kirksville hosts the local Farmers Market. Farmers and others who have produce to sell bring their fruits and vegetables on Saturday mornings. This is a highly anticipated event for the start of the summer season. Large crowds can be expected, with both buyers and sellers enjoying the atmosphere.

Emergency Services

Protection, education and prevention are the essence of public health, safety and welfare. The City of Kirksville's emergency service departments, police (KPD), fire (KFD), and the Adair County Ambulance District (ACAD) are staffed with full-time personnel, instructed at the basic and advanced levels of public safety. Kirksville's Police Department provides law enforcement for the City, and coordinates with the Adair County Sheriff's Department, and Truman State University's Department of Public Safety to provide county-wide law enforcement. Fire/rescue, hazardous material incident, and basic emergency medical response services are the sole responsibilities of the City's Fire Department. Some of these specialized and expanded services are supported through mutual aid by area volunteer fire associations with primary, advanced emergency medical services provided by the Adair County Ambulance District. EMS services are provided through the Adair County Ambulance District who also staffs an advanced life support unit.

City of Kirksville emergency service providers have prepared for many specialized situations because of its isolated, rural geographic area by: investing in equipment, resources, training and staff to deal with significant emergency situations; engaging in mutual aid agreements with all rural emergency services in Adair County; and actively supporting professional and civilian networks with emergency service interests, such as the Adair County Health Department. Such cooperation and support will be an on-going necessity as the demands on emergency service resources grows and funding falls short of the needs for any one agency.

Fire Services

The Kirksville Fire Department, with three divisions, is among the largest fire departments in Northeast Missouri with protection, administration, and emergency preparedness divisions. The department continues to be a leader because of innovative, extensive training methods and

response capabilities resulting in a class 3 ISO (Insurance Services Office) fire protection classification (1 being the best, 10 being the worst).

Fire Operations

The increase in City land area and an increase in exposure to hazardous events has challenged the Kirksville Fire Department to respond to more of these events which increases the chance that they could be exposed to hazardous materials. Rapid changes in technology have contributed to the tools the department has access to; along with the improved communications allow the expertise of more people to be brought to bear on a scene with hazardous materials. Besides responding to fires, KFD provides other services, such as: rescue, HAZMAT, fire investigations, prevention, planning and inspections, and first responders. Most calls for fire service responses are for medical-related emergencies, a trend that is predicted to continue into the future. The Department will be instituting a Firefighter Proficiency Skills Evaluation program in order to help identify what specific training is needed. The Department continues to be involved in the upgrading of the city's storm warning siren system. The Kirksville Fire Chief is the city's Emergency Management Director responsible for the notification system and the city's response to disasters.

Police Service

The Kirksville Police Department is charged with providing effective law enforcement services for the people of Kirksville. These services include: protection of life and property, preservation of peace, apprehension of offenders, prevention/deterrence of crime, traffic management, and emergency-non-emergency service response. To this end, the Department holds to the basic philosophies of Community Oriented Policing by building partnerships with individuals and groups within the community for the purpose of identifying, prioritizing, and responding to problems and concerns related to law enforcement and to the safety of the citizenry. As an example, the Department has had great success in partnering with the Public Schools. This partnership has allowed for one-on-one interaction, as well as strong and positive two-way communication and feedback. It allows school officials and community members to more directly address issues, ideas and obtain assistance.

Some, in the profession of policing, have suggested that the significant downward trend in most crime rates over the last few years is directly attributable to the proliferation of community-oriented policing efforts. However, this is too simplistic and does not take into account hundreds of other factors/elements that contribute to the causes of crime (which in many instances mirror national trends). They would hesitate to take responsibility if societal factors, beyond the limited control of the police department, cause the crime rate to once again climb. The Department is increasingly using social media to locate fugitives from justice. Their "Most Wanted" fugitive system has been very successful. The Department has recently transitioned to 12 hour shifts for patrol officers.

Incident trends for the future in Kirksville include: alcohol and drug-related problems, especially as it relates to methamphetamine usage, thefts, burglary, and domestic violence. In 2012, the department fielded 24,868 calls for service. This was the highest on record. Some crime

statistics and department information compiled by the Kirksville Police Department for their annual report are shown below:

Table 5.1 Police Department Crime Statistics

Category	Year					
	2012	2010	2008	2006	2004	10-yr. Average
Calls for Service	24,868	21,953	20,200	18,202	15,958	20,253
Clearance Rate (Part 1 Crimes)	N/A	34%	41%	35%	37%	36%
Total Arrests	886	1,162	1,417	1,096	1,048	1,239
Use of Force Reports*	78	32	28	36	37	37
Total Traffic Stops	2,368	3,433	3,021	2,144	1,788	2,784
Total Misdemeanor Citations	1,259	1,134	1,242	1,033	1,147	1,421
Burglaries	118	81	56	81	90	84
Rape	5	8	14	6	3	6
Aggravated Assaults**	83	14	34	43	47	33
Simple Assaults	153	78	108	114	212	139
Property Crimes	355	593	446	554	444	535
Driving While Intoxicated	22	56	44	47	70	52
Minor in Possession	74	66	78	65	67	86
Protective Custody***	215	61	94	94	262	145
Thefts	656	538	466	506	532	526
Domestic Violence	141	282	226	162	146	206
Accidents	595	707	676	685	612	677
Injury Accidents	53	59	57	70	61	59
Foot Patrols	661	367	363	315	502	439
Press Releases	225	222	24	45	35	69

*There was an administrative change in tracking use of force reports in 2011.

**Excludes Domestic that are in another category.

***Drug and Alcohol Holds

Police Response Services

Two different attorneys, the municipal prosecutor (addresses minor cases, on a part-time basis), and the 'state' prosecutor (addresses major, involved cases); prosecute crimes that occur in Kirksville. The current professional relationship between the Kirksville Police Department and all three of these attorneys is a law enforcement asset.

Police Facility and Equipment

Growing demands on KPD and law enforcement agency partners have been helped by improved technology; similar technology will continue to improve services both within KPD and among regional law enforcement agencies. Information management and communications training, technology, and compatibility (with other agencies) will become increasingly important. The Department has an excellent updated computer-aided dispatch and records management system that positions the Department well in these areas for the next 5 years. The Department has an up-to-date and highly trained S.R.T. (Special Response Team) in place for emergencies in the City and it also responds when requested to neighboring areas. There are 3 full-time detectives in the department. Two of these detectives investigate burglaries and thefts as well as major cases. The third detective is assigned to the Kirksville Regional Computer Crimes Unit only and investigates online/internet crimes against children. This unit is an affiliate agency with the Missouri Internet Crimes Against Children Task Force and relies largely on Federal and State grant funding to maintain operations. There have been several notable successes in identifying and prosecuting persons in relation to these types of crimes.

Computers, radio, and in-car terminals are issues that will need continual upgrading in the next decade, as equipment will continue to age and may not be supported by changing technology. Multiple-agency compatibility for communications technology will be extremely important when these obstacles arise. The Police Department hosts a Citizen's Academy, educating the public in processes and procedures in Law Enforcement. The participants learn hands on experiences during the course of several weeks.

Animal Control

The Animal Control Division is also under the Police Department and is responsible for several duties within the city. For example, enforcement of animal control ordinances and for the investigation of complaints of animal abuse, catching stray or loose animals, and picking up injured or deceased animals to transport them to the Adair County Humane Society.

Enhanced 911

A successful, intergovernmental agreement between the City of Kirksville, Adair County, Adair County Ambulance District and Truman State University, and the passage of an E-911 telephone surcharge led to a consolidated joint communications center to dispatch emergency service personnel in Adair County. Member support is critical for continuing rural 911 services. In addition, the efficiency and safety that results from this successful partnership may serve as a model for future agreements.

The 911 center has a digital phone system. Emergency calls that come in from cellular telephones can be pinpointed on a map to see where the call originates. Communication operators can use this information to determine which jurisdiction should be dispatched and also whether the call should be relayed to another area.

As part of the consolidation, dispatch personnel were trained to dispatch for law enforcement, fire, and emergency medical as well as learning the particular procedures of each of the five departments they serve. The ongoing education of the personnel is required by state statutes and

necessitated by the level of quality that the partners demand. Currently, most formal continuing education is sought from outside vendors, often at distant locations. There may be advantages (in the future) for in-house training including continuing education classes, Internet education, and simulations/drills.

Education

Kirksville's success as a community is illustrated by the quality and breadth of the educational network for residents and visitors. Kirksville is home to several private schools, some K-8, some K-6, and some K-12. Some of these also offer pre-school education for 3-4 year olds. Kirksville's public education consists of an early childhood learning center, a primary school, an elementary school, a middle school, a high school, and a vocational / technical school. Higher education consists of a junior college (Moberly Area Community College), the State of Missouri's premier liberal arts university (Truman State University), the founding osteopathic medical school (A.T. Still University), and one of only two dental schools in the State of Missouri (part of the A.T. Still University).

Approximately one in five students, grades K-12, are enrolled in private schools or are home-schooled, adding to the diversity of educational opportunities. In addition to the formal education system, residents throughout the area can take advantage of a variety of educational opportunities from home improvement to self-improvement classes as well. The quantity and quality of the educational system in Kirksville contributes to and influences nearly every aspect of this place. Apart from the obvious services these institutions provide, they also contribute: a substantial economic and labor base, a well-educated citizenry, local research expertise, broad network cores, significant capital infrastructure, and influence local development structure. The City recognizes the significance of all of these institutions, and works to support their efforts.

Educational Services

Kirksville R-III School District

The Kirksville R-III school system is located on one campus. The campus itself consists of the Early Childhood Learning Center, the Kirksville Primary School for K-2, Ray Miller Elementary School for grades 3-5, William Matthew Middle School for grades 6-8, Kirksville High School for grades 9-12, the Board of Education Building, and the Kirksville Area Technical Center, along with several maintenance and athletic facilities. With the consolidation of the campus to one site, the coordination of services is improved and the sharing of resources is enhanced. The facilities themselves have been maintained and updated to meet long-term needs of the Kirksville R-III School System.

The enrollment totals for selected years are shown in Table 5.2.

Table 5.2**City of Kirksville School Enrollments**

Number of Students	70-71	96-97	00-01	2010	2011	2012	2013
Pre-School				138	177	197	186
Primary K-2				580	527	566	586
Elementary 3-5				567	562	562	549
Middle 6-8				526	534	549	547
Senior High 9-12				824	796	780	775
K-12 Totals	2,798	2,431	2,342	2,490	2,419	2,457	2,457

Source: Kirksville R-III School District

The 1979 Comprehensive Plan for the City of Kirksville noted that there had been an overall decrease in the student population, but concluded that since the last year reviewed showed a prominent increase, the population increase was going to continue anyway. The population has actually grown only slightly while public school enrollment continues to decrease, probably because a greater percentage of school-aged children are home-schooled or enrolled in private schools – a trend not unique to Kirksville.

To measure their level of success, the District tracks a variety of items including: attendance rates, drop-out rates, and faculty to student ratios.

Table 5.3**Kirksville R-III School District Student Attendance**

	ATTENDANCE RATE		DROP OUT RATE (9-12)	
	<u>K-12</u>	<u>State of MO</u>	<u>Kirksville</u>	<u>State of MO</u>
1996-97	92%	N/A	5.2%	5.5%
2000-01	95	N/A	5.8	4.5
2010	93.8	94.3	2.3	3.1
2011	95.0	94.4	1.8	3.1
2012	95.3	94.7	3.3	2.8
2013	94.7	94.6	2.0	2.4

Source: Kirksville R-III School District

The above chart shows the attendance rate of Kirksville R-III students compared to all public school students, and then a percentage comparison of drop-out rates between Kirksville and all other schools in the State of Missouri. This chart shows that Kirksville is in line with all other schools in regard to attendance and slightly ahead of Missouri schools in the percentage of students who complete high school. The chart below shows that Kirksville has maintained a slightly lower student to teacher ratio than all other Missouri schools combined.

Table 5.4**Kirksville R-III School District Staff to Student Ratios compared to State of MO**

	<u>Kirksville</u>	<u>Missouri</u>
1996-97	15:1	15:1
1997-98	14:1	15:1
1998-99	13:1	14:1
1999-00	13:1	14:1
2000-01	13:1	14:1
2010	12:1	13:1
2011	12:1	13:1
2012	12:1	13:1
2013	12:1	13:1

Source: MODESE Annual Report of School Data and the Kirksville R-3 School District

Faith-based schools with significant enrollments, with their own education facilities, include: Covenant Life Fellowship School (Pre & K-12), Mary Immaculate (K-8), and Faith Lutheran (Pre & K-6).

Truman State University

The passage of House Bill 196 on June 20, 1985, by the Missouri General Assembly, changed Truman State University's mission from an open enrollment, regional, multipurpose university to the statewide, public liberal arts and sciences institution with highly selective admission requirements. The state's goal was to provide a public institution that could compete with the nation's finest undergraduate liberal arts colleges and stem the flow of Missouri's best and brightest students to other states. With this distinction came capital improvements totaling more than \$60 million for the campus library, recreation center, fine arts center, and science hall, among other facilities. In the past several years, a new dormitory (2006) was constructed. All of the dormitories have been remodeled to meet the demands and expectations of the incoming students.

Today, approximately 6,000 young men and women attend Truman annually to earn a high quality, liberal arts education at an affordable price. Truman now offers 36 undergraduate and 9 graduate degree programs, 59 minors, and 11 Pre-Professional areas of specialized study.

Slightly over fifty percent of all Truman graduates immediately enter graduate schools. Ninety nine percent of students graduating have job placement plans reported.

Truman emphasizes high-quality teaching as its number one priority. Eighty-five percent of the full-time faculty at Truman possesses a Ph.D. or other terminal degree in their fields. About a quarter of the student body engages in undergraduate research with faculty mentors during their collegiate careers. The University's 16:1 student-to-faculty ratio allows for considerable one-on-one interaction. This low ratio helps explain why Truman maintains the highest retention and graduation rates of any public university in Missouri.

The Truman student body represents a variety of cultures, nationalities, interests, talents, abilities, values and experiences. Truman contributes to the diversity of the community by attracting approximately 240 students from more than 40 different countries. Ninety-two percent of Truman students have a high school cumulative grade point average of 3.25 or higher on a 4.0 scale.

Truman State University has received much national recognition in recent years for its ability to provide academically talented students a high-quality education at an affordable price. Truman graduates ranked 8th in the nation in CPA Exam passage rates. Truman is ranked 20th in the nation for the preparation of American Chemical Society-certified Bachelor of Science graduates in Chemistry. In 2011, Truman had a 97% acceptance rate to law school for those students applying.

AT Still University of Health Sciences

The AT Still University of Health Sciences, founded in 1892 by Andrew Taylor Still is comprised of: the Arizona School of Dentistry & Oral Health, the Arizona School of Health Sciences, the Kirksville College of Osteopathic Medicine, the Missouri School of Dentistry & Oral Health, the School of Health Management, the School of Osteopathic Medicine in Arizona, the A.T. Still Memorial Library, the A.T. Still Research Institute, and the Museum of Osteopathic Medicine.

As the international founding school of osteopathy, the mission of the A.T. Still University of Health Sciences is to serve as a learning-centered university dedicated to preparing highly competent professionals through innovative academic programs with a commitment to continue its osteopathic heritage and focus on whole person healthcare, scholarship, community health, inter-professional education, diversity, and underserved populations.

While students may choose training and practice in many other specialties, the curriculum has a special emphasis on the training of primary care physicians. Osteopathic training is well suited for practice in all communities, but has an emphasis for rural and underserved areas. The university currently offers 23 different degree programs.

The osteopathic curriculum involves four years of academic study. After completing osteopathic medical college, D.O.s serve a one-year internship, gaining hands-on experience in internal

medicine, obstetrics/gynecology, general practice, pediatrics, and surgery. After the one-year internship, D.O.s enroll in a residency program of their choice. All physicians (both D.O.s and M.D.s) must pass a national medical board examination in order to obtain a license. D.O.s are eligible to take the Comprehensive Osteopathic Medical Licensing Examination (COMLEX) and the United States Medical Licensing Exam (USMLE). Additionally, all physicians must pass a state-licensing exam. Each state board sets its own requirements and then issues the license for the physician to practice in that state. Continuing Osteopathic Medical Education is a lifelong commitment to learning by osteopathic physicians in full recognition of the fact that the study of medicine does not end with graduation from medical school. The American Osteopathic Association requires its members to complete a specified number of continuing medical education credits during each three-year period in order to maintain membership.

As the founding school of the osteopathic medicine, A.T. Still University has rich historical traditions dating back to its origins in 1892. The campus maintains the Still National Osteopathic Museum, the A. T. Still Memorial Library archives, the A.T. Still cabin where Dr. Still resided, and the building that served as the first school of osteopathy. All represent the Osteopathic traditions here in Kirksville.

In 2012, A.T. Still University had more than 3,200 students enrolled in all its programs of learning. Sixty-one percent of these were full time students, with slightly more female than male students. The student to faculty ratio is very favorable at 14:1. The graduation rate for a Doctor of Osteopathy is 99%. The University employs 631 persons living in the surrounding area. The University's operating budget for the last fiscal year was \$79 million.

Moberly Area Community College

Moberly Area Community College (MACC), located in a 28,000 square foot facility, is across the street from the Kirksville–RIII campus and was completed in the fall of 2001. This Community College is a very important source for local, higher education. It provides a cost effective alternative for local students who want to take full advantage of the state's A+ program, as well as for those seeking an Associate's Degree or other certificate program. The courses and facilities it provides reach a broad student body. The building houses various classrooms, computer labs, and science labs as well as the Missouri Career Center for Kirksville.

MACC's Mission Statement: Moberly Area Community College, a public institution of higher education, provides open admission to students and fosters excellence in learning through innovative educational programs and services that are geographically and financially accessible throughout our service region.

Moberly Area Community College (MACC) located in Moberly, Missouri is responsible for providing two-year certificate and degree programs through the State of Missouri Junior College program. MACC offers day and evening classes, on-campus, off-campus, and dual credit in the area high schools; as well as a variety of support services. MACC offers 7 different Associate Degree programs in their schools. They currently have campuses in Moberly, Columbia, Edina,

Hannibal, Kirksville, Mexico, and Macon, Missouri. MACC places tremendous emphasis on low student-teacher ratios and individualized attention.

Other Institutions and Sources for Learning

The Kirksville Area Technical Center (operated by the Kirksville R-III School District) provides vocational-technical programs to meet both the needs of the secondary and adult students, as well as the demands of business and industry. There are fourteen programs offered through the Center, including: Administrative Office Assistant, Computer Applications, Digital Design & Graphics, Automotive Collision Repair, Automotive Technology, Construction Trades, Early Childhood/Teaching Careers, Medical Administrative Assistant, Health Careers, Agriculture, Emergency Medical Technician, and Academic Credit Recovery. The Practical Nursing and Paramedic programs are available to high school graduates. The Center also offers Adult Education and Literacy funded by the Missouri Department of Elementary and Secondary Education. English as a Second Language and Basic Food Sanitation classes are also available to interested residents age 17 or older.

In addition to the previously mentioned educational institutions, Kirksville has numerous educational programs for continuing education, recreation, skills training, or for activities. There are three libraries: The Adair County Public Library, Pickler Memorial Library, and the A.T. Still Memorial Library. The area boasts six museums including: the Adair County Historical Society Museum, Coal Miners Museum, Novinger Log Home, Ruth Towne Museum and Visitors Center, the Museum of Osteopathic Medicine, and the E. M. Violette Museum. The University of Missouri supports the Outreach and Extension Center. The Adair County Extension Center houses an extensive videotape library on a wide range of subjects.

Healthcare Introduction

The City of Kirksville enjoys a healthcare system that rivals services in much larger places. As the birthplace of osteopathic medicine, Kirksville has an abundance of healthcare professionals, services and institutions -- nearly 120 osteopathic and allopathic physicians alone. In addition to physical health services, Kirksville is a home for dental care, mental health, specialized care, and healthcare support organizations. This quantity and quality of care serves patients from Kirksville and more than 11 rural counties of northeast Missouri (Adair, Clark, Knox, Lewis, Linn, Macon, Putnam, Schuyler, Scotland, Shelby and Sullivan). These facts are especially noteworthy because many of these counties are losing their local health care services due to declining populations and movement of health care professionals to larger cities.

The growing healthcare industry here is also an important community asset for our economy, quality of life, infrastructure, and to support for our Central Business District. Northeast Regional Medical Center (NRMC) is the 3rd largest employer in Adair County, and this does not account for the numerous other healthcare offices in Kirksville. In total, healthcare services provide the most jobs, and some of the highest paying jobs, in Kirksville. Although the quality of life that residents derive from these services is important, local quality of life is also supported by the stable jobs and training offered by these facilities. The nature of the healthcare

‘infrastructure’ here can refer to many positive things, including: the healthcare professional network available, expertise and facilities available for medical research, capital infrastructure around the city, and residential infrastructure for the personnel that work in healthcare. Finally, the location of NRMC and A.T. Still University provides long-term, solid support for local downtown businesses and rental real estate.

The contribution and support that the healthcare industry provides in Kirksville has not been quantified but it is substantial not only for the City of Kirksville but also for the Northeast region of Missouri. It is important for the City to identify the multiple roles it can assume to support and nurture this significant community asset.

Medical Care - physical health

Northeast Regional Medical Center (NRMC) boasts a medical staff of physicians, representing several specialties and subspecialties. NRMC is a 115-bed facility with a Level III trauma center and Certified Chest Pain Center. They are the teaching hospital associated with the founding school of Osteopathic Medicine. In 2010, they were rated as one of the 50 Best Hospitals in America, per Becker’s Hospital Review. The Northeast Missouri Health Council, Inc. operates clinics in Kirksville, Edina, and Memphis. The Council also operates the Northeast Missouri Dental Clinic, Northeast Missouri Pediatrics, the Adair County WIC Program, and the Kirksville Veterans Administration Clinic. Hospice of Northeast Missouri cares for terminally ill patients and their families by providing medical, emotional and spiritual support during this difficult time in their lives. Kirksville is also home to three senior care facilities.

In addition to physical health, mental health services are widely available. Preferred Family Healthcare started out in Kirksville in 1979, answering the need for outpatient and residential mental health and substance abuse services and has grown to one of the community’s major employers with offices throughout Missouri.

Health Services

Emergency Care and Trauma Services - Northeast Regional Medical Center’s Emergency Department and Level III Trauma Center, on the clock 24-7, is the only trauma center in northeast Missouri. In addition, Northeast Regional has access to air ambulance service for transferring the most severely injured patients to larger medical centers.

Inpatient Rehabilitation Services include: A. T. Still Rehabilitation Center provides the inpatient medical rehabilitation services including: acute physical, speech, occupational and recreation therapy; cardiac and pulmonary rehabilitation.

Healthwise Programs NRMC – This program offers support groups and programs in the following areas: prepared childbirth, smoking cessation, arthritis aquatics, backs in action, with various health screenings and Pilates.

Healthworks Programs at NRMC – This program has a variety of services available to area businesses: Collection site for urine drug screen testing (DOT and non-DOT), and breath

alcohol testing (DOT and non-DOT); health screens/fairs to local industries offering a variety of educational training including back safety, blood borne pathogen training/ Ergonomic evaluations on site, pre-employment testing, functional capacity evaluations and work conditioning to assist in helping employees regain employment in a timely manner. Aquatic therapy, outpatient physical therapy-walking track, circuit training, free weights – Business and Family memberships available, occupational therapy and speech therapy.

Northeast Missouri Regional Arthritis Center – This organization offers information and referrals for people concerned with health care and conditions, need for psychosocial support, and certain financial needs related to arthritis, fibromyalgia or other rheumatic conditions. Also provides self-management groups for people with above conditions.

The George Rea Cancer Treatment Center - located on West Pierce, was constructed in 1998. This facility provides a comprehensive cancer diagnostic, treatment and rehabilitation services. In addition, our Lymphedema Clinic, directed by a certified manual lymphatic drainage technician, was one of the firsts in the Midwest. The Lymphedema Clinic was established to help patients suffering from Lymphedema that is a persistent accumulation of fluid in the arm or leg. It afflicts many people, especially those treated for cancer in the breast or groin areas. Outpatient Cancer Rehabilitation provides the following services - Lymphedema Clinic, Physical & Occupational Therapy, Cancer Diagnostic Treatment Services, Nuclear Medicine, and Biopsies Surgical Services.

Outpatient Rehabilitation Services - Cardiac and Pulmonary Rehabilitation, Physical, Speech & Occupational Therapy, Aquatic Therapy, Women's Health Physical Therapy Program, Urinary Continence Program, HealthWorks Industrial Medicine Program are provided at the Northeast Regional Health and Fitness Center located on the south end of the city.

The Northeast Missouri Health Council, Inc. - operates four health clinics and one dental clinic which receive funding from the Department of Health and Human Services to help qualifying patients pay for office visit charges. The council provides for veteran's care, children's care, women's care, and chronic disease care. It operates the Kirksville Veteran's Clinic. Payment assistance is available in the form of reduced charges for office visits. Verifiable income levels and family size determine qualification for assistance. The Health Council also oversees the operation of the Women's Care Connection, which assists women in all stages of life, helping them access primary health care, dental, and mental health care services.

The Adair County Health Department – provides for the Women, Infants and Children (WIC) program, which is a special supplemental nutrition program which provides services to pregnant women, new mothers, infants and children up to their 5th birthday based on nutritional risk and income eligibility. They also provide nursing services for homebound persons and home health nursing in the form of: aides, physicals, occupational and speech therapies to the community, immunizations, and tuberculosis testing PPD/treatment, blood pressure, cholesterol, anemia, height/weight measures, clinics, education, well-child clinics, environmental health services, BCCCP services, birth and death certificates, prenatal and Ryan-White case-management.

Clinics in Family Planning and Sexual Transmitted Disease and Flu and Pneumonia Immunization are available. Sports and employment physicals are also provided.

There are six different dental facilities within the Kirksville community. Only one, the Northeast Missouri Dental Clinic receives funding support through the Missouri Department of Health and Senior Services. This clinic will be working closely with the new A.T. Still Dental School providing patients and practical experience for students training in the dental profession. Most of the dental clinics within the community provide general dentistry services. Limited oral and maxillofacial surgery is available, as well as orthodontia services. For these services, residents may find the need to travel outside of the community and region.

There are several assisted living facilities located in Kirksville. Twin Pines Adult Care Center is a long-term care facility providing skilled nursing care. This facility contains 186 beds and is supported through a countywide property tax. Kirksville Manor Care has 132 beds and provides long-term skilled nursing care. Both Twin Pines and Manor Care are Medicare and Medicaid certified. Halliburton Hills, a residential care center provides space for 37 beds and also has an Alzheimer's Care unit called The Arbors. It too is a long-term care facility. The St. Andrews assisted living and Community Center is now available and has a 30 unit assisted living center.

Medical Care – mental health

The Kirksville community is very fortunate to have access not only to comprehensive medical services, but also to have comprehensive mental healthcare services by well-qualified professionals who deliver the highest level of quality care and information.

Preferred Family Healthcare is a non-profit organization which began offering substance abuse service in 1979 with thirteen employees. Today, Preferred Family employs nearly 200 employees in Kirksville alone and offers comprehensive mental healthcare services including mental illness, developmental disabilities, and substance abuse. General mental health is provided in a variety of outpatient services. Both adult and adolescent substance abuse programs are offered, including a specialized program titled GAP - guiding adolescents and parents. The goal of this program is to develop solutions for adolescents who are beginning to experience problems, which may lead to substance abuse. Preferred Family also offers the Substance Abuse Traffic Offenders Program which provides appropriate response to alcohol and drug related traffic offenses. Preferred Family provides both in-patient and outpatient services. Preferred Family also operates a residential care facility on Jamison Street for its youth program.

The Mark Twain Behavioral Health Center is a private, not-for-profit community mental health center. They have recently constructed a new building. Mark Twain serves as the administrative agent for the Department of Mental Health - Division of Comprehensive Psychiatric Services for the nine counties in northeast Missouri. The Center offers a variety of mental health treatment services for children, adults and families who are experiencing emotional distress or mental illness. Services provided include: crisis services, psychiatric evaluation and consultation, medication services, community psychiatric rehabilitation, targeted case management, school

based contract services, outpatient counseling, limited contracted inpatient services, and community education/consultation programs.

The Northeast Missouri Regional Center is supported through the Missouri Department of Mental Health. This facility provides programs and support for individuals with developmental disabilities. Developmental disabilities are long-term conditions that significantly delay or limit mental or physical development and substantially interferes with such life activities as self care, communication, learning, decision-making, capacity for independent living, and mobility. The cost of service is determined by ability to pay. Services provided include both service coordination and crisis intervention.

Other Services

The Kirksville community boasts numerous other social services that affect the overall health of a community and address a variety of issues.

The Northeast Missouri Community Action Agency (NMCAA) helps the people of Northeast Missouri with job creation, emergency services, Early Childhood Development Services/Head Start, budget counseling, self help, nutrition assistance, weatherization, parenting skills, values for success, major home repair, and Family Life Skills.

The Northeast Missouri Area Agency on Aging contracts with community based agencies to provide the following services: homemaker, personal care, respite, legal services, home delivered meals, information and assistance. They also provide window air conditioners and room dehumidifiers to persons 60 and over with a medical need. Delivered meals, ombudsman services, senior employment, and transportation are also offered.

As a private, non-profit organization, Victim Support Service exists to provide and coordinate crisis intervention and prevention services in order to break the cycle of domestic violence and aid the victims of sexual assault. They offer a 24-hour crisis hotline, an emergency shelter, counseling and support groups, education and public speaking, as well as client advocacy for legal, medical, and social services. The emergency shelter was completed in 1998 and offers temporary space for approximately 5 families. In addition, trained rape advocates are available to meet victims of sexual assault at the hospital emergency room or police station. All of their services are offered at no cost to their clients.

Rural Advocates for Independent Living (RAIL) assist individuals with disabilities to live as independently as they choose within the communities of their choice. RAIL offers peer support, advocacy training, information and referral, independent living skills training and personal care assistants training to people with disabilities. The assistive technology program is also housed in the RAIL facility.

Chariton Valley Association for Handicapped Citizens, Inc. provides a variety of support services to people with developmental disabilities. Services include a residential care facility, a

group home, two independent supported living homes, a home management, and an off-site day habilitation program. These services are offered in several locations in Kirksville.

The American Red Cross provides help with utility shut-off notices, paying the minimum bill required by the utility provider. They also assist families who have lost their home and belongings to fire by providing bedding, vouchers for clothing, etc.

Community Services & Services Analysis

Kirksville excels in many aspects of community facilities and services. From its many parks and recreational activities, outstanding emergency response services, a variety of quality educational opportunities, and a comprehensive health care system, the residents within Kirksville and Adair County need not travel far to benefit from the services provided.

Since the City has approved a long-range park planning system, it will be important that attention is paid to these plans and that efforts are made to implement changes and improvements to meet the growing recreational needs of the community. Special attention will need to be paid to Rotary International Park and the Kirksville Aquatics Center to insure the most efficient operational standards are in place to minimize costs to the City's general operating fund. The Aquatic Center has been trying to increase attendance numbers for the facility in recent years, but weather seems to be the over-riding factor that determines attendance and usage. The connectivity of the hike/bike trails will also need to be reviewed so that residents utilizing the system can access trails with minimal effort to allow pedestrian movement and recreational benefits to its users.

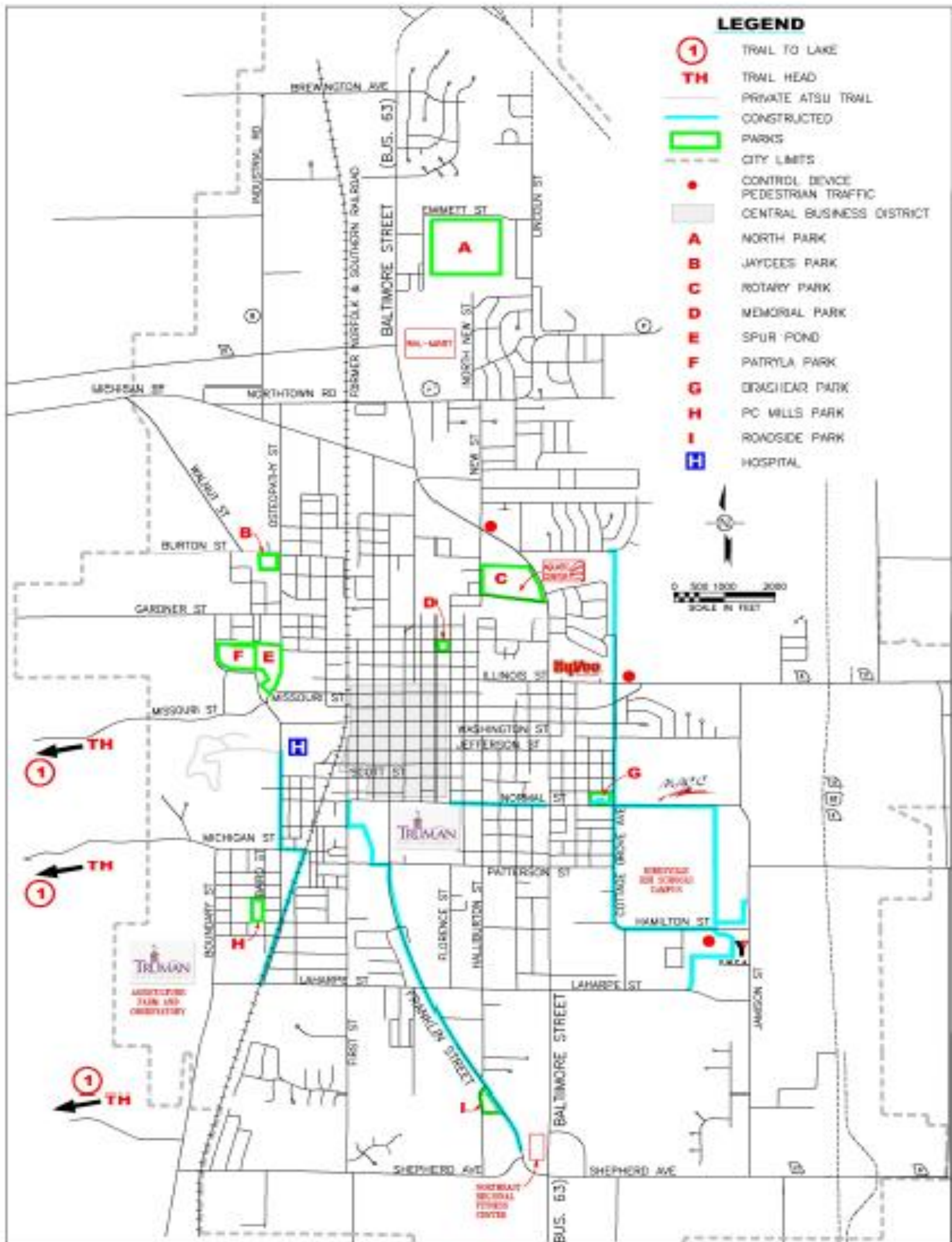
Emergency services are provided through several key organizations with the City of Kirksville. Fire and Police Departments serve an integral role. Each will need to provide a continued review of services and priorities, utilizing the support and assistance of other organizations when possible to meet growing needs. In addition, as the City looks to other areas for potential expansion opportunities, a thorough review of the available man-power and resources will have to be assessed to insure existing coverage for current residents is not hampered while providing services to new residents.

Throughout this document, references are made to the high standard of educational services available to residents of this community. The importance of these educational opportunities will help to give Kirksville an edge over other communities as each vies for new business and industry. Efforts will need to continue to make sure that educational services are supported and that the City of Kirksville works to provide support and assistance when possible to help each of these institutions achieve success.

As the regional center for health care services, Kirksville has again been the beneficiary of quality services not found elsewhere in communities of our size. Due to the existence of A.T. Still University, emphasis on quality health care has been made a priority. The Northeast Regional Medical Center has continued to develop itself as medical needs change to insure it

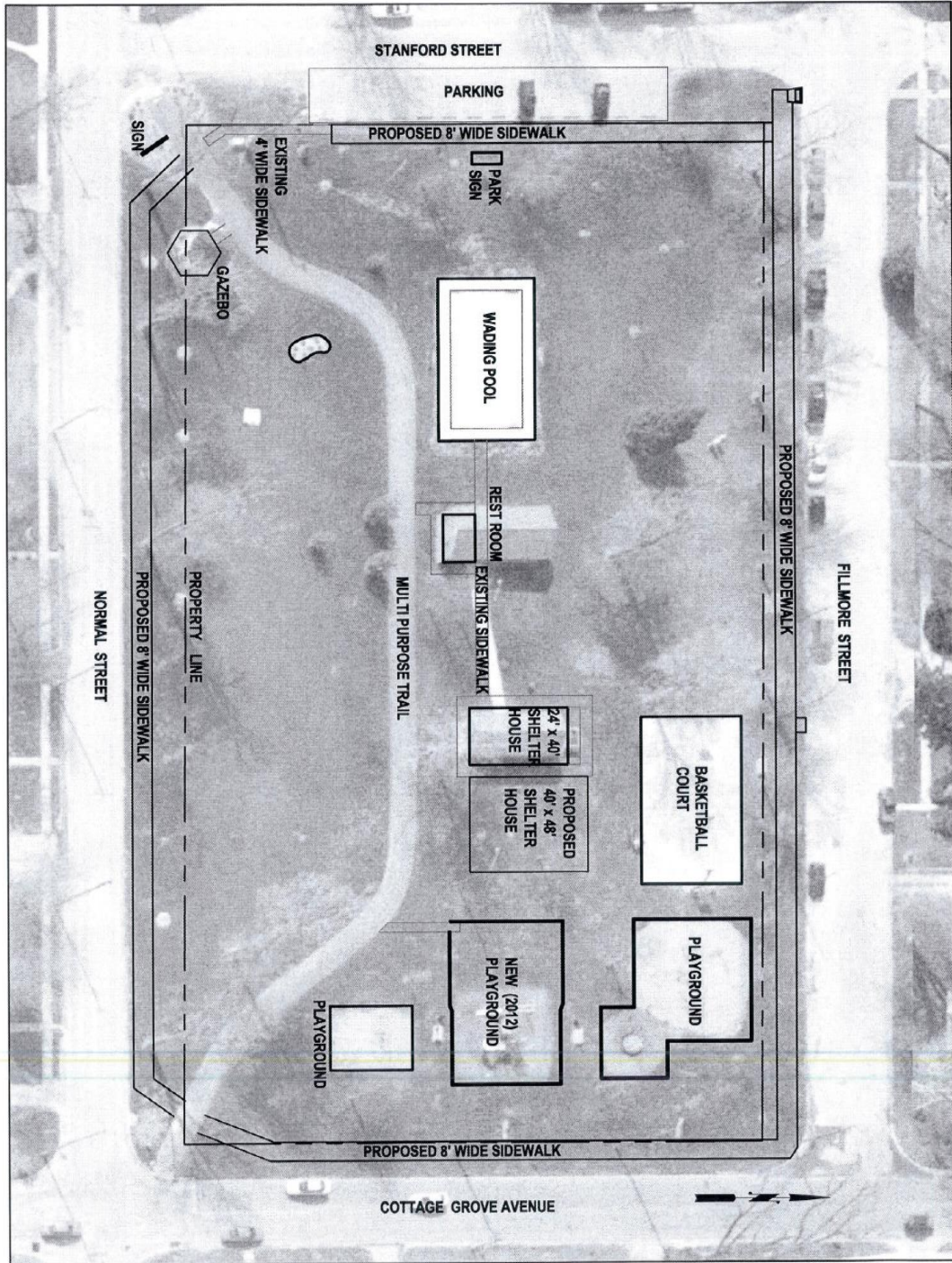
continues to meet the needs of the residents of Adair County and the twelve other counties it serves. With its multi-million dollar expansions, remodeling, and addition of services this organization has made a continued commitment to providing those services. Again, it will be important that the City of Kirksville work to support these institutions in their continued efforts to expand and meet the ever changing needs of the clients they serve.

HIKE/BIKE TRAIL MAP



REVISED 05/18/2012

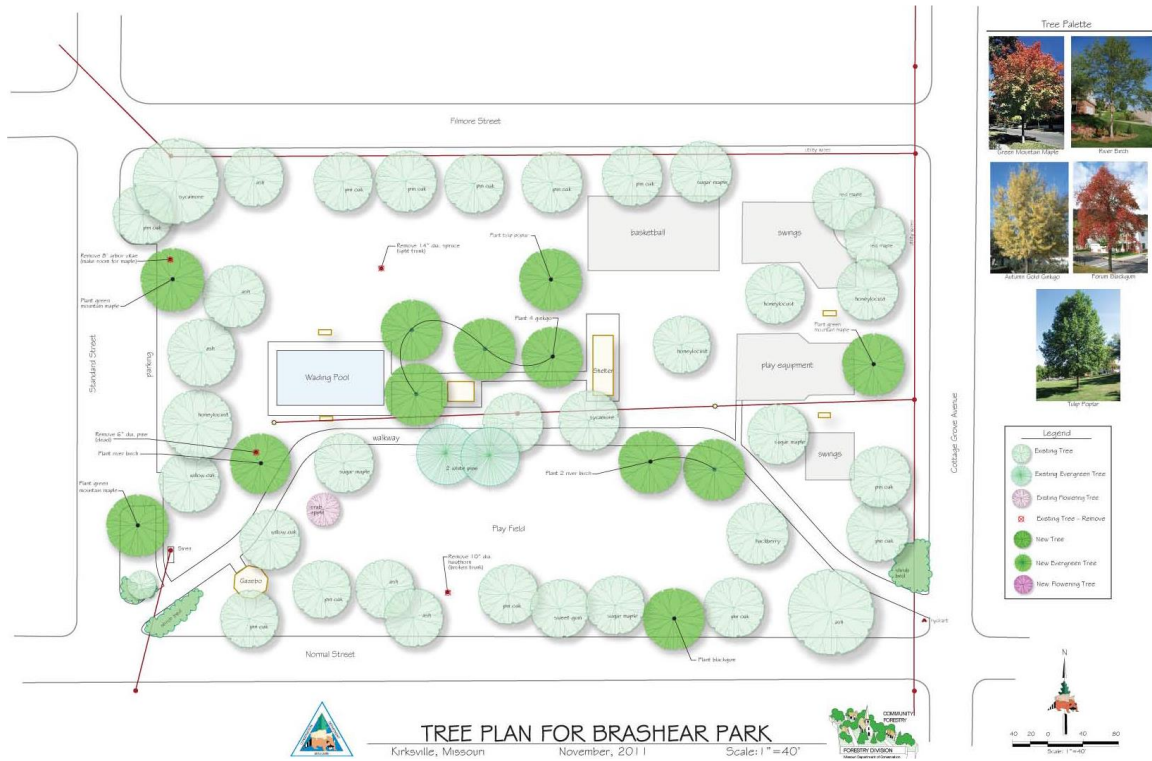
Figure 5.5



BRASHEAR PARK

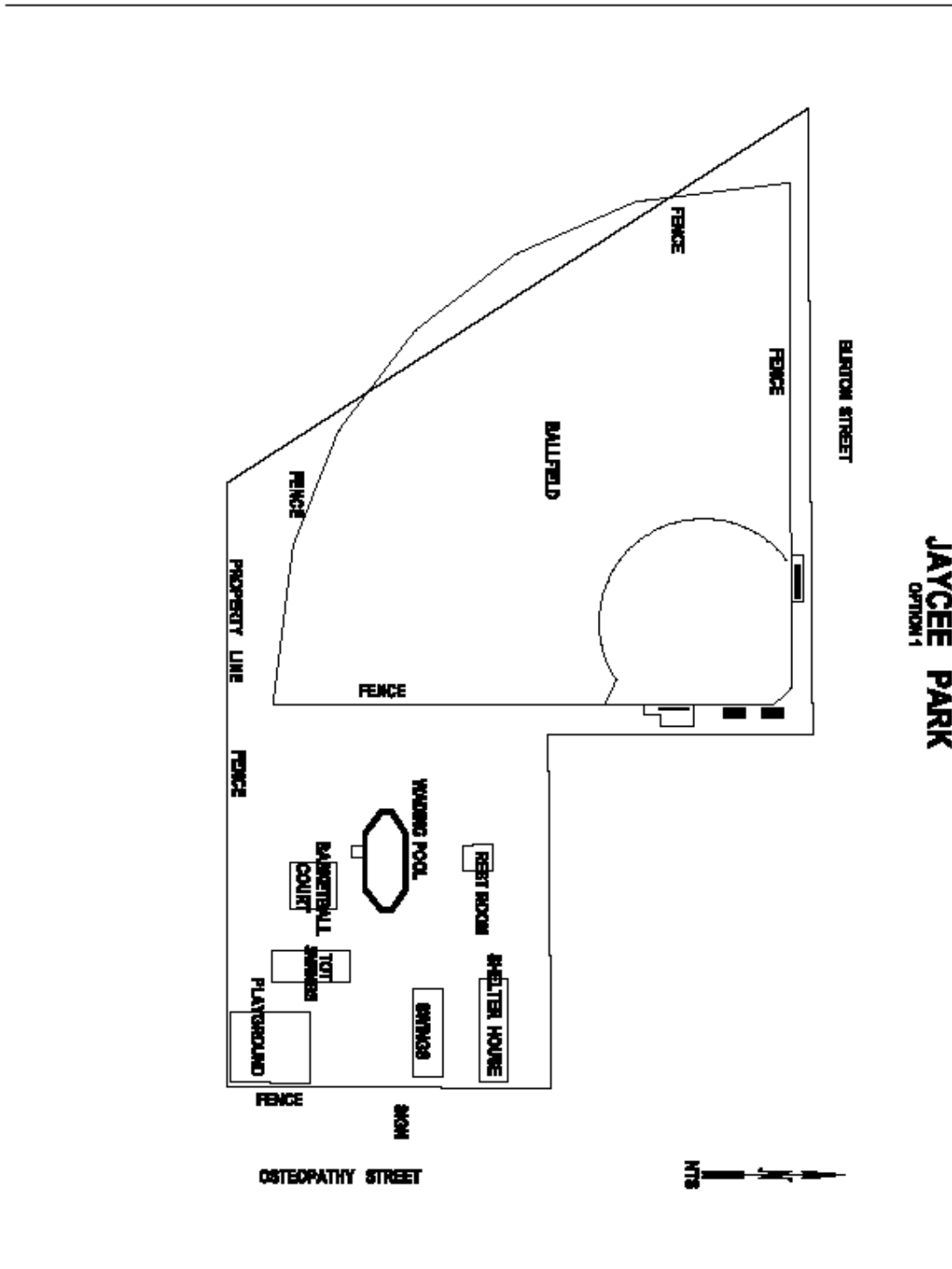
Brashear Park Master Plan

Figure 5.6



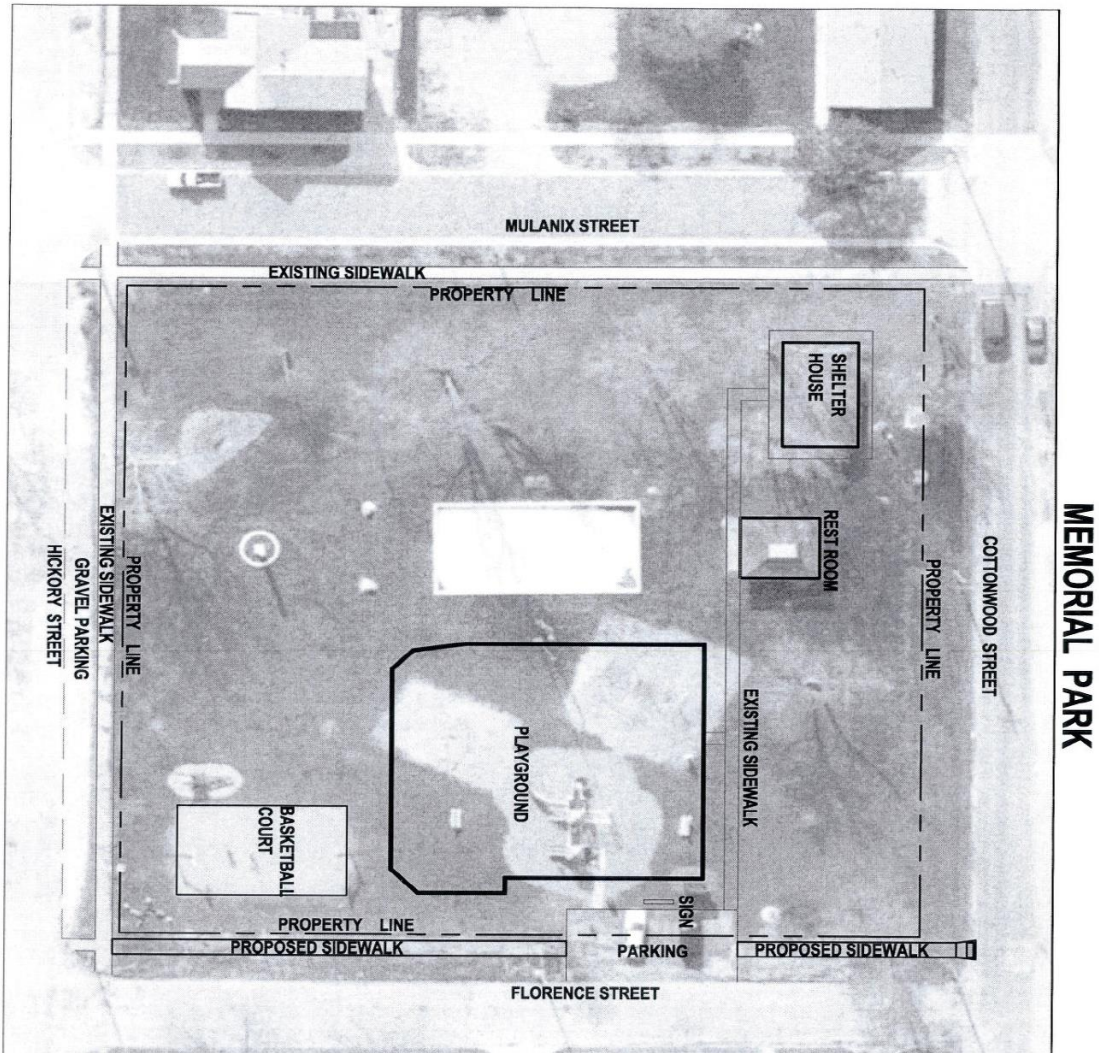
Brashear Park Tree Plan

Figure 5.7



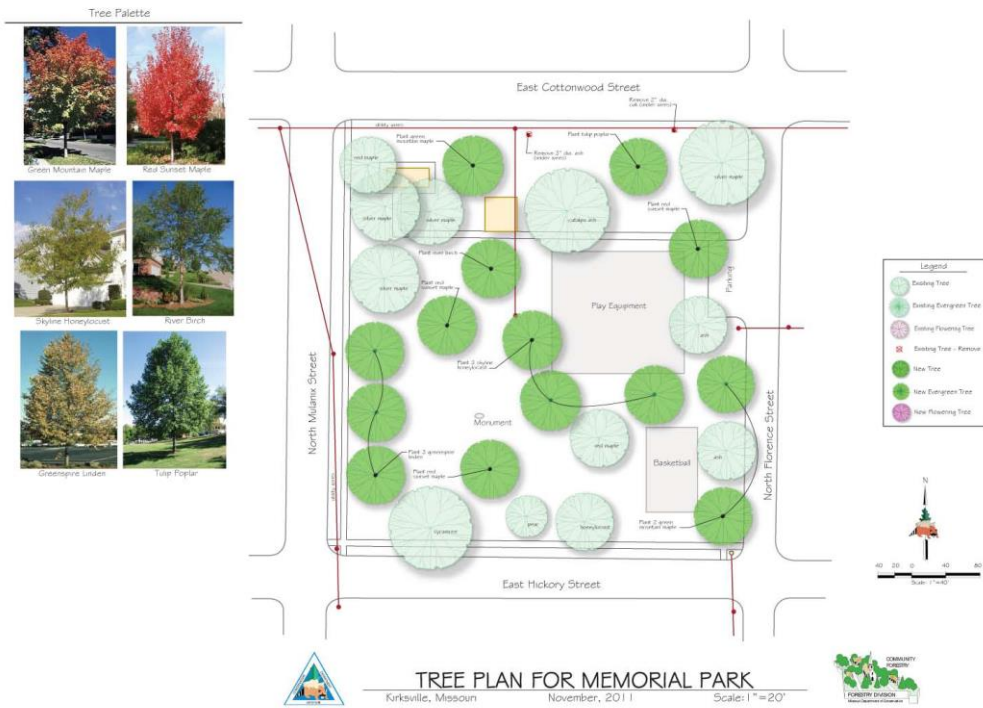
Jaycee Park Master Plan

Figure 5.8



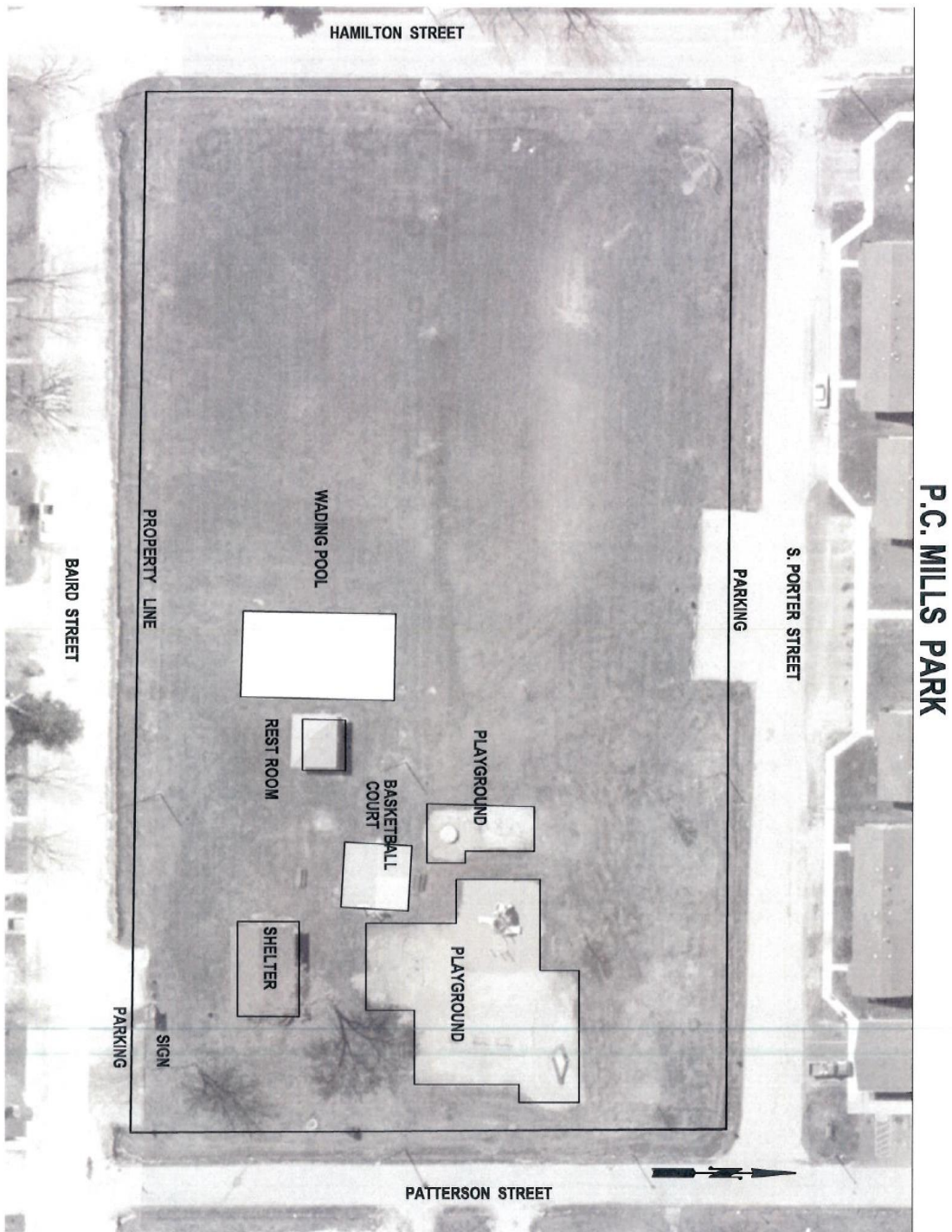
Memorial Park Master Plan

Figure 5.9



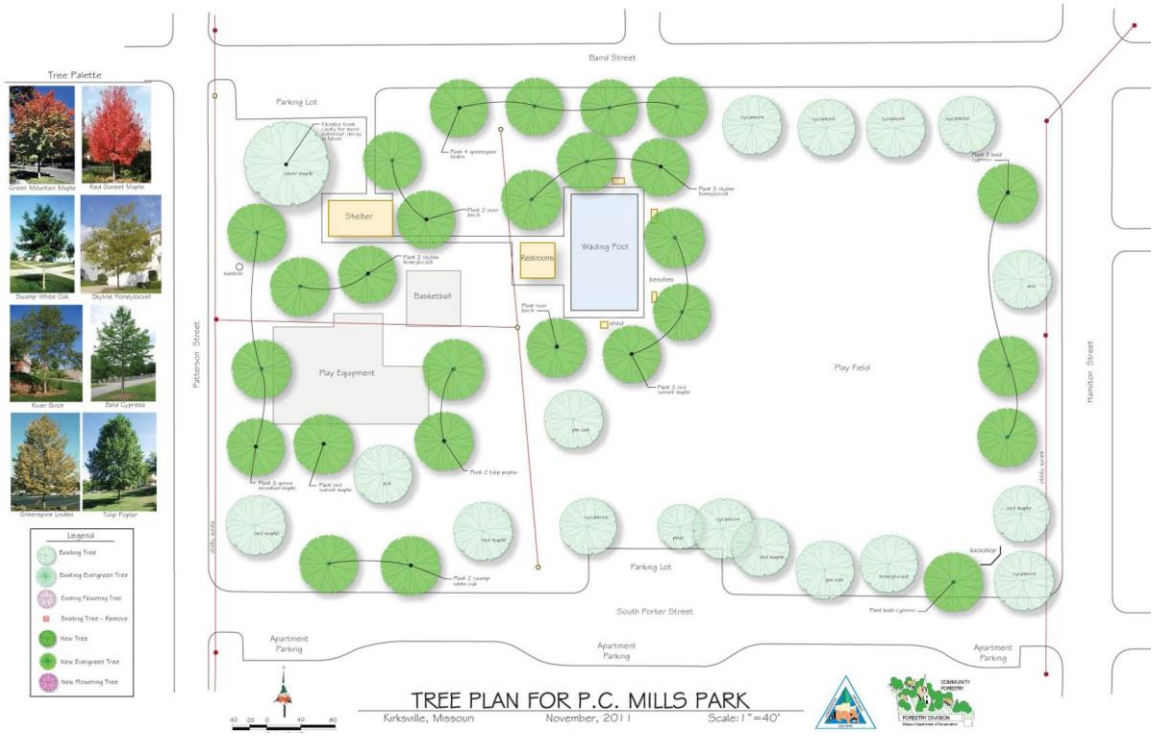
Memorial Park Tree Plan

Figure 5.10



P.C. Mills Park Master Plan

Figure 5.11



P.C. Mills Park Tree Plan

Figure 5.12



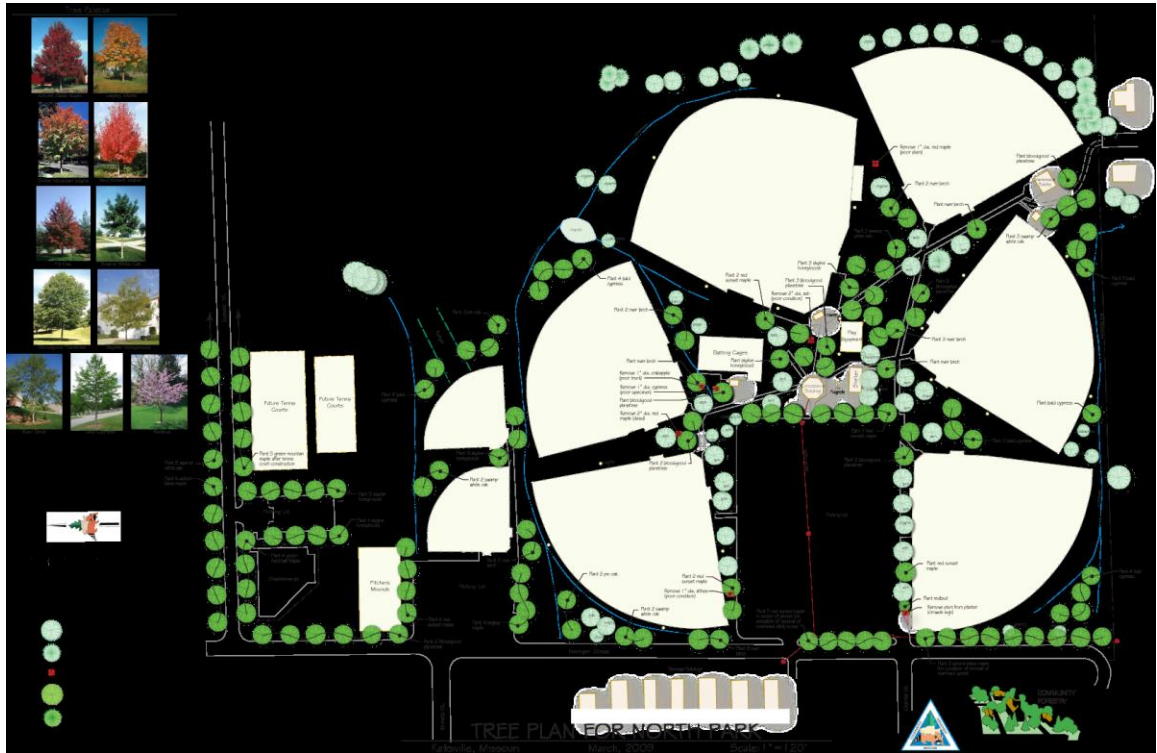
Rotary Park Tree Plan

Figure 5.14



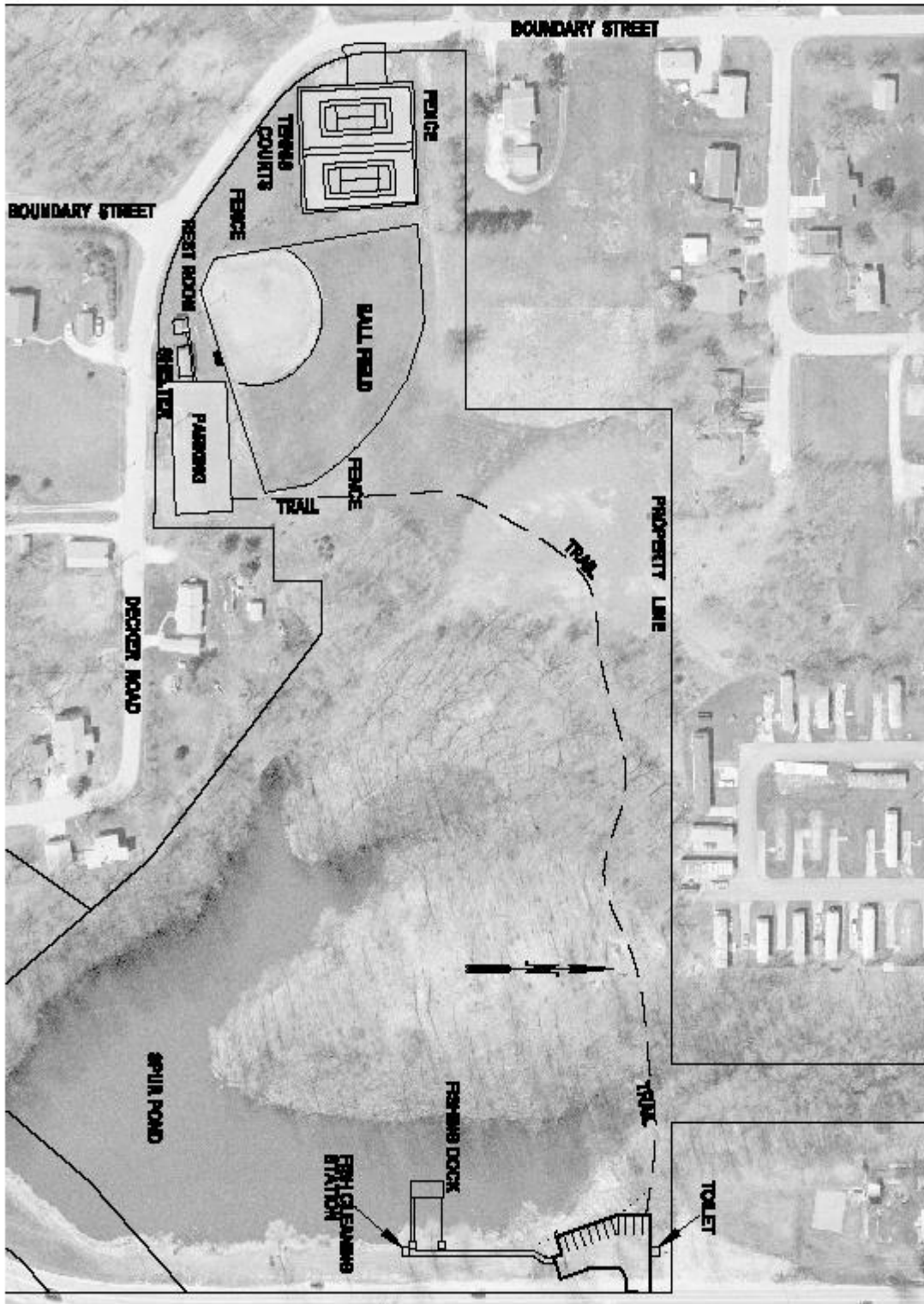
North Park Master Plan

Figure 5.15



North Park Tree Plan

Figure 5.16



PATRYLA PARK AND SPUR POND

Patryla Park Master Plan

Figure 5.17

Chapter 6

Cultural Preservation and Aesthetics

Introduction

The culture of a place is both the unique physical and social features identified with that place. This chapter is about those complex features; what our community perceives as part of the culture; and the features we hope to be part of our community in the future. Beyond our local quality of life though, there are significant reasons to organize and draw on our local art and cultural resources for economic development, such as tourism. To that end, this chapter provides background and analysis for the cultural preservation, historic preservation, cultural development, and community aesthetics in the City of Kirksville.

We have many cultural assets, both historic and modern, that have the potential to improve the quality of life for citizens, increase tourism, and encourage immigration. Preservation of key old buildings, landmarks, local arts and natural history are very important for keeping Kirksville familiar for residents and unique for visitors. While many important historic buildings and sites in Kirksville remain, many of these facilities are beyond our city or community's ability to repair or maintain them. We must rely on private individuals to preserve those sites or structures which they own or control in order to have these around for future generations. Community arts and artists contribute strongly to our quality of life and education, yet their presence remains in the 'background'. Natural areas (e.g., local stream corridors, native fauna and flora) are equally important as unique cultural and aesthetic indicators. Nevertheless, they are just as vulnerable to neglect as historic buildings, urban landscapes, and heritage. Although there are many locations in this traditional town (public and private) that contribute to an attractive, cohesive framework, the care of landscapes and structures remains haphazard at the larger, city scale.

Historic Preservation

In 2009, the City of Kirksville took the large step of approving a Historic Preservation Ordinance, for the preservation of historic landmarks, historic sites, and historic districts.

Based on the Missouri state-wide model for historic preservation from the State Historic Preservation Office (SHPO), Kirksville's ordinance founded the Kirksville Historic Preservation Commission (KHPC), with 7 volunteer members working with city staff to identify historic sites and buildings in the city. The several stated purposes for the KHPC are:

1. Providing a mechanism to identify, evaluate, and preserve the distinctive historic and architectural characteristics of the City of Kirksville.
2. Fostering civic pride in the beauty and accomplishments of the past as represented in Kirksville's landmarks and historic areas.
3. Conserving and improving the value of property designated as landmarks or historic districts.
4. Protecting and enhancing the attractiveness of the City of Kirksville to home buyers, home owners, residents, tourists, visitors, and shoppers, thereby supporting and promoting business, commerce, industry, and providing economic benefit to the City.
5. Fostering and encouraging preservation, restoration, and rehabilitation of historic structures, areas, and neighborhoods.

6. Promoting the use of landmarks and historic areas for the education, pleasure and welfare of the people of the City of Kirksville.
7. Encouraging the identification, evaluation, protection, and interpretation of the prehistoric and historic archaeological resources within the incorporated limits of the City of Kirksville.

The KHPC has performed two surveys of the city, identifying all of the historic sites and properties that might qualify for historic status. There are hundreds of sites now identified that could qualify as a local landmark. As many other localities in the State, Kirksville's ordinance is a voluntary site. As such, only a property owner can apply to the Commission to make his or her property a historic landmark or as part of a historic district. No one else may bring someone else's property forward. Once identified and approved as a historic landmark, the ordinance requires the owner and owners in the future to maintain the landmark as a historic site, and cannot allow the structure or site to deteriorate to an unsafe or unsightly condition.

To date, five (5) properties have been accepted and approved as Historic Landmarks as part of the City of Kirksville's CLG (Certified Local Government).

They are: Forest-Llewellyn Cemetery at 201 N. Centennial Street, the Spencer/Selby House at 316 N. Franklin Street, the Grim Building at 113 E. Washington Street, the McGovern House at 415 E. Washington Street, and Pickler's Famous at 114 W. Harrison Street. More properties are in process to be approved and added to this list.

Some key properties that should be on our list as historic are endangered, which have unique spots in our city's history. The CB&Q railroad depot building is the last remaining railroad depot in Adair County. The Lincoln School building is the last school building in Adair County that taught only African-American children and is a good example of the architecture of that time. The oldest house in the City of Kirksville is on Harrison Street and is a very fine example of an I-shape house that we need to preserve. These and many other examples are the focus of the current KHPC. The City of Kirksville and the KHPC have both done a lot for historic preservation to get us to where we are today, but there is a lot of work yet to do.

For people who are interested in rehabilitating historic structures, at times there are Tax Credits available from the Missouri State Historic Preservation Office (SHPO). These can be state or federal tax credits, depending on the use of the property and the monies that may be available at the time. In the past, these tax credits could be sold to others if they could not be used by the owner of the historic structure or property.

Grant money is normally not available from SHPO for rehabilitation of historic structures, but nationwide there are some organizations that offer some money in grants, depending on the historic structure and its uniqueness, history, etc.

The entire Historic Preservation Ordinance for the City of Kirksville is available on the City's web site. It describes the procedures to apply for historic status for structures or sites, what requirements apply to approved buildings, voting by property owners on historic districts,

powers and duties of the members, the criteria for determining if buildings or sites qualify for historic status, and many other details.

Community Landmarks

Community landmarks include those tangible structures, such as buildings or landscapes, that are historically, architecturally, environmentally, or emotionally important for a place and its people. Landmarks may be significant for many different reasons: academic, architectural, social, or vernacular. We have examples of all of these types of landmarks here in Kirksville.

In general, our most important (in terms of abundance, quality, and prominence) landmark features are related to our educational heritage. Many buildings here, and nearby Kirksville, show the progression of educational innovation at an international scale. The Porter School building was recognized as an international innovator in vocational education for men and women. A.T. Still University of Health Sciences is another international innovator in medical education. Truman State University has earned a reputation for outstanding, collegiate study across the United States and abroad.

Other, more unique, historic landmarks include Thousand Hills State Park (e.g., Indian petroglyphs, native flora collection), Forest-Llewellyn Cemetery (with gravesites of many prominent historical leaders), Civil War battle site, and the Masonic Lodge (an example of Egyptian revival architecture).

Cultural Preservation

Community Arts and Artists

Arts, artistry, and support of the arts have always been a part of this community. In more recent years, however, it has begun to organize itself on a community-wide scale. The disparate groups of local bluegrass music, oil painters, and theater groups are finding strength in numbers through artistic organizations, supporters, and local facility owners recognizing the broad return on such an investment.

Although art, in all of its forms, has been a part of community life here, folk arts and fine arts were not necessarily recognized as having common goals – until now. The mix of academic and folk art (here and in surrounding areas) creates a context for our diverse community to come together. As more and more facilities and support become available, this common thread will grow.

The organization of this movement loosely falls into four categories: art leaders, supporters, practitioners, and geographic distribution. Each group makes an important and unique contribution:

Art Leaders

Organizing such diverse skills as those in the ‘arts’ is a daunting task; however, the rewards of

successfully doing so are vast. In recent years, a number of leaders in the art community have emerged:

- Kirksville Arts Association
- Lyceum Committee
- Truman State University (Fine Arts Division)
- Many other art and skill specific groups
- Missouri & Southern Iowa Art Guild (MOSI)

Art Supporters

For many, the pleasure of experiencing art is a spectator activity. Their contribution, in the form of financial, political, or capital support, is fundamental to the quality and persistence of arts in our community. Arts supporters include, but are not limited to:

- Sojourners Club
- A.T. Still University of Health Sciences (A.T. Still Museum)
- Rotary Club (Kirksville Chapter)
- City of Kirksville
- Many local corporate and individual donors

Art Practitioners

The artist (e.g., performer, painter, storyteller, writer) is the link between pleasure and person. Regardless of age, race, religion, gender, economic status, or location, people can recognize the direct contribution that art makes to their quality of life. We have countless artists and below are a few groups that represent them:

- NEMO Fiber Artists
- Various quilting groups
- Curtain Call Theater
- Kirksville Community Chorus
- Truman State University organizations (too numerous to mention)
- Bands and singing groups

Arts Distribution

Finally, there are many sources and outlets that accommodate art of all sorts (e.g., galleries, stages, classrooms, outdoor venues):

- Truman State University
- Public library
- Adair County Historical Society
- Kirksville College of Osteopathic Medicine
- Public and private school system
- Places of worship
- Local businesses
- Fair grounds
- Many other individual and small business locations

Natural History

Natural areas, ‘green spaces’ whose primary purpose may be habitat, nature preserve, view buffer, and/or wildlife corridor, are important for maintaining the environmental and aesthetic quality of our city. Secondary purposes also often include recreation, water impounding, hunting, or fishing. Places for such opportunities are especially important for those living in urban areas without benefit of private open space (i.e., a large yard). Our community has many groups that could benefit from, or would utilize, designated natural areas; the following list is just a sample: college and medical students, apartment dwellers, mobile home residents, school science classes, and natural resource agencies (i.e., Missouri Department of Natural Resources, Missouri Department of Conservation, Department of Fish and Wildlife).

Although we have many wonderful maintained parks, we currently do not have protected natural areas within the city limits. By this we mean protected wetlands or protected woods areas. Within the city limits, there are no wetlands, as such, at this time. There seems to be a clear need for natural area parks since the activities and desires of residents have changed and the resources for high maintenance parks have declined. For example, many of the college students here are active mountain bike cyclists, cross country runners, and tri-athletes. Having a sufficiently long, safe, and accessible trail system will serve their needs as well as those of school children and older adults. Having dogs as pets has also become popular, but for many urban residents there is a need for open space so that pets may run and play. The City of Kirksville is actively considering a dog park at this time. A citizen group has been formed and is actively working for donations to meet a city match of dollars to develop the dog park. Many of our citizens would bird watch in a riparian corridor or photograph natural areas. A cooperative effort of the Missouri Department of Natural Resources and the City of Kirksville rebuilt Spur Pond in Patryla Park, and it is now stocked with trout, and has a fishing dock with fish cleaning facilities. Many people fish here, including ice fishing in the winter time. Fortunately, the kind of green spaces that can accommodate these activities do not require as much maintenance as traditional ‘parks’ and in return serve to protect our water and air quality.

These kinds of activities, however, often require larger parcels, certain types of land, particular features, or all the previously mentioned. Consequently, this type of green space often requires more planning because larger parcels or trail systems involve multiple landowners, agencies, or partnerships. This general area is also the start of the new Forest Lake Area Trail System hiking path.

Community Aesthetics

Landscaping

In its current state and as Kirksville grows, there are substantive reasons to consider the overall aesthetic quality of landscapes in our community. Commerce, property values, security, quality of living, and the singular nature of ‘plains’ towns, are all directly affected by the care given to our city’s landscape. These issues are difficult, however, to address while balancing the burden of cost and the reward of investment; private rights to maintain property; and the need for an appearance of care and pride.

In response to these dilemmas of cost and property rights versus reward and common good, many communities have enacted a landscape ordinance. Although the extent of such an ordinance varies greatly by place, the tangible benefits remain the same: pollution reduction, shade, urban habitat, enhanced aesthetics and improved property values. Despite the financial and labor investments, a planted landscape that appears cared for is inviting to residents, visitors, and potential customers. Urban forests and landscapes within cities only remain consistently cared for when some form of overarching guidelines and management are in place not just for ‘trees’, but also for the collective ‘urban forest’.

In general, tree or landscape ordinances are meant to both encourage and prevent certain landscaping practices. They can encourage consistent application and enforcement; a more consistent understanding and expectation within the community; and organization for people and resources to improve the overall appearance of our town as well as special districts that attract visitors (e.g. downtown, major city entrances, old neighborhoods). Such an ordinance can also detail how to achieve these goals, possibly offsetting costs associated with independent design. Landscape ordinances discourage (hopefully prevent) haphazard care; abandonment of property upkeep; inadequate planting for exposed soil; and loss of pleasant ‘green space’ in new developments.

The City of Kirksville has plans to adopt a Commercial Landscaping Ordinance in the near future, focusing on new businesses and structures. The purpose is exactly what is described above; to make Kirksville businesses more attractive to consumers and to enhance the city overall. No plans at present are being considered to require residential landscaping, though the benefits would be the same.

Lighting/Signage

In addition to vegetation, lighting and signage quality are important components of the aesthetic quality in urban landscapes. The city recently modified the sign code while lighting is addressed indirectly in the zoning code (e.g., when planned zoning is used). This approach to guidance and regulation has been reasonably effective in the residential parts of town, but could be improved in some areas, such as Baltimore Street, critical for commercial economic growth. With the recent eastern expansion of the city limits by annexation, our city will likely experience development pressures beyond our past growth pattern. Defining the aesthetic standards of these important services will improve the quality of our existing development as well as future development.

Analysis

As Kirksville grows in population and area, there are foreseeable trends. Demographically, we are likely to have a greater proportion of older adults; as Truman State University and A.T. Still University of Health Sciences expand we are likely to maintain and hopefully retain young adults. Both of these groups are the most likely to support local culture and art as an important part of their quality-of-life. Similarly, corporations base their decision-making for relocation on quality-of-life issues, because all else being equal between cities, companies choose locations

where they might best retain well-trained employees. Consequently, history, culture, and art play a very defining role in economic development.

Historic properties can be an important part of the culture for the City of Kirksville. These structures and properties can bring tourism to the area. They have appeal for those who want to retire and live in historic properties. The continued focus on and development of historic properties can bring positive results for residents in the years ahead. The Kirksville Historic Preservation Commission has taken the first steps toward this goal.

Chapter 7

Utilities

Introduction

The City of Kirksville provides water and sewer service to the citizens through municipally owned and operated treatment and distribution systems. The City is the primary supplier of water to the Adair County Rural Water district and its 3,000+ customers. Private corporations, operating under franchise agreements, negotiated with the City to provide electricity, natural gas, and telecommunications.

Water Supply & Distribution Systems

Source

The City of Kirksville draws its water supplies from two surface sources, Forrest Lake located just west of the City, and Hazel Creek Lake located northwest of the City. Forrest Lake was created in the 1950's. It has a surface area of 573 acres, and storage capacity of 4,470,000,000 gallons. It is owned by the City of Kirksville, and is managed as part of the Thousand Hills State Park. Hazel Creek Lake was constructed by the City in 1986, and has a surface area of 515 acres at normal pool, and storage capacity of 3,168,000,000 gallons. Recreational boating is not allowed on Hazel Creek Lake. Water is pumped from the two lakes to the City's water treatment plant located at the west edge of the City on Potter Avenue. The City has the capability to draw water from either or both lakes as required. These two lakes provide an adequate source of raw water to support the customers of the Kirksville water system and are in reasonably protected watersheds, assuring good quality as well as sufficient quantity of raw water.

Treatment

The City's current water treatment plant was installed in 1970 with major improvements in 1983, 2002, and 2007. The plant's capacity is currently 6.0 Million Gallons per Day (MGD). The plant uses a series of settling basins and chemical coagulation to remove impurities, followed by filtration thru a bank of 4 anthracite and sand filters. Final treatment is by chloramines. In 2013, the average daily demand was 2,300,000 gallons per day. The 2013 peak demand was 3,900,000 gallons per day. The system has seen a steady but manageable growth in demand. The system has consistently produced safe water of excellent quality as indicated by the annual report to consumers prepared as mandated by the Clean Water Act.

Distribution

The City of Kirksville owns and operates about 140 miles of water distribution mains, ranging in diameter from 2 to 16 inches. The City has embarked on a program to replace approximately 5 miles of water main each year, beginning with replacement of all mains under 6 inches in diameter. (The minimum diameter required to support fire fighting flow rates is 6-inches.) The City operates under an owner supervised maintenance program, as approved by the Missouri Department of Natural Resources. The system includes storage of over 1,500,000 gallons in one ground level water storage tank at the treatment plant, and another 2,500,000 gallons in the four elevated water towers around the city. The Adair County Rural Water District has 9 meters connected to the City's distribution system for service to rural customers. The distribution system covers all residents of the City.

Sanitary Sewer System

Collection

The City operates and maintains over 110 miles of gravity sewers ranging in diameter from 8 to 42 inches, 16 lift stations ranging in capacity from 30 gpm to 5,250 gpm, and 4.9 miles of forced mains. The City continually invests money in improving the City's sanitary sewer collection system by replacing undersized mains, lining damaged mains, repairing manholes, and removing sources of inflow and infiltration from the sanitary system. 99% of the citizens of Kirksville are served by the sanitary system. In spite of efforts to date, some sections of the existing system remain overloaded during major storms.

Treatment

The City's wastewater treatment plant was constructed in 1976. The treatment process utilizes the Rotating Biological Contactor (RBC) process. In 1986, 2000, and 2001 major improvements were made, including the addition of a bio-tower. The plant has a treatment capacity of 3.2 million gallons per day. The average sewage flow in 2001 was approximately 2.7 MGD.

The Missouri Department of Natural Resources determined that the current wastewater treatment plant could not continue to meet the standards for treating waste water. Voters in the City of Kirksville approved a bond issue in 2013, approving the construction of a new waste water treatment plant estimated to cost \$18,000,000. In August of 2013, a comprehensive evaluation of the existing wastewater treatment plant's unit processes was completed by Klingner and Associates in conjunction with HDR, an engineering firm, in order to identify the capacities and viability of reusing part of the existing facilities. In early 2014, plans for the new construction and modifications to the wastewater treatment plant are being evaluated by the Missouri DNR. Once approved, the project will go out to bid and construction is expected to start in 2014 and be completed in 2 years.

The objective of this project is to install a biological treatment system and to expand plant capacity in order to address future population growth and peak wet weather flows and to improve effluent quality for compliance with the phased implementation of the Bear Creek Total Maximum Daily Load (TMDL) and the anticipated National Pollution Discharge Elimination System (NPDES) permit requirements. The plant capacity will be increased to 4.0 million gallons per day (MGD) average daily flow and 12.0 MGD peak daily flow and will be designed to meet proposed current permit limits of 15 mg/l Biological Oxygen Demand (BOD), 30 mg/l Total Suspended Solids (TSS), and 2.9 mg/l (milligrams per liter) winter and 1.0 mg/l summer Ammonia. The proposed facilities and modifications include: a new influent pump station, new headworks building with mechanical screening and grit removal, new biological treatment system that includes two aeration basins, new blower pad, new secondary clarifiers, new effluent metering and NPW (non potable water) pump station, new Return Activated Sludge (RAW)/Waste Activated Sludge (WAS) lift station, new scum pump station, modifications to existing anaerobic sludge digesters, and modifications to the existing control building.

Storm Sewer System

The City's storm sewer system is managed as part of the street system, and is maintained by the public works street department. Approximately 30 percent of the city is served by a storm sewer system. 33% of the city's streets have curbs and gutters. The City of Kirksville was designated as a small municipal separate storm sewer system (MS4) by the Missouri Department of Natural Resources as part of the NPDES Phase II program. The City is required to develop and implement a Storm Water Management Program (SWMP), and to have a storm water discharge permit.

Electric System

Ameren Missouri provides electric service for the majority of Kirksville's citizens under franchise granted by the City of Kirksville. Ameren Missouri supplies electric service to a 44,500 square mile area in Missouri and Illinois, including service to 506 Missouri Communities. Ameren Missouri, a private investor-owned utility, serves approximately 1.2 million electric customers in Missouri. Ameren Missouri system electrical power generating capacity is approximately 10,300 MW. 73% of this energy is generated from coal-fired plants, 24% from the Callaway Nuclear Plant, 2% from renewable energy sources, and 1% from gas. Ameren Missouri has interconnection points with over 20 other Midwest electric utility companies.

Ameren Missouri has existing 161,000-volt transmission lines and 69,000 volt and 34,500-volt sub transmission lines in their service area. Service voltage available for primary customers is:

13,800 volts, 3 phase

4,160 volts, 3-phase

Voltage for secondary customers is:

120/208 volts, 3 phase

277/480 volts, 3 phase

240 or 480 volts, 3 phase

120/240 volts, single phase

Within the City of Kirksville, both primary and secondary services are available. Since 1970, all electrical service in new residential subdivisions has been underground. Service in the downtown area and in older residential neighborhoods remains overhead. An adequate supply of electrical power has been available to Kirksville customers, with no degradation or interruption of service due to overloading. Ameren has been slowly replacing overhead lines with buried lines for the last several years, to provide a more reliable power supply.

Natural Gas

Liberty Utilities, whose parent company is Algonquin Power and Utilities Corporation, is under franchise from the City, and provides natural gas to Kirksville customers. Liberty serves approximately 56,000 customers in Missouri, and also operates in Arizona, Arkansas, California, Georgia, Illinois, Iowa, Massachusetts, New Hampshire, and Texas. Natural gas supply to the City of Kirksville is via a 6-inch one-way feed from the Iowa line. Pressure at the Kirksville

distribution point is 150 psi. An adequate supply of natural gas to support any reasonably expected industrial and residential growth in Kirksville is available. Local communities that Liberty supplies with natural gas include: Edina, Greentop, Lancaster, LaPlata, Memphis, and Queen City. Liberty supplies other utilities besides gas to selected communities, with 61% of their customers using gas, 19% using their electricity, and 20% using water sold by Liberty.

Telecommunications

Telecommunications and communications in general have exploded in both business and personal use in the last 10 years. Cellular telephone use especially, in this period of time, has mostly everyone carrying a personal cell phone for personal use. Many businesses provide their employees with cellular phones, to provide improved communication. Stores and businesses have been opened and these types of businesses are still growing and building new structures to provide phones and related services to their growing base of customers. Landline telephones in personal residences are fast losing their appeal, as customers see a way to have one less bill and decide to discontinue their use of traditional home telephone service. The Kirksville area is served by Southwestern Bell for conventional telephone service, as well as other wireless communications. Cellular Telephone service is available through several companies. CableOne provides Cable Television Services as well as phone and internet services. As technology and especially wireless technology advances, additional telecommunication services are developed.

Utilities Analysis

The City of Kirksville has an adequate supply of raw water, and sufficient treatment capacity to meet anticipated needs and growth for the next 10 to 25 years. The current plans for a new sewer treatment process and equipment modifications will ensure that wastewater treatment will meet the city's needs for another 30+ years.

As technologies continue to develop, Kirksville will need to insure that its telecommunications infrastructure stays competitive. The community will also need to work to demand these quality services, as the providers develop their long-range plans for infrastructure enhancements.

Chapter 8

Goals and Plans

Introduction

The City of Kirksville's Comprehensive Plan establishes a vision for the City of Kirksville by identifying those areas where goals and objectives should be considered. These plans and goals should provide citizens and employees of the City a framework to establish the general goals that the community should strive for, and those specific goals that the employees of the City should strive to attain.

Each year, the Kirksville City Council meets to determine what their goals are. These general goals are outlined here for the Comprehensive Plan and the plan will be updated annually to reflect the new goals that the city council is working towards. These general plans could be changed or modified at any time during the life of the Comprehensive Plan.

The several Department Heads reporting to the City Manager for the City of Kirksville have identified specific projects that they have been assigned to work towards. These are identified below and progress towards these goals will be provided via an annual update section.

General Goals of the City of Kirksville - 2014

Economic Development

Insure that the community's comprehensive economic development programs are retained

- Coordinate/encourage quarterly meetings with all economic development operations
- Understand the budgets of each economic development organization within the community
- Facilitate partnerships whenever possible between the economic development organizations
- Work to maintain the Economic Development Alliance, one-stop economic development shop

Expand economic development efforts to include other areas of focus specific to the City's efforts, excluding industrial recruitment and tourism

- Meet with Major Employers annually
- Work with local realtors, building owners to market available commercial buildings
- Inventory existing businesses to determine gaps in services and work to attract franchising businesses to the community
- Attend the monthly Chamber of Commerce Economic Development Committee meeting
- Market the low interest loan program available to downtown building owners to improve store fronts/facades
- Market City's airport property identifying businesses ideal for this location
- Develop incubator program with KREDI and MREIC at the EDA building
- Work with educational institutions to find out how to retain workforce to adapt to new work environment

Continue to work with the Kirksville Regional Economic Development Incorporated (K-REDI), Kirksville Area Chamber of Commerce, and the Missouri Rural Enterprise and Innovation Center to attract and expand business in Kirksville

- Support day-to-day operations through use of city facilities, access to staff expertise, etc.
- Maintain Community Profile, keep website up to date including property listings, develop flyers, brochures when needed,
- Provide up-to-date information on airport services and improvements
- Identify incentives based upon criteria established in City Council Policy #9 Economic Development
- Assist with the preparation of individualized presentations under direction of Director of Job Creation
- Pursue state and federal incentives available for projects as recommended by KREDI and staff

Continue to work with the Tourism Office to develop a tourism program expanding the number of visitors to Kirksville

- City Manager and a Council appointee will serve on Tourism Board
- Assist in identifying target organizations, events and activities
- Provide City support in planning, organizing and hosting events
- Encourage a comprehensive marketing plan that includes benchmarks for success
- Support efforts to promote Kirksville along new Highway 63.

Work with the State of Missouri, TIF Commission, downtown partners, KDIC, downtown businesses, property owners, residents and the community on DREAM

- Continue to work with the State of Missouri on DREAM process
- Identify projects key for collaboration
- Meet with the KDIC to discuss DREAM and Downtown Progress including membership/fundraising status

City should focus on retail and service sector attraction and retention

- Identify potential retail companies that are needed to meet community needs soliciting interest through mail, email and telephone contacts
- Identify potential service providers that are needed to meet community needs soliciting interest through mail, email and telephone contacts
- Assemble list of available properties through local real estate offices that would be placed on City website and marketed to targeted retail and service companies
- Develop low interest loan program including application requirements to include financial information, focus of the loans, and process for review and approval
- Help businesses develop a web presence
- Develop a shop local campaign – include success stories
- Conduct surveys to find out why people shop in Kirksville, why businesses chose to locate to Kirksville

Quality of Life

Develop Survey instruments throughout the year that focus on timely community issues.

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- Use Kirksville Connection to ask questions of citizens seeking input on a variety of topics. Questions in the Connection should be limited to no more than 3
 - Work with other organizations and community groups to determine interest of citizens on topics of mutual interest (similar to Day Care and Community Needs Assessment)

Continue to identify infrastructure needs within existing areas of the City of Kirksville

- Annually evaluate the quality of existing streets using paver system, water working with Missouri DNR on owner supervised program, sewer, storm drainage, and lighting
- Identify future needs for each community park through the creation of park plans
- Work to eliminate sub-standard housing conditions as identified using low interest loan funds
- Explore the possibility of implementing a wireless network for the community
- **Continue to provide** support to the Adair County Humane Society to guarantee the sustainability of these animal care services
- Evaluate the existing hike/bike trail plans and develop a complete streets plan to implement

Continue to implement and enforce beautification efforts to promote community pride

- Work with Community Groups to encourage a focus on “Community Pride”
- Implement a plan to maintain the downtown public spaces identifying those areas that are the responsibility of the City’s Public Works Department
- Enforce City property maintenance codes
- Expand the City’s Adopt-a-Street Program, evaluate an Adopt-a-Spot Program
- Use loan repayment funds to provide low interest loans to qualifying home owners for housing renovations including roofs, windows, siding, etc.
- Create a Community Day to reinvest back into the community

Sponsor community-wide events – include all events whether cash or in-kind support given

- Red, White and Blue Festival
- Friday Nights on the Square
- Art in the Park program
- Cape Air Airfest
- NEMO Triathlon
- TSU Parade
- KHS Parade
- St. Patricks Day Parade
- Provide staff and equipment support to Truman, ATSU and public school for special events

Establish Open Communications

- Promote events
- Create a robust online presence through website
- Respond to citizen comments through use of electronic medium
- Develop surveys that provide feedback to the City

Work with Community and Community Organizations on Items of Mutual Interest

Fiscal Responsibility and Efficiency in Government

Cost Saving Ideas

- Produce cost savings ideas on how to reduce the budget – focusing on increments of \$5,000 or more
- Track cost savings measures and carry implemented ideas over year after year including the evaluation of savings using OPIS (oil price information service)
- Encourage employees to come up with cost savings measures

Long Range Planning

- Analyze costs compared to benefits for new projects or programs, as part of the research process
- Develop long range plans of 5 years and 10 years plus for all city owned buildings and facilities
- Develop a five-year rolling revenue projections for each of the following funds: General, Capital Improvements, Transportation Sales Tax, Airport, Aquatic Center
- Continue to develop an action plan to address upcoming state regulations for the wastewater treatment plant to insure compliance with new State and Federal regulations

Staff Retention

- Provide orientation to all new employees including review of personnel benefits and job responsibilities
- Complete performance assessments within 30 days of employee's anniversary date
- Explore incentives for those individuals who perform beyond expectations
- Continue recognition of work by City Manager providing small incentives
- Minimize recruitment and training costs and lost productivity by increasing retention levels of employees through improved wages
- Improve communications at all levels of the organization through newsletters, payroll stuffers, employee meetings, email correspondence, department meetings
- Provide necessary training needed to maintain required certifications
- Develop a plan to encourage employees interested in advancement

Build Partnerships

- Continue the implementation of joint purchasing for office supplies and building maintenance supplies. Work to identify other possible internal purchases to include common items like safety equipment, herbicides, etc.
- Explore with other governmental groups – i.e. school district, county, etc. on potential joint purchasing projects
- Explore technology enhancements that would allow citizens more access to City services online such as bill payments, permit purchasing, license renewals
- Continue partnership meetings with Adair County Commission, Kirksville R-III, Truman State University and ATSU
- Develop partnerships with other organizations – Arts Association, KDIC, Chamber of Commerce, etc.
- Identify other partnerships, hosting meetings to identify shared goals and agendas

-
- Continue to foster strong relations with existing community partners – Chamber of Commerce, Kirksville Airport Association, Kirksville Arts Association, KDIC, KBSA, service clubs and other organizations
 - Continue to work with State and Federal partners on shared goals and agendas – DNR, MDC, MoDOT, FAA, and state and local representatives
 - Build partnerships with citizens on shared issues of concern
 - Continue to work within Region B RHSOC of the state of Missouri

Protect City Owned Assets

Asset Inventory

- Insure that responsible city purchasing practices are in place and followed
- Determine what are the City's assets – people, property, equipment, services, etc.
- Analyze the overall value of experience and training that is currently in place for city positions
- Determine the effectiveness of establishing a city-wide Inventory system to track all city-owned property
- Secure an engineering firm to work with the City on future Airport projects

Asset Protection

- Complete a survey of peer cities including list of services provided to determine how we compare
- Continue to implement and update long-range plans for capital assets – water, sewer, streets, buildings, parks and airport
- Prepare a comprehensive document that includes the five-year plans for water, sewer and streets, incorporate the long range plans of the City's Comprehensive Plan into this document
- Develop long-range plans for public buildings, parks and airports
- Determine costs of long-range plans, calculate costs and outline funding plans to support efforts
- Work with other partners of the E911 Joint Services Board to develop a long-term sustainability plan for the E911 Center

Community Pride

- Communicate capital plans to the citizens through the Kirksville Connection, hosted public venues, website and cable channel 3
- Communicate this information to the general public through City Council meetings, Commission Meetings
- Work with citizen groups to establish ways to address issues that arise through collaborations identifying responsibilities of all concerned and determining appropriate course of action for each
- Support the efforts of organizations who are focusing on a community pride campaign

Specific Goals of the City of Kirksville - 2014

The projects listed below have been assigned to the various Department Heads of the City of Kirksville:

Airport Director

1. Make substantial improvements to the Kirksville Airport Terminal. Built in the 1970's, the passenger terminal has received minimal updates. With the success of the essential air service program and steady passenger flow, terminal modernization is necessary. The passenger terminal was built with a flat tar built up roofing that has constant leak issues. A new pitch roof to eliminate standing water and snow is greatly needed. Updated energy efficient windows will help with heating and cooling. The floors and bathrooms are over 30 years old and need updating. Furniture and ticket counters are also very old and need replacing. Some room expansions should also be considered due to the limited space for the Transportation Security Administration and passenger holding areas. Updating the passenger areas will help increase ridership and make the Kirksville Regional Airport more presentable to new and prospective businesses, students, and citizens. With a positive economic output of over \$6 million dollars to the community, per MoDOT studies, these Airport investments are good for the community and taxpayers.

2. Make improvements to the airport runway surface. Runway age, damage, and replacement is being studied. With steady use and harsh weather conditions the runway is showing cracks and displacement in the concrete. The airport staff is working with MoDOT and the Federal Aviation Administration (FAA) to secure grants to cover up to 95% of the cost. The FAA has indicated that the runway could become a future safety issue and is monitoring the cracks closely. Increasing the weight capacity of the runway will be crucial when the replacement is done. This will allow larger planes to land and will increase the profit margins in fuel sales. With the current instrument land system and where the Kirksville Regional Airport lays in the National Airspace System, a new and heavier load capacity runway is needed. This project will increase the amount of air traffic and will give the airport the capacity to grow as the community, business, and local colleges grow.

Assistant City Manager

1. Continue to encourage and support the Kirksville Downtown Improvement Committee, Inc., to develop a consistent organizational structure that includes projects eligible for non-profit funding and identifies and incorporates funding mechanisms in its structure. The City is working with the KDIC to reorganize themselves now. They should be on more solid footing within 3 years and can then look to expand their offerings and activities.

2. Increase the interconnections between the hike/bike trail and the downtown sidewalk system, to key destinations for shopping, education, and recreation. City staff has revised the master trail plan for the city and has continued to look for grants and projects that will make the plan a reality. The recent success that we have had with the Safe Routes to School grant program will help to connect several major hike/bike sidewalks and trails. Staff should continue to explore ways to complete the other sections of the trail system while the momentum is strong.

The next focus should be on extending the hike/bike trail to North Park and an increased focus on the FLATS project.

Codes & Planning Director

1. Pursue the process of allowing City Code Inspectors the capability of writing tickets for Municipal Nuisance Violations (trash, rubbish, grass and weeds, unlicensed vehicles, display of furniture, and etc.). This ticket would actually be a summons to Court for the offender to be able to enter a plea of Guilty or Not Guilty. The reasoning is that some people are prior and persistent offenders of city ordinances. The ticket writing capability is seen as a fast track to bring these people to court and to clean up trash or tall grass on properties so they are abated more quickly. The current method of personal contact, writing letters, due dates, etc., would continue to be used as well for normal circumstances.

2. The current sign code of the City of Kirksville has several areas where interpretation must be used for different situations. Illegal signs are a persistent problem in the City. The sign code should be as detailed in order to cover as many different situations as possible. This will help to remove the judgment needed to determine some sign situations.

3. A landscaping ordinance for new commercial businesses coming into the City of Kirksville has been discussed with the city council should be written. The writing of a new ordinance is necessary, to have attractive businesses up and down our commercial business strips, especially Baltimore Street. An ordinance should provide a balance on the minimum green space necessary to make an attractive location, while limiting the financial burden on any new business starting up.

Finance Director

1. Implement a finance policy and system that will accept credit card payments from citizens for all city transactions – such as parking tickets, permits, airport sales, fines, fees, etc.

2. Modify the current water billing system to allow customers to sign up for water service and to activate their water service on-line.

Fire Chief

1. To build a state-of-the-art training center for the Kirksville Fire Department and Region B. This would include a burn/search building, a tower, a collapsed building, and an area for auto extrication, incorporating the burn pit that already exists.

2. To build a storage facility with a storm shelter in the basement. This would allow all city departments to have a storage area located at the Public Works facility. By putting a basement under the storage facility the City could provide a storm shelter for the citizens of Kirksville.

Human Resources Director

1. Determine the funding needed for increasing the LAGERS retirement percentage level for City employees, and plan for the implementation of this employee benefit.

2. Work toward developing and implementing an internet recordkeeping system to record hours worked (e.g., time in and time out).

Police Chief

1. With sufficient staffing/resources, increase the interaction and collaboration with the Kirksville community; continuing with face-to-face/personal contact and enhancing those efforts by focusing on increased utilization of electronic social media (e.g., Facebook, Twitter, TextCaster and other similar systems), increasing those enrolled in such electronic efforts by 25%, in total, by 2016.
2. Work in collaboration with other regional partners to develop a dedicated law enforcement firearms range by the end of 2016.

Public Works Director

1. Construct a new waste water treatment plant to meet all current DNR and EPA specifications in order to efficiently treat the waste water for the City of Kirksville
2. Implement a traffic signal upgrade project to improve traffic flow in the City of Kirksville. This could include modifications to the synchronizing, removal and/or addition of traffic signals.
3. Review, study and possibly implement replacement of streetlight lamps and fixtures in the City of Kirksville in order to reduce energy usage and improve street lighting.

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