

Kirksville Downtown Design Guidelines

Kirksville Downtown Partners

Powers Bowersox Associates, Inc.
Architecture, Planning, and Interior Design

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December 6, 2004



Powers Bowersox Associates, Inc

PBA

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Ms. Mari Macomber
City Manager
City of Kirksville
201 South Franklin Street
Kirksville, MO 63501

Re: Downtown Kirksville Design Guidelines

Dear Ms. Macomber:

The downtown Partnership has over several years articulated their desire to transform downtown Kirksville into a "quaint and historic" district. The Partnership's vision for this district is characterized as pedestrian friendly, commercially successful and visually appealing to residents, students and visitors.

Downtown Kirksville is currently neither quaint, pedestrian friendly, nor visually pleasant. Although certain elements of the City's rich architectural history remain, many of the late 19th century buildings have been severely altered. The majestic Adair County Courthouse is visually appealing as it prominently anchors downtown. Unfortunately, the character of the traditional buildings surrounding the courthouse square is diminished due to metal siding and canopies added several years ago. Additionally, the urban character and density was permanently changed when a parking lot was placed along the entire block on the west side of the square.

Conditions do not improve when one walks one or two blocks off the square. Parking lots and aging or missing sidewalks dominate the landscape. Streetscape and landscape are almost non-existent. The materials, scale and detailing found on the recently constructed buildings are not compatible with a historic district.

Can Kirksville achieve the mission articulated by the Partnership? We believe in the affirmative. In spite of shortcomings, we believe there is sufficient historic infrastructure to build on. And, most importantly, as represented by officials and members of the public who participated in the design guidelines planning process, there are community leaders committed to achieving results. The intent of these guidelines is to provide planning and design tools to help guide these efforts.

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The following are summary findings and recommendations organized as short and long term objectives. Because capital financial resources are limited, many recommendations can be achieved with minimal funds. Short term recommendations are those that could start or be completed within 6-12 months.

Short Term Recommendations

1. *Undertake regular clean up, paint up programs.* The City and merchants should work together to keep streets and sidewalks and other public spaces clean. Leaf pick-up should be structured. Sidewalks should be power washed on a regular basis.
2. *Keep sidewalks and streets in good condition, free of obstructions and debris.*
3. *Remove canopies surrounding the courthouse square.* This program should be a public-private partnership. If merchant agreement cannot be reached, a phased program on a block by block or building by building basis should be established.
4. *Implement a merchant policy prohibiting daily long-term employee or owner parking on the square.* Except for deliveries and short term, parking on the square should be reserved for customers.
5. *Continue and encourage seasonal events and downtown improvement programs.* Establish an annual recognition awards program for downtown achievements. Award events increase public awareness and honor good citizenship.
6. *The City should establish through municipal ordinance an Architectural Review Commission who shall be responsible for design guideline review and approval for design proposals in the Old Town District.*
7. *Any new exterior building alterations, including additions, exterior signage, painting, or lighting should be reviewed for guideline compliance.*
8. *Establish a Main Street Program as organized by the National Trust for Historic Places.* State of Missouri, regional and national resources are accessible through this organization. This program offers networking opportunities to learn about successes in other communities.
9. *Investigate the possibility of obtaining certification for listing the Courthouse Square in the National Registry for Historic Places.*
10. *Encourage building owners to utilize State of Missouri investment tax programs for capital improvements.*
11. *Conduct a parking study to provide assessment data for existing and future parking policies and needs.* A parking study is needed to establish precise numbers of available and required parking spaces.
12. *A way-finding and Old Town District street sign program should be defined and implemented.* Specific locations and sign designs should be determined, fabricated and installed.
13. *Continue city planning related to streetscape recommendations for the courthouse square, Franklin and Jefferson streets connecting downtown to Truman State University and A.T. Still University.* Conduct utility and traffic studies related to these recommendations.
14. *Relocate Saturday Market to Elson Street on west side of courthouse.*

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Long Term Recommendations

1. *Continue any tasks not completed in short term recommendations.*
2. *Conduct building by building upgrades to meet downtown design guidelines.*
3. *Implement the courthouse square, Franklin and Jefferson streets streetscape recommendations.*
4. *Remove north parking lot at courthouse. Sod, replant and landscape site. Illuminate courthouse to reinforce prominence of building as downtown historic structure.*
5. *Maintain and make repairs to street and alley infrastructure. Streets, alleys and curbs should be well maintained, free of potholes, broken or missing curbs.*
6. *Evaluate and organize perimeter parking lots to make them more accessible for employee parking and downtown visitors.*
7. *If desired, implement streetscape lighting.*

While several years may be required to accomplish these recommendations, we think to do so your grandchildren will be proud of your action.

On behalf of our team, Terry and I wish to thank you, your staff and the Partners for the cooperation and courtesies extended to us during this assignment. We hope you will continue to think of us as a professional resource as you proceed with the tasks ahead.

Very truly yours,

Fred A. Powers, AIA
Powers Bowersox Associates, Inc.

Terence C. Harkness, FASLA
The Office of Terence C. Harkness, Landscape Architect

Acknowledgements

Without the input and support from the following groups, these guidelines would not have been possible:

TIF Commission
Downtown Partners
Kirksville Downtown Improvement Committee
Downtown Business Owners
City of Kirksville Staff
Citizens of Kirksville
Terence Harkness, FASLA
Powers Bowersox Associates, Inc.

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I. DESIGN GUIDELINES

1. Background

Kirksville beginnings and the courthouse square

Previously known as Long Point, then as Hopkinsville, the city named after its first postmaster, Jesse Kirk, became the town of Kirksville and the county seat for Adair County in 1842. The first courthouse was located across the street from the present courthouse in a temporary one-story brick structure serving the county until a permanent building was constructed in 1853 on the current courthouse square. The county had designated the square

as the permanent courthouse site. On April 12, 1865 this courthouse was destroyed by fire. For the following 30 years the county did not have a courthouse. During this time the square was frequently known as the "park". When voters approved the design and construction of the present courthouse in 1896 some people had proposed sites away from the courthouse square, on one where only one entry would be required. They believed a single entry would lower construction costs. When Midwest counties were established in the 1800's, properties located around the courthouse square were typically the highest land values in the county. To preserve these land values, most courthouses, including the present Adair County Courthouse, had entries on all four sides of the building. The rusticated Ohio blue sandstone structure, whose main entry faces south, was completed in 1898. The dedication ceremonies were reported to have attracted 15,000 residents. The building was designed by R.G. Kirsch and Co. of Milwaukee, Wisconsin. He later designed courthouses similar to the Adair county courthouse in Carroll, Polk and Vernon counties.



Historic photo of Harrison St. North of Courthouse



Adair County Courthouse

The 2000 census put the population of the City of Kirksville at 16,988. The estimated population in 2004 is 17,100. Kirksville supports manufacturing companies, regional commerce and two nationally recognized institutions. Truman State University, formerly known as Northeast Missouri State University and Northeast Missouri State Teachers College, was founded by the legislature as the Firsts District Normal School in 1870. Located about four blocks south of the courthouse square, the University's current enrollment is over 5,800. The campus of A.T. Still University, including its hospital, is situated about two blocks southwest of the courthouse square and extends several blocks to the west. Opened in 1892 as the American School of Osteopathy, the school combined in 1926



Pickler Library, Truman State University



Jefferson St. looking East



Harrison St North of Courthouse

with the Andrew T. Still College of Osteopathy and Surgery, established in 1922, to form the Kirksville College of Osteopathy and Surgery. Current enrollment is 1,100.

As in many mid-western small towns, new commercial and residential development has generally taken place along the outlying highway. This development is frequently characterized by national chains located in shopping centers, while older downtown commercial districts and adjacent residential neighborhoods face declining customers and residents. Although Kirksville does not have an interstate highway, U.S. Highway 63, located on the east side of the city, has been a focus for new development during recent years. In spite of this development, downtown Kirksville appears healthy judging by building occupancy. The ground level retail located around the courthouse square, including surrounding blocks, appear to be well occupied.

Although the downtown district has vitality, the character of the downtown has dramatically changed during the past 50 years. The distinctive turn of the century architecture has given way to modern trends thought to help keep the downtown competitive with new developments. These trends may be grouped in three categories. The first is the application of various metal and wood “sidings”. Installed with the idea of being maintenance-free, these panels have become advertising signboards for the merchants. Although these panels are not attractive, they have served to “mothball” the original facades. The second was the construction of permanent canopies in the 1960’s, which through federal funds were frequently found in small Midwestern towns. The intent of these canopies was to provide the weather protection one might expect in an enclosed shopping center. The third trend was to find ways to make downtown parking easy to find. This resulted in the creation of one-way streets, new parking lots and free parking in the commercial district.

While downtown Kirksville has experienced all of these trends – to varying degrees of success – it has recognized that the future success of downtown must address a number of concerns that must be improved in order to achieve long-term success.

Kirksville Downtown Improvement Plan

In 1999, four local representatives, each holding a critical interest in the success of downtown, formed a partnership and steering committee to develop an improvement plan addressing the future needs of downtown. The partnership and steering committee included the City of Kirksville, the Downtown Improvement Committee, A.T. Still University and Truman State University. The Partnership retained a consulting firm whose recommendations included guiding principles that feature the creation of distinct “areas” that complement each other and incorporate new development and redevelopment by local business and property owners, public entities, and local institutions.

The plan cited the following goals as related to each of the various districts and linkages in downtown Kirksville. They include:

- *Employment / Service District – Goal: Support the development of business activities that provide employment and service opportunities to the residents of Kirksville market area.*
- *Downtown Commercial / Town Square – Goal: Build upon the success of downtown by developing a destination atmosphere based on a mixed use approach, including entertainment, residential, commercial and special activities in an inviting and unique atmosphere.*
- *Community Access / Technology Hub – Goal: Provide a center for all residents in the Kirksville market area to utilize technology and community support services in their quest for information, education and business development.*
- *Jefferson Street – Goal: Recognize and highlight this corridor as a major entryway and linkage to the downtown area from Highway 63 to the A.T. Still University campus.*
- *Franklin Street – Goal: Recognize and highlight this corridor as a major entryway and linkage to the downtown area from Highway 63 through Truman State University and into the courthouse square.*
- *A.T. Still University and Truman State University – Goal: Utilize a cooperative approach to addressing growth and development issues that incorporates consideration of community development goals in adjacent areas as well as institutional needs.*
- *Downtown Neighborhoods – Goal: Stabilize residential uses in a manner that maintains a safe living environment and encourages diversity of housing opportunities within the development framework of downtown.*

The plan addressed numerous issues including public policy, development strategies, land use and design with respect to physical improvements that build on the positive characteristics of downtown Kirksville. Since the plan was completed, at least two of the plan's recommendations were implemented. A new movie theatre, which was cited as needed in downtown, was constructed on the block west of the courthouse square. This development also included public streetscape improvements including new brick and concrete sidewalks and monumental signage designed in response to guidelines established in the Downtown Improvement Plan. Other recent developments in the Old Town district include the new Adair County Law Enforcement Center and new Kirksville police station.

In 2003, the Downtown Partners began a process to establish design guidelines to help them define the physical improvements to achieve the following goals from the Downtown Improvement Plan.

In 2004, Adair County became an important member of the Partnership. The county courthouse occupies the most important site in downtown Kirksville. As future improvements are made to the courthouse site and square the County's role in planning and decision making process will be vital for downtown success.

2. Guidelines - Intent and Objectives



The intent of the guidelines is to provide design recommendations to help the Kirksville Downtown Partners achieve the aesthetic qualities described in the Downtown Improvement Plan. Focus groups conducted by Kirksville Downtown Improvement Committee, Inc. (KDIC) revealed strong public opinion that the central business district should be “quaint” and “historic,” featuring unique retail shops, restaurants, nightclubs, professional and service oriented businesses, non-profit and governmental organizations, financial services, and residential properties. KDIC has adopted the identity of "Old Town" to describe this unique downtown district. The Old Town district is an area bounded from the south side of Illinois Street to the north, east to the alley east of Marion Street, south to Jefferson Street, west to Marion Street, south to Normal Street, west to Main Street, north to Pierce Street, west to Osteopathy Street, north to Washington Street, east to First Street, then north to Illinois Street. The area represents approximately 50 square blocks. Through simple design principles such as basic building materials, texture, pattern, color, scale, lighting and landscape, the guidelines are intended to enhance Old Town's quality of life for future development while preserving Kirksville's rich cultural and architectural heritage.

“Old Town” boundaries

In addition to addressing Old Town development, the guidelines include specific recommendations for making visual improvements responding to three important goals contained in the Downtown Improvement Plan. Conceptual design recommendations are proposed for the following:

- *Downtown Commercial / Town Square – Goal: Build upon the success of downtown by developing a destination atmosphere based on a mixed use approach, including entertainment, residential, commercial and special activities, in an inviting and unique atmosphere.*

While the guidelines apply to the entire Old Town area, the conceptual design recommendations have been prepared to illustrate how the courthouse square, the civic and architectural focus of the downtown core, can be improved by incorporating guideline principles.



Courthouse square at Harrison and Elson St.

Observations and Recommendations

The successful development of Kirksville's downtown business district will require a long term commitment to improving the core setting both in terms of retail culture and physical environment. The following are summary consultant observations and recommendations for improving the downtown core.

- *The profitability of each downtown business establishment will be significantly determined by the success of the downtown core. It is vitally important that each merchant understand the development mission, cooperatively work towards enhancing the entire courthouse square and avoid preoccupation with their individual needs. This applies to both cultural and physical improvement issues. For example, all merchants must be committed to creating a district known for **customer friendliness**. Parking should be for customers, store hours should be open as long as economically possible and not closed during the noon hour as has been reported.*

While it is understandable that merchants are focused on the success of their individual establishments, their ultimate prosperity, however, will be tied to the success of their retail surroundings. The developers of strip malls and shopping centers understand these dynamics. The retail area defined by the courthouse square is much like a shopping center. Its character is shaped by the courthouse and surrounding traditional buildings. Developers of shopping centers frequently invest millions of dollars to attract customers by creating unique architecture, theme settings and management procedures that attract and maintain quality retail experience. Individual merchant success in these centers is connected to perception of the entire center. When the center as a whole is well perceived, each merchant benefits. When the center fails, each merchant suffers. The courthouse square faces similar challenges.



Existing façade covered by metal siding



Existing sidewalk canopy

- *The downtown core should be known as **pedestrian friendly**.* While ease of parking and merchant visibility should be maintained, it should not be done at the expense of or discomfort to pedestrians. The downtown core should be perceived in its totality as a pleasant destination. The design guidelines provide suggestions on how to make the downtown walking experience a pleasant one.
- *To achieve an "historic and quaint" character, building owners should remove all metal sidings and restore building facades facing the street.* Expressing the unique detailing, materials and proportions of each facade of these traditional 19th century buildings must happen to establish the district's historic character. Presently the metal sidings convey a scaleless billboard-like image.



Example pedestrian friendly environment

- *The sidewalk canopies surrounding the courthouse square should be removed.* These canopies detract from building facades, are expensive if properly maintained, and severely block natural light. They overpower the character of the courthouse square. The individuality and collective perception of buildings on the square are lost because of the canopies. Existing florescent lights located under the canopies produce severe glare and do little to enhance retail store displays. While canopies do permit some protection from the elements an individualized awning system can achieve similar results without detracting from the building character.
- *The courthouse and its grounds are the crown jewel of downtown. As such, there should be an on-going commitment to improving the courthouse and the grounds it occupies.* Our recommendations to improve the courthouse site are described later in this document. They feature improving public amenities, landscape, exterior building lighting, and removing the parking lot to restore the grounds as a "park" setting.
- *Free parking at the courthouse square should continue; however, the practice of employee and building owner parking on these streets should be eliminated.* These spaces should serve visitors and customers. There appear to be ample off the square parking to meet employee needs. Physical improvements to parking lots one or two blocks off the square might encourage greater off square employee parking, as well as customer parking to accommodate any loss resulting from the parking lot on the courthouse grounds.

- *The city and building owners should adopt a uniform streetscape design and develop a short and long-term implementation plan.* Streetscape planning should include evaluation and recommendations for sub-surface utility improvements, new sidewalks, street furniture, lighting and landscape. Streetscape design recommendations are included elsewhere in this report.

Specific recommendations are found in the design guidelines and the section describing courthouse square improvements.

- *Jefferson Street – Goal: Recognize and highlight this corridor as a major entryway and linkage to the downtown area from Highway 63 to the A.T. Still University campus.*

Conceptual design recommendations are presented illustrating pedestrian linkages from the courthouse square to the A.T. Still University campus. The university strives to be a national leader in geriatric research and living environments for senior citizens. To attract senior citizens to Kirksville, A.T. Still University believes its success will be dependent on improving the visual character of downtown Kirksville. Retirees, like most people, are attracted to pleasant living environments. Enhancing the pedestrian experience from the university and retirement living area To Whom It May Concern: downtown will benefit both downtown and the university.



Existing Jefferson St. looking East

- *Franklin Street – Goal: Recognize and highlight this corridor as a major entryway and linkage to the downtown area from Highway 63 through Truman State University and into the Town Square.*

Improving pedestrian accessibility and the visual character of the corridor between downtown and Truman State University will benefit both the university and the city. Franklin Street serves as the primary link between the campus and downtown, thereby representing one of the first impressions formed by visitors to the campus.



Existing Franklin St. looking North

3. Old Town Design Guidelines

Buildings

Massing & Building Height

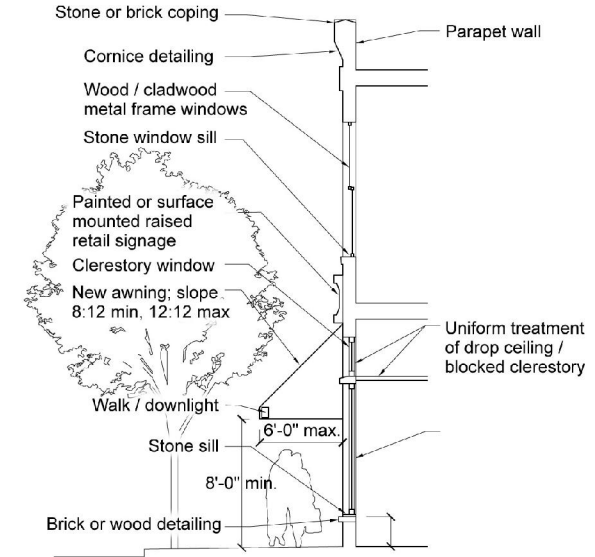
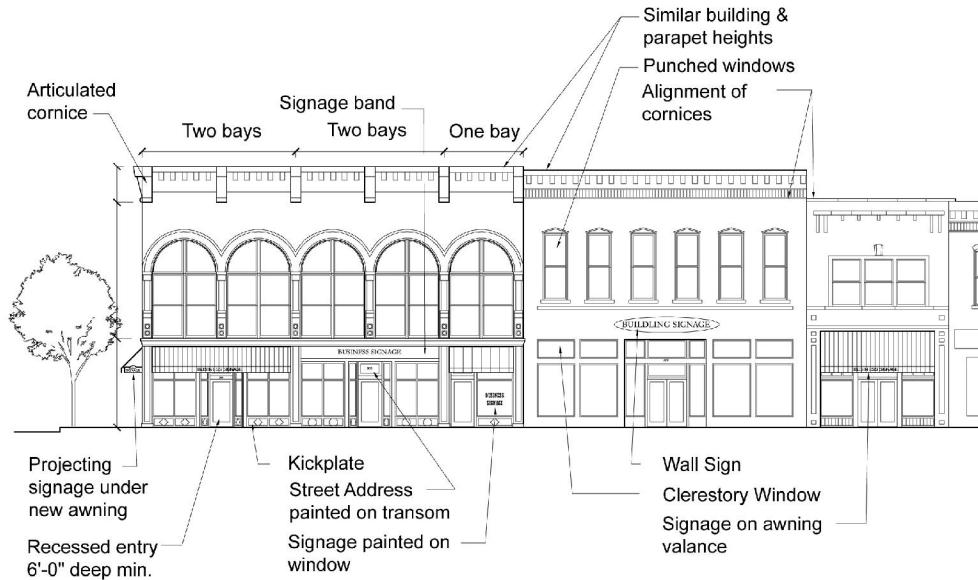
The density, size and height of buildings play an important role in establishing a critical mass of development to draw customers, visitors and other activities to a particular area. Most areas of the courthouse square represent good examples of these conditions. Future development of Old Town should promote the continuation of this character.



- **Form and Proportion** - New construction should express appropriate form and proportion to the traditional buildings found around the courthouse square. New buildings should be rectangular, face the street and align with the front of the property line.
- **Setbacks** - The first two or three floors of a building should maintain a consistent line along the front setback except to provide recessed storefront entrances, a special corner feature, or usable open public space, or to form a mid-block pedestrian passageway, if desired.
- **Heights** - Building heights for new construction shall conform to city zoning regulations.
- **Adjacent Buildings** - New buildings should respect the scale of their neighboring buildings. In general, new buildings should not be more than two stories above adjacent buildings. Corner buildings should be at least two stories to maintain proper density emphasis.
- **Floor heights** - Floor to floor heights should be similar to those of adjacent buildings to maintain the consistency of the architectural character.

Façade Elements

To create an “historic and quaint” character in the Old Town district, careful attention should be given to building design elements such as rhythm, proportion, and detailing. Although each building is unique, collectively composed they should be perceived as balanced, conveying a distinctive character.



North Elevation and Section of Harrison Street, illustrating concepts of Old Town design standards

Rhythm



Existing Journal Printing building

- Lot widths** - Traditional downtown building lots in the courthouse square were divided into parcels approximately 25 feet wide. Some were wider. Outside of the square, the lot sizes were often wider. The first floor bay usually established a rhythm that echoed the narrow lot width, though the building may have been wider than a single bay. The bay, or structural grid, of one lot width was expressed as a first floor rhythm. Upper floors were often consistent across two or more bays of the buildings. Windows at the second or third level often were punched, expressing their rhythm and pattern as a middle section. New construction and renovation of existing buildings should be responsive to the rhythm found in these traditional buildings.
- Vertical elements** - base, middle, and top - Historically the composition of multistory buildings has incorporated a three-part hierarchy: base, middle and top. It is a fundamental principle of architecture. These elements serve to create verticality and a balanced composition. As illustrated from early photographs of buildings on the courthouse square, the tops of buildings were and should be architecturally distinguished to achieve a visual termination. Many of the buildings located on the courthouse square no longer have these characteristics of the original architecture. The perimeter sidewalk canopy diminishes the base; extensive building sidings have obliterated the middle and top. And, most likely due to neglect and the cost to maintain, the distinctive cornices at the top of the buildings have been removed.



- **Restoration** - Since the buildings are the primary expression of “historic and quaint,” the building elements should be restored. Each building should be evaluated by an experienced contractor, engineer, or architect to determine causes for deterioration and a plan to restore observed deterioration.
- **Horizontal Alignment** - Care should be given to align elements along the block including building windows, cornices and windows.
- **Transparency** - Strive to maintain transparency on the first floor. The first floor should be inviting to the public at a pedestrian scale. The second floor may be differentiated through solid walls and window systems.
- **Human Scale** - The ground floor should include elements of pedestrian scale. The building elements of retail establishments should be familiar and connect the patron with the interior of the building.
- **Cornices** - Cornices and parapets serve to create visual interest and terminations to traditional buildings. Existing cornice details should be maintained and preserved. The design of new buildings should incorporate articulation and detailing found in the cornices, eaves and moldings of traditional buildings. While not identical, the “idea” of the cornice should be continuous from one building to the next.



Cornice detail



Example of human scale at sidewalk

Storefronts

The design of the storefront is critical to achieving a stimulating and visually pleasant pedestrian environment. Traditional storefronts, including those on the courthouse square, have common elements. They have large display windows with kick plates below and clerestory windows above, and recessed entrances and signs.

- **Multiple storefronts** - Multiple storefronts within the same building should be compatible in terms of alignment and general storefront design. The continuity of the building should be maintained with variations achieved through signage, awnings and color as appropriate.
- **Alignment** - Align the height of kick plates, transoms, clerestories, signage bands, upper floor windows, and cornices where possible.





- **Contemporary Design** - The use of contemporary components within the scale, proportion and arrangement of traditional storefront design is appropriate.
- **Glass** - Storefront glass should be set in wood, clad wood or metal frames. Display windows should have high visible transmittance values. The use of mirrored, colored, or glass block should be discouraged. Storefront windows should generally not be divided into multiple heights. Transoms may be divided into multiple lights by muntins applied to the exterior, giving the appearance of true divided lights.
- **Doors and window dimensions** - Doors and windows should have at least two-inch wide mullions and a 1½ inch recess to the muntin if made of metal, or at least 1 inch wide wood trim to give a façade depth. Window heads should be at least 7 feet above grade, and sills no more than 40 inches above grade.
- **Entrances** - The main entrances to all buildings should face the major street, with secondary entrances as necessary from off-street parking. Entrances to individual stores within a multi-tenant building should be clearly articulated for easy identification.

Entry recesses should be at least 6 feet deep with display windows facing the recess.

Deteriorated doors should be replaced as close as possible, including hardware, to the original door. The use of residential doors should be discouraged.

Avoid using anodized metal, bright aluminum, or fully glazed (frameless) doors. Finished frames may be metal with black anodized or painted finish. If doors are metal, encourage the use of “wide stiles.” Wood doors are preferable. Entries shall comply with city codes and ADA standards.

Attractive rear entries to businesses are encouraged. Glazing at or near the door and secondary signage should be incorporated into rear entrances.



New Construction

All new construction proposals within the Old Town district, whether new buildings or additions, should be reviewed for guideline compliance. While it is understandable that owners undertaking capital projects are frequently preoccupied with meeting their own interests, it is important to recognize and reinforce the understanding that Old Town District success will depend on all property owners adopting a shared belief and commitment to the district's mission and design principles.

- **Site planning and on-site parking** - Pedestrian friendly environments featuring accessible, pleasant storefronts characterize successful downtown commercial districts. Dense, uninterrupted rows of buildings located at the sidewalk should create background settings in scale with pedestrians. Suburban commercial districts give priority to meeting vehicular accessibility rather than pedestrians. Placing parking in the most visible and accessible location

from the street is generally the most important consideration for these developments. A typical solution includes a parking lot between the street and building with building identity relying on signs created to attract attention from the speed of traffic. The faster the speed, the larger the sign. This type of site planning and parking should be discouraged in the Old Town District.

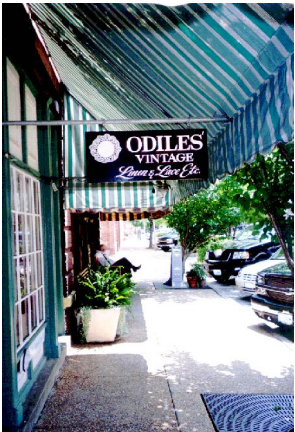
New buildings located in the Old Town District should be located at the sidewalk or aligned with existing buildings. New buildings proposed on the courthouse square and the downtown district should be held to a very high standard for compliance. Throughout the district, suburban inspired developments featuring parking lots placed between setback buildings and the street should be discouraged. If on-site parking is required, side lots with green setback buffer areas or rear building parking should be encouraged.

- **Design Principles** - The design guideline principles described herein are applicable to new construction and renovation. Owners should strive to create buildings responsive to their functional needs, yet whose architecture enhances the quality of their surroundings.
- **Building Materials** - Brick is the common building material in the Old Town District, with other masonry materials including stone, terra cotta and glazed brick also present. The selection for materials for new construction should consider availability of materials, costs and compatibility with adjacent buildings. Selecting a material identical to an adjacent building, however, is no guarantee it will be compatible. The scale, proportion, color and detailing of the building will influence the building's compatibility as well as the material. Good design is crucial in determining compatibility.

The following building materials are recommended for the Old Town District:

- A. **Courthouse Square** - The building materials shall be brick, unglazed or glazed, or stone.
- B. **Beyond the Courthouse Square to the Old Town Boundaries** - The building materials may be masonry construction, either brick, stone, or wood.
- C. **Building Trim** - Building trims may be constructed of masonry units, wood or metal.

For other materials, including but not limited to glass, metal assembly, concrete block, or plaster. Exceptions may be granted on a project by project basis when proposed design solutions demonstrate "architectural merit" as determined by architectural review.



Awnings and Building Canopies

General

Awnings are non-permanent structures that can be used to enhance the architectural character of a building and express the presence of the retail establishment. Awnings may be fixed or operable. They provide energy savings by regulating the amount of sunlight that enters a window. If a building faces north, it probably will not need an awning. If it faces south or west, an operable awning, although more costly, will have greater energy saving potential because of shading potential in the summer and allowing more light in the winter.

Awnings are constructed of a variety of materials. Canvas is the most popular; however, it must be weather-treated and requires more maintenance. Vinyl materials require less maintenance; however, they are usually shiny, so great care should be taken to make certain their color and finish complement the building.

It is recommended that when considering the use of awnings you obtain or access design guidelines from the National Main Street Center, National Trust for Historic Preservation for additional materials on design, character, materials and compatibility.

Canopies are fixed structures of either wood or metal and are attached to the building, preferably between the main display window and clerestory window. Canopies are generally supported by steel rods that are attached to the building. Rods should be positioned to blend into elements of the façade.

- **Size and Clearances** - The size of the awning should result from a careful review of the building façade where it is to be attached. The awning should not obscure architectural features and should be proportioned compatible with structural bays and columns. It should be in proportion to the building façade and if possible match the width of the storefront or window opening. Typically awnings should project no more than six (6) feet from the building at a pitch of eight (8) inches in 12 to 12 inches in 12. The clearance from the bottom of the awning to the sidewalk should be eight (8) feet.
- **Shape**- Awnings should not be installed in a taut manner over the frame giving the appearance of "plywood" rather than fabric. Bulb and bubble shaped awnings are generally not appropriate for historic buildings and should be discouraged. Old style vertical flaps on awnings are encouraged.
- **Signs** - If the name of the business on an awning or canopy is desired, keep the message simple. The sign must be designed to be removed or changed in the future if the business moves from the site. Name signs placed on the vertical flap are preferable.
- **Color and Pattern** - Before selecting a color or pattern, carefully evaluate the character of the building the awning is to be attached as well as adjacent buildings and awnings. If the building is plain and has minimal architectural detailing a bright accent awning color can add interest to the building. However, if the building has a more decorated façade consider a more subtle color that complements the building facade. In addition to the message the merchant wishes to convey, the character of



the building should also influence the selection of the awning pattern. If the building is rich in detailing, the awning should be kept simple in both color and pattern, or no pattern at all.

- **Lighting** - While lighting placed in the awning directed back to the storefront window or entry is encouraged, "lighting-up" the awning is not. Temporary seasonal lighting added to the awning should be compliance with the city sign code.
- **Awnings Above the First Floor** - Awnings placed above first floor are permitted if they cover individual window openings. If used, they should be compatible with first floor awnings with respect to color, pattern, shape, and fabric. If possible awnings should be framed so that they do not obscure window openings. Signage should not be placed on upper floor awnings.

Signage

Signs serve multiple purposes and have the ability to detract from or enhance the surroundings where they are placed. Signs placed in the Old Town district are encouraged to meet the following criteria.

General

- All signs must meet city codes.
- Sign types should enhance and fit the building architecture. Although signs should be clearly visible, the character of the building architecture, including detailing and materials, should not be obstructed by signs.
- The size of the sign should be in scale with the building and street. The use of large signs should be avoided. Large signs frequently found in strip shopping centers are designed to be perceived by motorists. The Old Town district is intended to be quaint, historic and pedestrian friendly. Accordingly, signs should be smaller in scale and clearly seen at a pedestrian scale.



Painted window sign

Building Signage

- **Scale of Signs** - The size and placement of signs attached to buildings should be coordinated with those of adjacent buildings. Signs should be placed so they are similar in scale and do not significantly vary up or down from those on adjacent buildings or storefronts. If the sign is replacing existing ones not in scale or character with Old Town design objectives the design of the sign should be one that will set a standard for future sign replacement.
- **Sign Band** - If permissible, a sign band should be incorporated into the design of the façade, located above storefront clerestory and below the second story window. Sign letters and background should be designed in character with the



Projecting sign



Existing sign illuminated with gooseneck lamps

building architecture. Sign letters painted on the building, in the band or elsewhere on the building is prohibited. Raised letters should not project out from the building façade more than 3 inches.

- **Wall/Window Signs** - Wall signs shall not exceed 10% of the wall area and in no case shall wall signs exceed 10% of the area of the first 15 vertical feet of wall area. The length of wall signs shall not exceed 2/3 of the building wall length. Painted window signs are encouraged when under 5% of the glass area. Wall signs should not exceed the height of the building cornice.
- **Street Address** - Street numbers should be prominently displayed at each business entrance and be clearly visible from the street. Street numbers should not be painted on the building except on doors or transoms. Building addresses on the facades of buildings shall be individual cast or cut letters of a material compatible with the building architecture.
- **Projecting Signs** - Projecting signs may not project over public property more than one half the distance from the building to the curb, and may not project into a public alley or parking lot. A sign may not project over the street line. The bottom of a projecting sign shall be a minimum of eight (8) feet above the ground and must be no larger in size than one square foot of area for each linear foot of the side of the building to which the sign is attached, not to exceed 15 square feet per face. The use of corner projecting signs shall follow the above guidelines and when used shall preclude the use of any other signs.
- **Pole Signs** - One pole sign shall be permitted; however, it must be located entirely on private property.
- **Illumination** - Illuminated signs are permitted as provided for in the city sign code. External direct or indirect illumination must be provided by a continuous light source positioned to prevent light shinning directly into the street or adjacent properties. Flashing or moving signs are not permitted. Light sources may be incandescent or florescent, but should project white light. The use of internally lit signs (back-lit plastic) is permissible; however, signs shall illuminate only the copy, logo, or other graphic detail and decoration, but not the background format of the sign. Frames and support for these signs should blend with the building architecture.
- **Neon Signs** - Exterior neon signage and lighting that is visible from public streets shall not be allowed without approval by the city, regardless of scale or place of installation. Exposed interior neon signs should be mounted on the interior of storefront windows on the first floor only.
- **Awnings and Building Canopy Signs** - Signage on awnings shall be limited to the vertical flap of the awning. The color of the flap and letters should be compatible with the colors and materials of the building. Signboards under awnings or canopies shall be limited in size to 12" x 24" and shall be consistent in color and material with the building architecture.



Sign Band with raised letters



Street banner

- **Color** - The color contrast between the letters and background should make the sign easy to read. The sign color should complement the color of the building and adjacent signs. Strive to avoid stark color contrasts between the sign and the adjacent building.
- **Banners and Other Temporary Signs** - Banners and temporary signs shall be as permitted by city code. Permanent banners and pennants shall not be used on the building exterior or site.
- **Murals** - Signs painted directly on a building are not permitted. Murals painted on a building are permitted if done for artistic purposes or for expressing an historic or cultural idea. Mural advertising is not permitted.
- **Roof Signs** - Roof signs shall be allowed on multi-story buildings (three or more stories) and shall identify only the building or business therein. No roof sign shall project more than 16 feet above the roofline.
- **Billboards** - Billboards are prohibited.
- **Abandoned Signs** - When a business ceases operation the on-premise signage shall be removed by the building owner schedule according to the following schedule:
 - A. Sign and/or cabinet - within 30 days.
 - B. Supporting structure - within 180 days
- **Maintenance** - All signs, including their structural supports, anchors, electrical devices shall be kept in good repair and working order. The display surfaces of all signs shall be kept painted or posted at all times.
- **Non-conforming Signs** - Non-conforming signs shall comply with the requirements of the city code.
- **Multiple Business Signs** - When two or more businesses occupy the same building, identifying signs should be grouped together in a single panel. The letters and background contained in the panel or directory should be similar.



Mural painted on a blank wall

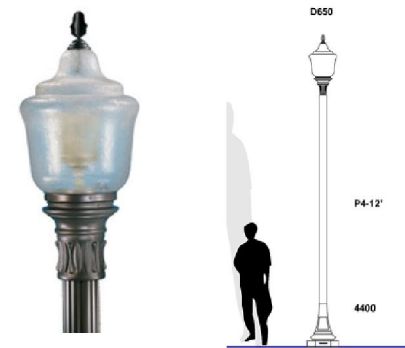


Historic Kirksville street light

Street Lighting

- **Design Strategy** - A traditional black iron, period style light fixture should be selected as a standard for the Old Town District.
 - A. The selected light fixture should serve both vehicular and pedestrian traffic.
 - B. High-pressure sodium lamps are recommended.
- **Courthouse Grounds** - Replace existing pole mounted globe fixtures with Old Town district fixture. Consider donating existing fixture to Truman State University since it appears to be their campus standard.

- **Courthouse Square** - If street lighting is desired, use standard Old Town district light fixture. Sidewalk lighting should be provided by downlights mounted on buildings or under awnings.
- **Franklin Street** - The Old Town light fixture standard should be installed on both or one side of the street from the courthouse square to Normal Street.
- **Jefferson Street** - The Old Town light fixture standard should be installed on both or one side of the street from Franklin to the railroad right of way, and along designated routes connecting certain areas of A.T. Still University to the courthouse square.
- **Parking Lots and Institutions** - Parking lots in the Old Town district should have a shoebox light fixture with pattered pre-cast concrete pole or medium gray aluminum pole, or spun fiberglass, with snare drum top lamp.
- **Other Old Town District streets** - Use standard Old Town light fixture, 12' tall.



Proposed "Sternberg" street light

Bicycles

All transportation planning should include the use of bicycles as a serious means of transportation. This includes consideration for the routes of travel, type of traffic signals, traffic lanes, signage, "bicycle safe" drainage grates and parking.



Shared bike lane symbol

Bicycle parking racks should be placed on all four corners of the courthouse grounds. They should be unobtrusive and placed in a pinwheel manner not interfering with existing monuments or memorials. Bicycle parking on the sidewalk next to buildings surrounding the courthouse should be "hoop" type rings attached to bollards.



"Hoop" bike rack for sidewalks



Bike rack for courthouse grounds

Parking

No parking lots should be located on the courthouse square. Doing so would destroy the architectural and pedestrian character of the square.

The current practice of providing free street parking on the square is commendable and should continue. However, except for drop off, the practice of owners, tenants and staff parking in front of their building and others should be prohibited. As a government and retail commercial district emphasis should be on customer friendliness and visitor accessibility. Customer street parking should be as easy as possible during business hours.



Parking behind corners and establishments

Parking lots should be located off the square, providing access to the streets and secondary public entries to the rear of buildings. Alleys should accommodate both service and pedestrian traffic.

Parking lots located in the Old Town district facing streets should include a buffer zone between the sidewalk and parking lot surface. This zone should be developed in accordance to one of the following options.

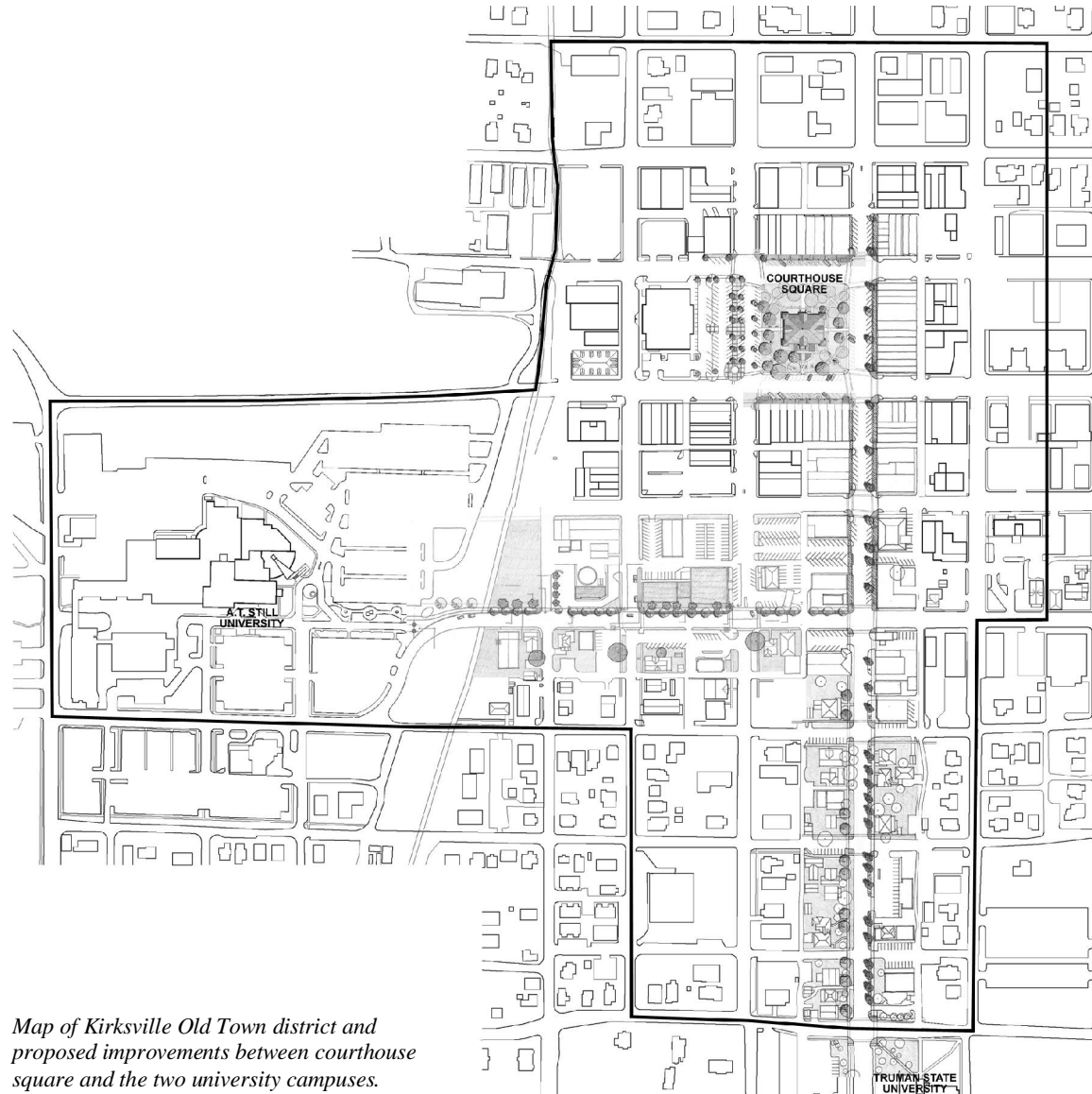
- **Buffer zone less than three feet from sidewalk to parking lot** - shall include a brick masonry wall parallel to the sidewalk three feet six inches in height. The brick color and any trim should compliment adjacent buildings.
- **Buffer zone three feet to five feet from sidewalk to parking lot** - shall include a brick masonry, wood or iron fence wall parallel to the sidewalk three feet six inches in height. If solid, wall materials and colors should compliment adjacent buildings. Flowers, ornamental shrubs, ground cover and tree plantings in buffer zones are encouraged. If the buffer zone were deeper than five feet the open space shall be landscaped.



Parking buffer zone

II. KIRKSVILLE DESIGN RECOMMENDATIONS

The following are conceptual design recommendations for achieving the goals established for the Kirksville downtown Improvement plan.



Map of Kirksville Old Town district and proposed improvements between courthouse square and the two university campuses.

1. Courthouse Square and Surroundings

Downtown Commercial / Town Square – Goal: Build upon the success of downtown by developing a destination atmosphere based on a mixed use approach, including entertainment, residential, commercial and special activities in an inviting and unique atmosphere.

The Courthouse Square is the focus of the downtown Kirksville commercial district. The historic courthouse and its surroundings define the character of the downtown core. While downtown districts in many cities are shaped from natural land conditions such as rivers, lakes or oceans, many are defined by man made environments such as parks and civic buildings. The Adair county courthouse creates this identity for downtown Kirksville. The future vitality and success of the downtown district will be influenced by the preservation and enhancement of this important civic building.

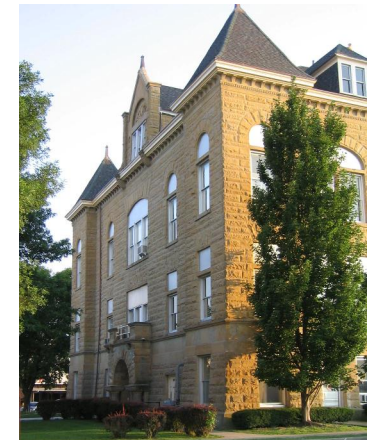
Design Strategies

- Maintain and reinforce the Courthouse Square as a green tree park.
- The courthouse should be preserved and enhanced as a local landmark.
- The traditional architectural facades of the surrounding buildings should be reestablished.
- The surrounding courthouse sidewalks and streetscape improvements should be developed as pedestrian friendly environment.

Recommendations

Courthouse Square

- Remove the north parking lot in the Courthouse Square.
- Restore the Courthouse Square as the symbolic center of Kirksville and Adair County as a green/treed park.
- Provide night lighting on to the courthouse building, including up lighting and wall washing. The courthouse grounds should be illuminated with standard light fixtures placed along the edge of the square. The light levels of the grounds should be less than the exterior lighting onto the courthouse.
- Develop a major *circle on the square* walkway for leisure, seating and special events. Establish generous bisecting crosswalks for ease of access to and through the Courthouse Square. Develop a ceremonial plaza/stair at the south entry to the courthouse for special events, annual programs, and concerts in the park. It should be designed to accommodate a temporary stage supporting these events.



The courthouse



From top: 'Victor Stanley' RB bench; 'Ironsmith' Salem bollard; 'Victor Stanley' steelsites litter receptacle and backless bench

- Simplify ground layer shrub plantings to green lawns and major beds to support leisure and multiple uses.
- Provide generous, attractive and comfortable benches with backs, bike racks, and waste receptacles for convenience, use and ease of maintenance.

Surrounding Area

- **Farmers' Market** - provide a spacious, flexible market located on Elson Street, west of the courthouse, for seasonal farmer's markets and street fairs.
- **Existing Canopies** - Remove existing pedestrian canopies to restore visibility and architectural character of the traditional commercial buildings. Renovate the buildings following the recommended design guidelines.
- **Curbs and Sidewalks** - reestablish clear, curb edges (12" wide) and continuous pedestrian walking surfaces on all sidewalks abutting stores around the square. Slope walks to drain, smooth finish and accent intersection corners.
- **Sidewalk Surfaces** - shall be understated, consistent economical paving system that can withstand local expansive soils. The concrete paving should be light broom finish with surface or integrated tinting to match brick trim colors recently installed in sidewalks located west of the courthouse and at the new county law enforcement center. The appearance of the downtown sidewalks should result in unified pavement.
- **Intersections** - shall be lay down curbs with zero degree approaches with edge marking bollards (12" steel/36" high to deter cars and trucks from turning across crosswalk corners.
- **Sidewalk Lighting** – should illuminate onto the sidewalk. Down light lamps should not be too glaring or bright causing washout of adjacent features. Lighting fixtures should scaled in keeping with a pedestrian environment. Lamps sized for .5 to .75 foot-candles should prevent washing out or glaring illumination.
- **Streetlights** - are optional. See previous planning and engineering reports.
- **Street Trees and Shrub Masses** - will be reestablished at the street intersections. Columnar, upright street trees should be selected for toughness and seasonal interest. Drip or leaky hose/pipe irrigation will be required for all new downtown plantings to assure survival and appearance.
- **Street Furniture** - along sidewalks shall be backless, metal benches located adjacent to steel bollards and end of block waste receptacles. See illustrative sidewalk plan for location and arrangement.
- **Street Parking** - Free street public parking on the square is commendable and should continue. However, merchants and staff, except for drop off, should not park on the street in front of their store or any other establishment on the square. Coordinated arrangements for owners, tenants and staff should be made through the efforts of Downtown Partners, City and county, and the downtown merchants association to provide assigned and other designated parking. The downtown district's generous, available parking should be directed to merchant customers, out of town visitors and courthouse business.



- **Crosswalks** - shall be 12" wide painted patterns on street surfaces to boldly remind drivers and pedestrians the location and extent of safe movement zones at all intersections.
- **Parking Striping** - shall maintain existing angled parking with fifteen foot setback zones from curb to traffic lanes. Stall markings shall be 12" wide painted bands for clear visibility throughout the year.



Existing Franklin Street at courthouse square



Existing Washington Street at courthouse square



Existing Elson Street at courthouse square



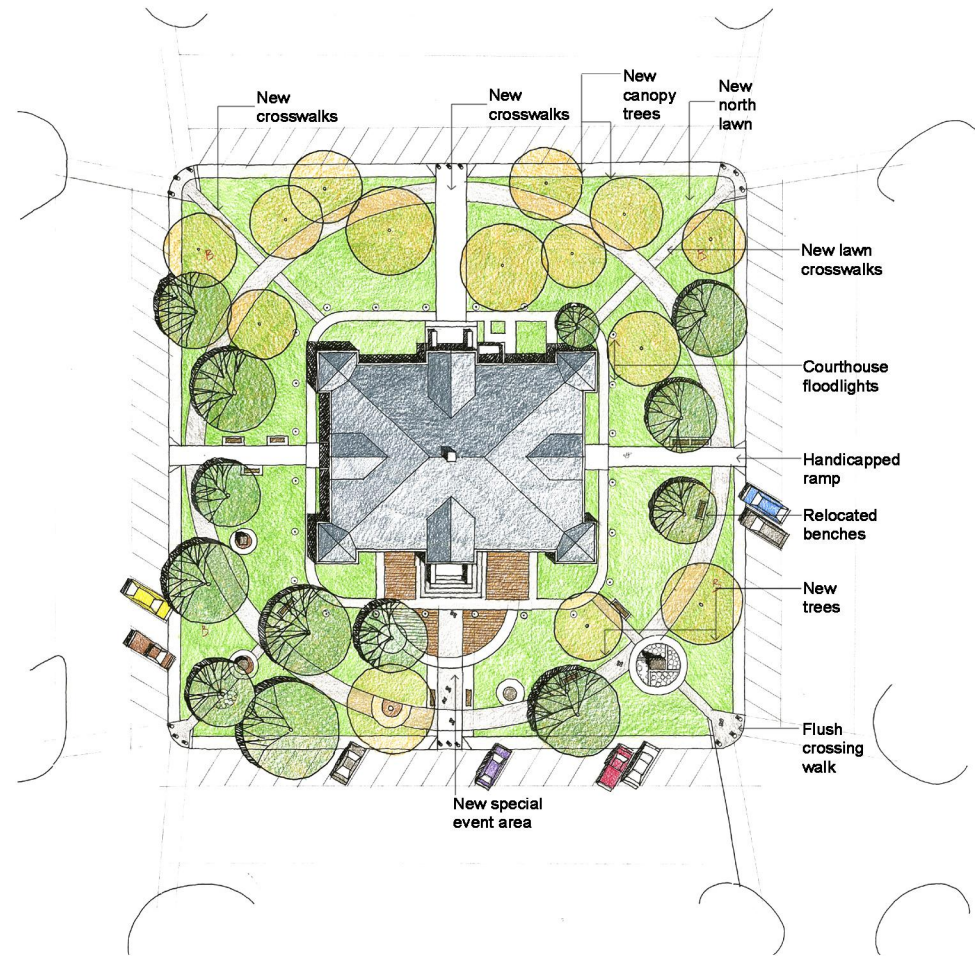
Existing Harrison Street at courthouse square

- **Drawings** - the following drawings illustrate design goals and recommendations described above.

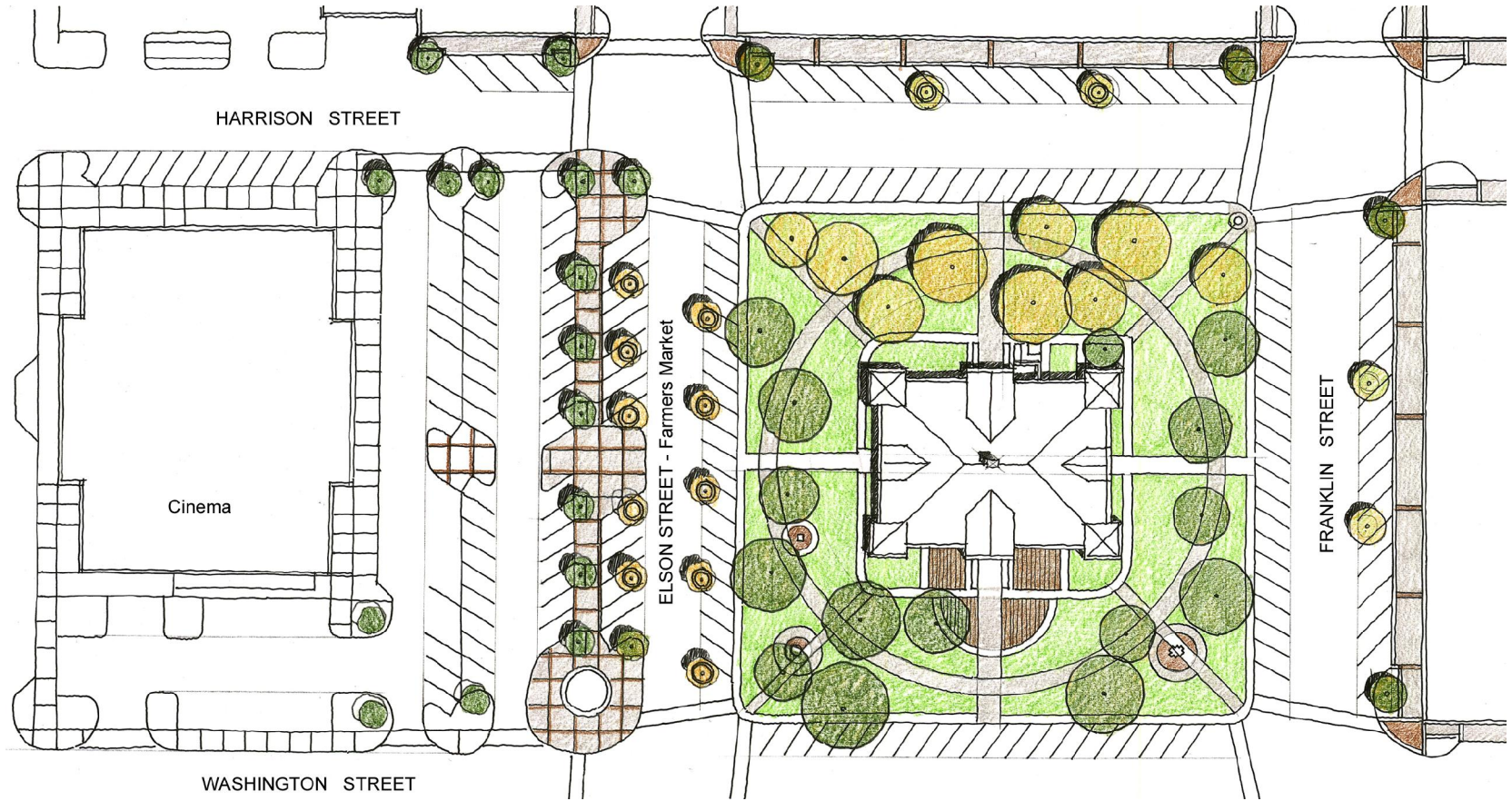


- | | | |
|-------------------------------|-------------------------|---------------------------|
| 1. Restored cornice detailing | 6. Wall sign | 11. Street furniture |
| 2. Restored storefront | 7. Projecting sign | 12. Columnar street tree |
| 3. Awning | 8. Lay down curb | 13. Shrub mass @ corners |
| 4. Signage on awning flap | 9. Edge marking bollard | 14. Optional tree planter |
| 5. Sign band | 10. Painted crosswalk | |

Example of proposed improvements to Harrison Street at courthouse square

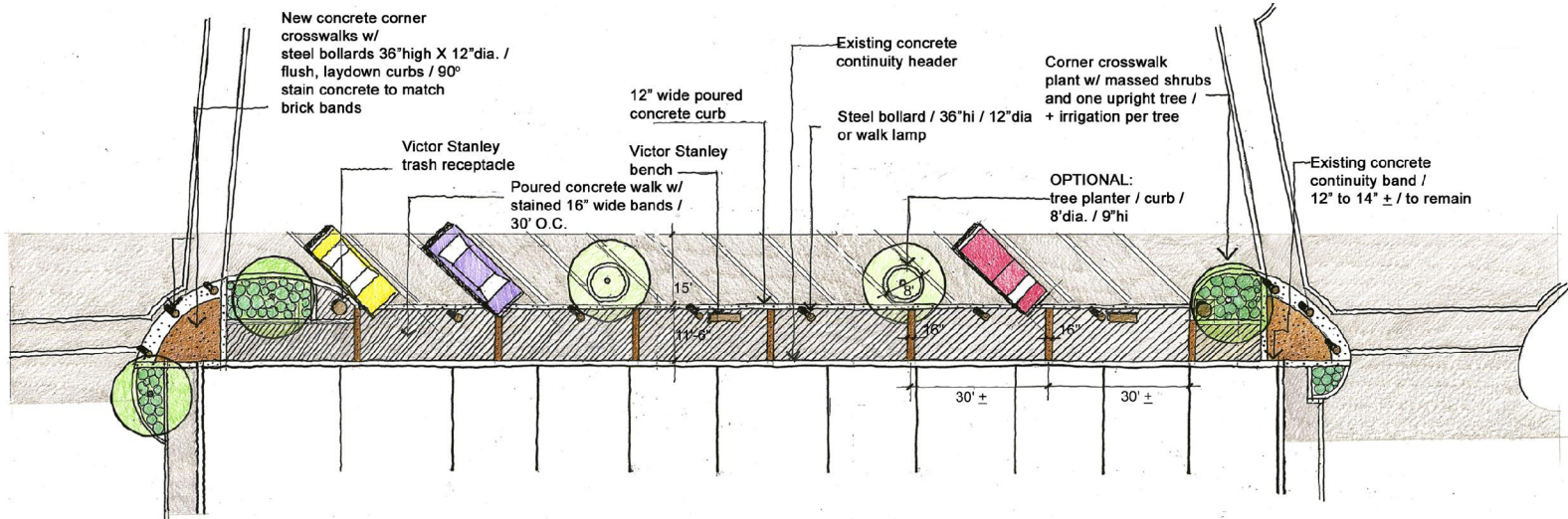


Circle on the square, courthouse square

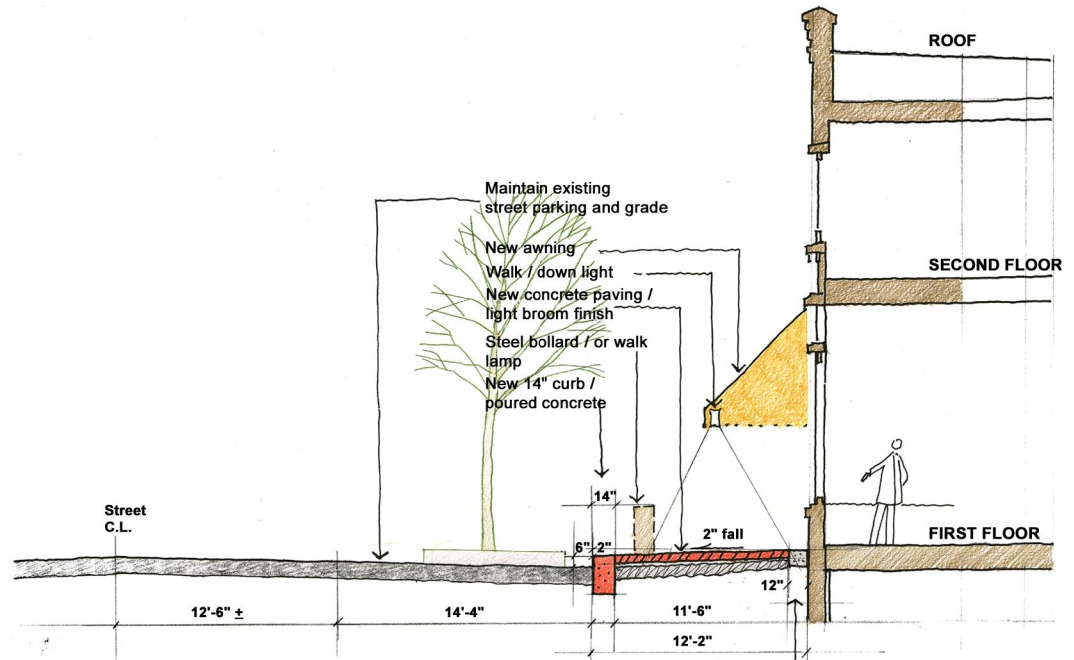


Farmers market, courthouse square

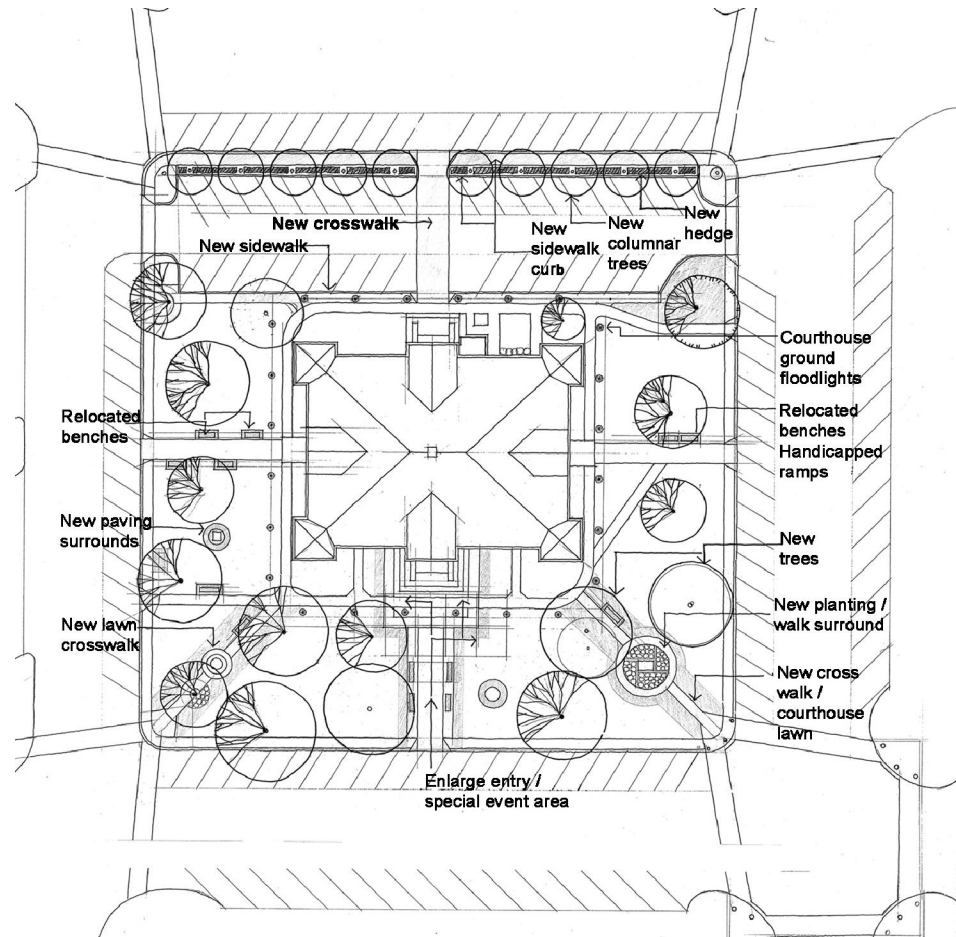




*Typical sidewalk plan at courthouse square
 Saturday farmers market, Clayton MO*



Typical sidewalk section at courthouse square



Alternative parking scheme at courthouse square

2. Jefferson Street to A.T. Still University



Jefferson Street – Goal: Recognize and highlight this corridor as a major entryway and linkage to the downtown area from Highway 63 to A.T. Still University.

Jefferson Street is proposed as the signature pedestrian and vehicular campus entrance and link to downtown Kirksville. This includes campus facilities located on the east and west of a proposed green area and bike path, which will replace the old railroad line extending through A.T. Still University. Jefferson Street is also the primary emergency access route to Northeast Regional Medical Center from the east beginning at Highway 63 at the eastern edge of the city. The university's site design objectives include the following:

- Create a quality physical environment that supports the University's goal to be nationally recognized as a center for geriatric research and living. Out of town visitors to the A.T. Still campus and Kirksville should perceive the campus and surrounding environment as a visually pleasant, pedestrian friendly setting.
- Establish a tree lined pedestrian green parkway permitting older residents living in or near the university to access downtown and Truman State University. These pedestrian routes should be accessible to facilities located west of Osteopathy Street. The sidewalks should be sized to permit golf cart traffic.
- Establish a distinctive campus way-finding signage and campus identity system. Campus signs should direct people to and from A.T.



A.T. Still University campus

Still University, downtown courthouse square district, Truman State University and the Northwest Regional Medical Center. Way-finding signs placed at the city periphery should direct visitors to the campus and Northeast Regional Medical Center. Existing signs at the north Washington entry will be upgraded. Campus "gates" are proposed at key locations to mark significant campus entrances. Campus entry gates are proposed at Osteopathy Street and Jefferson Street.

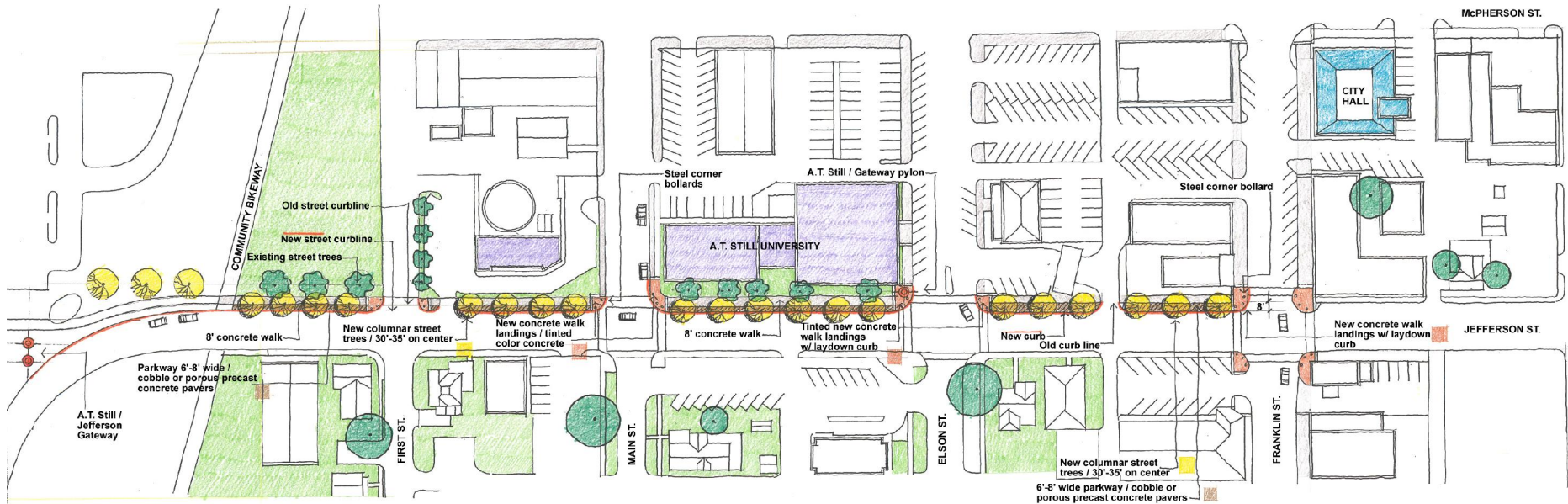
Design Strategy

- Establish a pedestrian friendly broadwalk along Jefferson Street linking the campus to downtown and Franklin Street.
- While A.T. Still University currently owns property on the north side of Jefferson Street between Elson Street and the bike path the Jefferson Street, the design strategy should accommodate possible Future University property acquisitions.

Recommendations

- **Parking Lane Closure** - Beginning at Franklin Street extending to the green area/bike path close the parking lane on the north side of Jefferson Street and move the curb out to create a new green parkway zone.
- **Jefferson Street Broadwalk** - On the north side of Jefferson from Franklin to the green/bike path, create an eight feet wide minimum poured in place concrete sidewalk, light broom finish with scoring every 10' to 12'. Every 40 feet a double scored band will match the courthouse-square sidewalk pattern and is the same concrete color as the broadwalk paving.
- **Tree Colonnade and Parkway** - A tree colonnade green way will enhance the visual experience on campus and link the campus to downtown and Franklin Street. Deciduous upright trees should be planted 20'-30' on center with minimum 4' caliper in the newly established parkway.
- **Intersections** - Broadwalk corners will be laydown curbs with protection bollards (3) on radius at edge of paving behind curb, walk edge. The corners will be stained to match downtown intersections.
- **Curb Cuts** - and major driveway corners will be paved for maintenance, protection and continuity.
- **Street Furniture** - At every intersection on the north side of Jefferson Street, the west corner will have identification bollards or walk lamp with adjacent bench and/or trash receptacle. Bollards and or trash receptacles will occur every 80' to 100' on center (see-illustrated plan).
- **Campus Identity Markers** - Masonry or stone campus identity monuments will define important campus entry points. One should be placed at the northwest corner of Elson and Jefferson Street and another on the north side of Jefferson at the green area/bike path.
- **Signage** - see Old Town district street signs.
- **Future Considerations** - Any decision on a proposal to reduce Jefferson Street to a one lane each way to discourage cars from going west on Jefferson Street beyond Elson Street should not be made before a traffic study is conducted.
Any future alterations to the curb line, plantings, gates or other modifications to the South side of Jefferson Street should be contingent upon property owner's approval.

- **Drawings** - the following drawing illustrates design goals and recommendations described above.



Master Plan of Jefferson Street between Franklin Street and A.T. Still University

3. Franklin Street, From Downtown to Truman State University

Franklin Street – Goal: Recognize and highlight this corridor as a major entryway and linkage to the downtown area from Highway 63 through Truman State University and into the courthouse square.



Franklin Street is the main thoroughfare connecting the university to downtown. On a daily basis it is the most visible link from the west end of the campus to downtown as several high volume student buildings, including dormitories, student union, recreation center, athletic facilities, administration and the new science building are located along this street. These design recommendations address the Franklin Street from the Courthouse Square at Washington Street for a length of about six blocks. This street also forms one of the first impressions of the city for out of town visitors to the university as well as the osteopathic hospital and school.

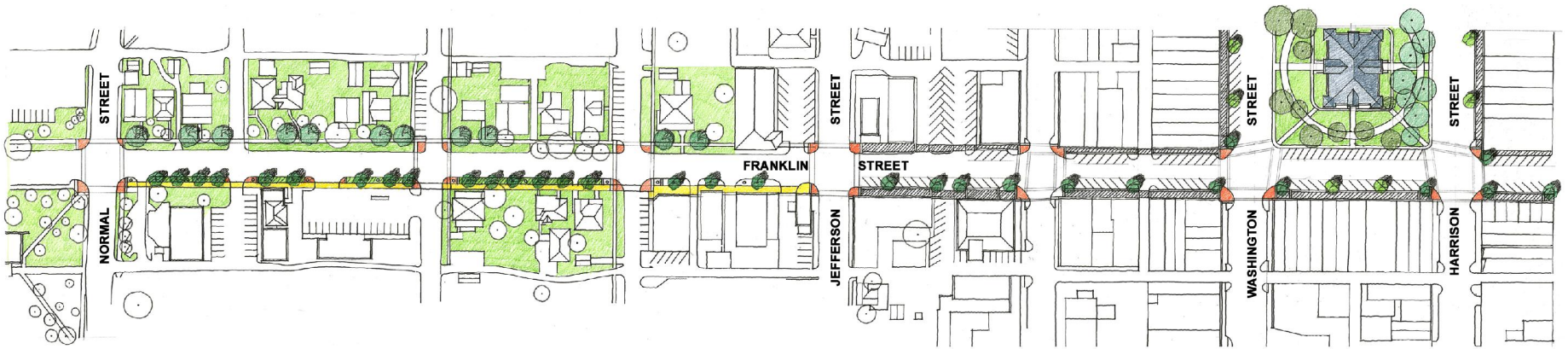
Franklin Street over the six blocks consists of narrow sidewalks on both sides of the street with commercial establishment located predominantly on the East Side of the street and student rooming houses and private residences on both sides of the street. Like the downtown business district it is not pedestrian friendly.

Design Strategy

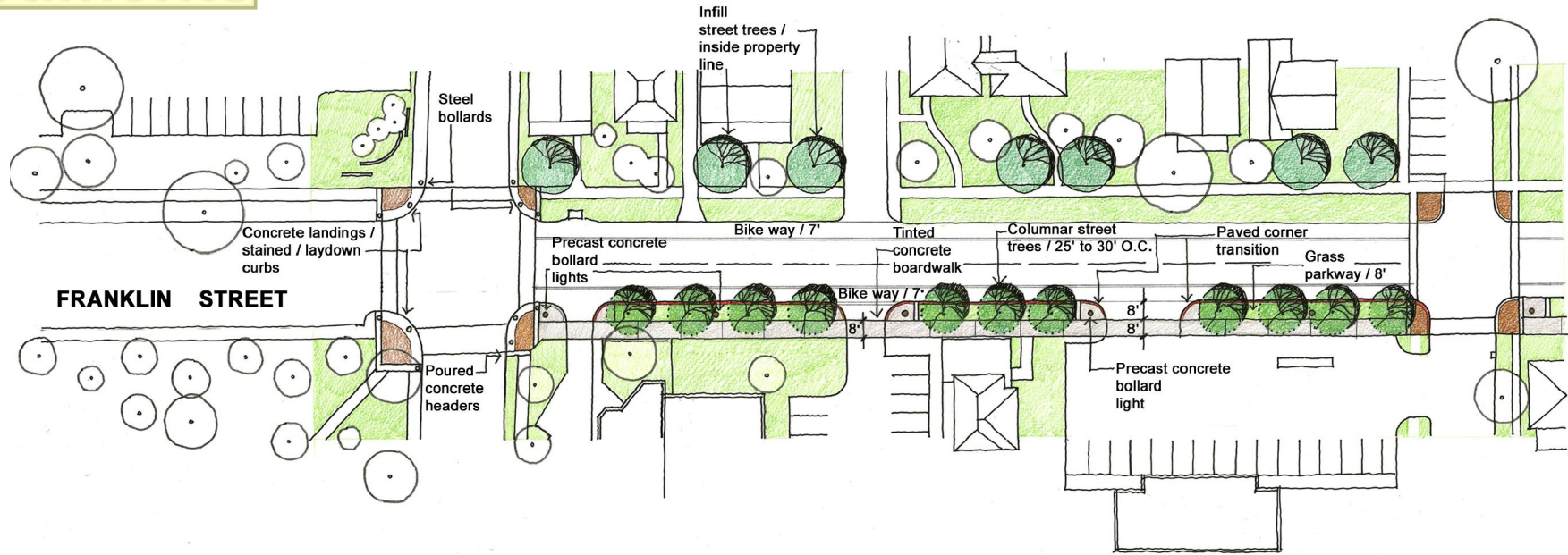
- Establish a spacious pedestrian broadwalk as a clear visible connection to downtown Kirksville.

Recommendations

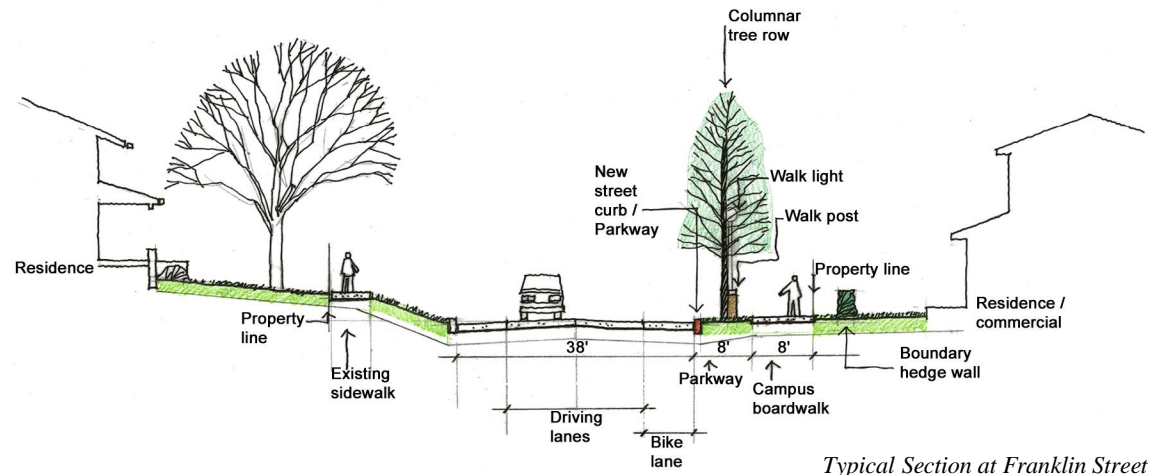
- **Tree colonnade** - reinforce the visual link from the university to downtown with a tree colonnade of upright deciduous street trees in the parkway. The trees should be planted 20' to 30' on center with 4" minimal caliper in the newly restored parkway lane.
- **Curblines** - Reestablish curblines (continuous curblines alignment to Jefferson Street) and no parking on the East Side of Franklin. Establish a seven-foot wide bikeway within the surface of the street with painted markings.
- **Franklin Street Broadwalk** - will be eight feet wide minimum in poured concrete sidewalk, light broom finish with scoring and expansion joints every 10' to 12' on center. Every forty feet a double scored band will match the courthouse square sidewalk pattern and be the same concrete color as broadwalk paving.
- **Intersections** - broad-walk corners will be laydown curbs with protection bollards (3) on radius at edge of paving behind curb, walk edge. The corners will be stained concrete to match downtown intersections.
- **Curb Cuts** - and major driveway corners will be paved for maintenance, protection and continuity.
- **Street Furniture** - at every intersection on the east side of Franklin Street at north corner will have identification bollards or walk lamp with adjacent bench and/or trash receptacle. Bollards and or trash receptacle will occur every 80' to 100' on center (see illustrated plan).
- **Signage** - see Old town District street signs
- **Drawings** - the following drawings illustrate design goals and recommendations described above.



Master Plan of Franklin Street between Washington Street and Normal Street



Detail plan of Franklin Street



Typical Section at Franklin Street

4. Old Town District (Areas beyond the Courthouse Square, Franklin and Jefferson Streets)

Recommendations

The recommended streetscape improvements are similar to those proposed for Franklin and Jefferson streets. The streetscape elements become fewer as one moves from the courthouse square to the Old Town boundary. The area consists of two zones: downtown and the area from downtown to the Old Town boundary.



Courthouse Square and Downtown Old Town within the Old Town District.

Downtown

Downtown is defined as the area located one block north of the courthouse square to Missouri Street, one block east to Marion Street, one block south to McPherson Street, and west to the railroad right of way.

- **Sidewalks** - where possible should be eight feet wide minimum in poured concrete, light broom finish, with scoring and expansion joints every 10' to 12' on center. Every forty feet a stained double scored band should match the courthouse square sidewalk in both pattern and color.
- **Street Trees** - should be deciduous planted 20' to 30' on center with a minimum 3" caliper in green strip between sidewalk and curb.
- **Intersections** - broadwalk corners will be laydown curbs with (3) protection bollards on radius at edge of paving behind curb / walk edge. The corners will be plain light broom finish concrete.
- **Curb Cuts** - will be standard radius curbs.
- **Street Furniture** - the use of street furniture may vary depending on the commercial nature of the street. Backless benches are recommended in areas with high pedestrian traffic.

Area from downtown to Old Town Boundary

This area will consist of the area beyond *Downtown* to the Old Town limit.

- **Sidewalks** - should be sized in proportion to parcel conditions. If a building or storefront were at the property line at the sidewalk, the sidewalk width should be six to eight feet or wider. If the building were set back or a residence, the sidewalk should be four to five feet in width. The concrete should be light broom finish, no special scoring or staining.
- **Street Trees** - should be deciduous planted 30' to 45' on center with a minimum 3 caliper in green strip between sidewalk and curb.

- **Intersections** - broad-walk corners should be standard handicapped design.
- **Curb Cuts** - will be standard radius cuts.
- **Street Furniture** - the use of street furniture is optional and may vary depending on the commercial nature of the street. Backless benches are recommended in areas with high pedestrian traffic.

4. Old Town District Street Signs

Street signs common to Old Town district.

Three types of street signs are recommended:

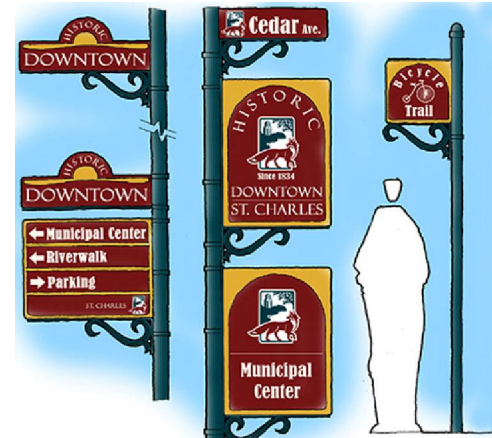
- **Street signs** - all street signs located in the district should be should be a distinctive sign mounted per city standards.
- **Old Town District entry signs** - Distinctive signs noting "Old town" district should be located at key intersections at the Old Town boundaries.
- **Way-finding signs** - placed along Franklin and Jefferson streets and at the Courthouse Square.



Historic downtown way-finding signage, Greenville IL



New marker signs for business districts, St. Louis MO (Courtesy St. Louis Planning Agency)



Way-finding signage system, St. Charles IL

Franklin Street from Truman State University to courthouse square

Install way-finding signs along Franklin Street from Normal Street to the Courthouse Square. Way-finding signs should be designed and placed for both pedestrian and vehicular traffic. Up to three or four directional messages may be applied. On northbound Franklin Street at the intersection of Normal Street, a district entry sign should say “Old Town” and another sign should direct one to ATSU and courthouse square. At the intersection of Franklin and Pierce, way-finding signs should direct one to the NRMC hospital. On northbound Franklin at Jefferson streets, install a sign directing one to courthouse square, ATSU, and possibly to the route 63 bypass. This intersection could also include a sign on southbound Franklin directing one to TSU, ATSU, and business route 63. Because of one way traffic, a pedestrian sign could be placed at the intersection of Franklin and Washington Street directing one to TSU and ATSU.

Jefferson Street from A.T. Still University to Franklin Street and the courthouse square

Beginning at the new housing for the elderly and hospital complex located at the western edge of the campus, install a way-finding signage system that connects to Jefferson Street to the Courthouse Square and TSU. A sign noting the Old Town district boundary should be placed on Jefferson at the intersection of Pierce. Signs directing one to the Courthouse Square may be placed at a pedestrian walk at the railroad right-of-way and at the Elson and Jefferson intersection. Way-finding signs on Jefferson at Franklin should direct one to the Courthouse Square, TSU, and business route 63. Way-finding signage with directions to NRMC hospital should be placed on Osteopathy Street approaching Scott St from the South.

Highway 63 and Business highway 63

Way finding signs should be placed at major entry points to the city directing visitors to the downtown Old Town district, A.T. Still University, Truman State University and the Northeast Regional Medical Center. At minimum, consider locating signs at Highway 6 and 63 intersection, at intersections where appropriate along Highway 63 between Scott and Washington streets, and the route from the north at the intersection of Business Highway 63 and Highway 63. Scott and Pierce streets are the principal vehicular access routes to the hospital. Jefferson Street is the access route for emergency vehicles going to the hospital.

III. IMPLEMENTATION

The design standards for downtown Kirksville are intended to provide guidelines for making physical improvements in the Old Town district, and specific design recommendations for the courthouse square and

linkages to Truman State University and A.T. Still University. While the guidelines provide design principles and examples for achieving the desired *historic and quaint* character of the district their effectiveness will depend on the community's organizational structure and community's long term commitment. Downtown representatives have already demonstrated their commitment by recognizing the need to create these guidelines as a tool to help them assist property owners.

The transformation of the downtown district will require a cooperative effort to secure capital funding from a variety of sources. The most important strategy to achieve this is a commitment to a public-private partnership, which presently exists in Kirksville.

The following are recommendations for implementing the guidelines including organizational strategies and priorities for getting started.

Organization

Public-Private Partnership

The Downtown Partnership as a steering committee should continue to address the interests of each partner and those of the community as a whole. Cooperation among the city of Kirksville, Adair County, Truman State University, A.T. Still University and the Downtown Improvement Association is key to achieving physical improvements outlined in the guidelines. The design recommendations in this report describe improvements benefiting each partner and therefore the Kirksville region. Implementing the recommendations will require civic leadership and financial resources from multiple sources. Raising and allocating monies for quality of life improvements for projects that may not seem to result in short term financial returns is a difficult process. Innovative funding and development options must be sought. Success will require more than conventional funding, and reliance on each owner, government or institution to foot the bill for its own project. Innovative funding and development will require public partnerships. While it may take several years to implement these design recommendations through commitment and cooperation, they can be achieved. Given the success that the partnership has demonstrated over the past 3-4 years, the likelihood of continued cooperation seems positive.

Architectural Review

An architectural or historic preservation review commission should be established to administer and enforce the design guidelines within the Old Town district. The board, consisting of 5-9 members serving three-year terms representing Partner organizations and the general public should possess the ability to evaluate and interpret guideline compliance. After the first three years we recommend no more than two members appointed in any year

to assure a minimum level of experience on the board. If the city were the ultimate authority for appeal procedures then the city should appoint commission members. The commission should establish written procedures describing its authority, project application, review procedures, and appeal processes. The board's role to city functions should also be defined including its relationship to planning and zoning, sign regulations, building department, and city council with respect to appeal procedures.

Historic Preservation Commission: Missouri Certified Local/Government Program (CLG)

The Missouri Certified Local Government (CLG) Program is administered in Missouri by the Department of Natural Resources' State Historic Preservation Office (SHPO). The program came into existence as a result of 1980 congressional amendments to the National Historic Preservation Act of 1966. The CLG program is designed to expand the historic preservation network of the federal and state governments by creating a mechanism for participation of local governments. 34 communities are currently participating in the Missouri CLG program.

The requirements for participation in the Missouri CLG program -- enacting a historic preservation ordinance, appointing a preservation commission, conducting an ongoing survey and inventory of historic properties, and conducting public outreach and education -- are flexible so that a preservation program can be tailored to meet the needs of the special historic characteristics as well as the modern concerns of the applicant community. Implementing a historic preservation program at the local level is the best protection that can be devised for the cultural resources of a community. The local program determines what is important to the community, independent of National Register of Historic Places eligibility; and determines the extent and stringency of the protection to be given by means of landmark and district ordinances and design review guidelines.

As partners in the national historic preservation network of the National Park Service, the state historic preservation offices, and local government, CLGs have two distinct advantages. First, the SHPO is required to provide technical training on a variety of preservation topics and issues to CLG commissions and will prioritize response to CLGs on technical assistance requests. Second, federal law requires that a minimum of 10 percent of the Historic Preservation Fund (HPF) grants administered by the SHPO must be awarded to CLGs. A special set of funding priorities are determined each year and may include preparation of nominations for local districts and landmarks; design guidelines; professional staff assistance; long-range comprehensive preservation planning projects; and outreach and education projects.

Main Street Program

Successful downtown revitalization sought by downtown Kirksville will maximize economic development within the context of restored historic commercial buildings. In addition to obtaining financial resources, successful

revitalization will depend on obtaining professional and technical assistance from a variety of sources including those from within the Kirksville community and beyond. During the past 30-40 years many communities throughout the United States have undertaken downtown revitalization programs in response to competition faced from shopping centers and changes in consumer purchasing and lifestyles. Restoring downtown commercial districts and establishing a unique shopping experience has focused on historic preservation. The National Trust For Historic Preservation through its Main Street program has become a national advocate and resource for helping communities such as Kirksville maximize its resources. We think Kirksville will benefit by joining the Trust's Main Street program. In addition to having direct access to services provided by the Main Street program through membership and networking with other member communities, Kirksville will have expanded access to State of Missouri Main Street and national funding opportunities.

Participation in the Main Street program will offer unlimited network opportunities where local representatives can learn from the success of those in other communities. There are at least 12-15 communities in Missouri participating in this program and possibly more in Iowa.

The Main Street program's success is based on a comprehensive strategy of work, tailored to local opportunities, in four broad areas, called the *Main Street Four Point Approach*:

Design: Enhancing the physical appearance of the commercial district by rehabbing historic buildings, encouraging supportive new construction, developing sensitive design management systems, and local planning. *The Kirksville design guidelines are responsive to these objectives.*

Organization: Building consensus and cooperation among the many groups and individuals who have a role in the revitalization process. *Kirksville has demonstrated organizational commitment and cooperation.*

Promotion: Marketing the traditional commercial district's assets to customers, potential investors, new businesses, local citizens and visitors. *The representative Kirksville Partner organizations are active in promoting the downtown district.*

Economic Restructuring: Strengthening the district's existing economic base while finding ways to expand it to meet new opportunities-and challenges from outlying development. *This may be Kirksville's most difficult challenge.*

While Kirksville representatives are currently engaged in the above approach formal membership in the Trust's Main Street program can expand its resources and opportunities for success. Participation can also increase public awareness in the community at large. While current members representing the Partners seem to have a direct role to

their organization, i.e., building owners, tenants, government elected officials and staff, and institutional staff and officers, we think additional resources from the community should be recruited to help implement downtown revitalization. Professionals in the legal and financial community can offer invaluable assistance in their respective disciplines. Local contractors can provide technical assistance in matters related to building renovation. Students and faculty from both universities should be encouraged to participate in downtown revitalization. It is a real life leaning experience. Art faculty and students should be solicited for their talent and advice on matters related to color selection, graphics and other design issues.

Historic Preservation

We recommend investigating the feasibility of performing research and if eligible nominating the *courthouse square* as a certified historic district under the guidelines of the National Register of Historic Places and the U.S. Department of Interior. If the buildings surrounding the courthouse were certified within a historic district each building owner would be eligible for a 25% tax credit for the total cost and expenses of the building's rehabilitation under Missouri SB1, Historic Preservation tax Credit act.

Physical Improvements

Priorities:

The following are recommendations to implement physical improvements described in this report.

Remove pedestrian canopies surrounding the Courthouse Square.

As previously discussed and recommended in this report the removal of the pedestrian canopies surrounding the Courthouse Square should be the first priority. The following are recommended options for demolition. The recommendations are made with the understanding the canopies are owned by building owners, not the city. Demolition costs, funding, ownership approval and liability issues should be resolved before implementing a specific action plan. The Downtown Merchants Association and the City should contact one or two local contractors to help determine the cost to remove the canopies. When these costs are known consider implementing the following options:

Option 1: Contact regional salvage and demolition companies to determine if there is interest in removing the canopies for salvage value. If so determine the scope of building and sidewalk repair that would be required when the canopies are removed. Prepare a request for proposal to remove the canopies. Retain a local general contractor

to make any necessary building repairs-masonry and electrical disconnects. The City could make any required sidewalk repairs.

Option 2: Seek funds to solicit canopy removal proposals by a general contractor. The proposals should include making building repairs resulting from canopy removal.

Option 3: Mobilize local volunteers to remove canopies. Solicit local contractors, trades people and others. Equipment could be provided by the City or local contractors. Liability issues should be discussed and resolved before undertaking this approach. Solicit regional salvage companies to remove canopy material once removed. It is our understanding the closest approved DNR landfill is located in Macon, Missouri.

Restore building facades on the Courthouse Square.

Select one block surrounding the Courthouse Square to create a model program for facade restoration. If possible all building owners should participate in this process. Prior to removing facade cladding a committee should be established to perform a feasibility study to determine the full impact of this project, including an assessment of liability issues, and an order of magnitude scope and costs for possible repairs and renovation needed once the claddings are removed. When costs are determined the committee and appropriate Partner and city representatives should explore funding opportunities. This may include State and Federal grant possibilities, local public-private partnership funding, TIF programs, creation of an Old Town sales tax district improvement district, and development strategies using state historic tax credits.

It is understood that given present low rent and tenant revenue from these buildings it may be difficult to reach consensus and funding for this project. It may take several years to reach a positive financial return. To justify these improvements we think the rental strategy should be expanded beyond limiting rental income to first floor occupancy. We think these buildings should be evaluated for mixed-use occupancy, especially housing located on upper floors. Given the close proximity of the two universities loft type living which has become popular in larger downtown urban areas could represent an attractive housing alternative for students and faculty. As downtown becomes more pleasing it will attract more people to shop and live.

The revitalization currently underway in downtown Springfield, Missouri is being shaped by market potential from two nearby universities, Southwest Missouri State University and Drury University. Long abandoned buildings are given new life as restaurants, loft housing for students and faculty, and space for specialized university programs that do not need to be on campus. The proximity of downtown to the two universities in Kirksville is closer than the ones in Springfield.

Implement sidewalk and streetscape improvements around Courthouse Square.

When facade restoration on the selected block is complete implement sidewalk and streetscape improvements described in the design recommendations. It is understood this will be a major capital expenditure. The city should explore funding possibilities and lead this effort with support from building owners and other downtown partners. While it would be more cost effective to implement streetscape improvements on all three blocks at one time we think facade restoration should be finished first to avoid damaging streetscape improvements. However, if funding permits work accomplished in one phase this will be desirable.

Restore the courthouse grounds as recommended in the design recommendations.

Implementing recommended site improvements could be phased over time, as funds become available. The following are suggested phasing priorities:

- Restore the north parking lot to a green area.
- Make hardscape, site lighting and landscape improvements.
- Illuminate the exterior of the courthouse.

Implement pedestrian streetscape improvements proposed for Franklin and Jefferson streets.

These projects will require significant capital expenditures. Led by the city of Kirksville the development of these two streets will require coordination with the two universities and property owners along the streets.

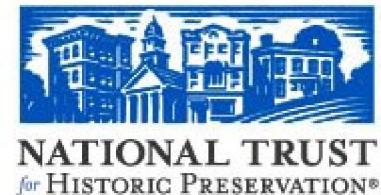
Implement streetscape improvements from Courthouse Square to Old Town boundary.

IV. RESOURCES

The following is a list of planning, design and funding resources:

- **The National Trust Main Street Center of the National Trust for Historic Preservation**

1785 Massachusetts Avenue, N.W.
Washington, DC 20036
TEL: 202-588-6219
FAX: 202-588-6050
EMAIL: mainstreet@nthp.org



- **Missouri Department of Natural Resources, State Historic Preservation Office**

Provides technical assistance and guidelines for establishing a local certified preservation program, including enacting an ordinance, appointing a commission and on-going technical assistance.

P.O. Box 176
Jefferson City, MO 65102
TEL: 1-800-361-4827; 573-751-7860
EMAIL: moshpo@dnr.mo.gov

- **Missouri Downtown Revitalization & Main Street Programs**

WEB: PreservationDirectory.com

- **Missouri Main Street Program**

The mission of the Missouri Main Street program is to assist communities with a population less than 50,000 to economically and physically revitalize their downtown by providing necessary education and training to implement the National Trust's National Main Street's Four-Point Approach: Economic restructuring, design, promotion, and organization.

- **Preserve America**

Preserve America is a White House initiative program in cooperation with the Advisory Council on Historic Preservation, the U.S. Department of the Interior, the U.S. Department of Commerce, the U.S. Department of Agriculture, and the U.S. Department of Housing and Urban Development. The initiative provides provides technical and financial assistance to Federal agencies that can be used to:



Bolster local heritage preservation efforts; support better integration of heritage preservation and economic development, and foster and enhance intergovernmental and public-private partnerships to accomplish these goals.

WEB: www.preserveamerica.gov

- **Landmarks Association of St. Louis**

Not for profit agency who can assess and prepare applications for listing on the National Registry of Historic Places

Carolyn Toft, Executive Director
917 Locust Street
St. Louis, Missouri 63101
TEL: 314-421-6474

- **St. Louis City Sign Shop**

The St. Louis municipal sign shop does custom work for municipalities or groups. Has capacity to design signage or simply produce your design.

Just Sabe, manager
TEL: 314-647-4103

Key Missouri Development Laws

- **SB, Neighborhood Preservation Act (2000)**

This act authorizes state tax credits for residential rehabilitation and construction costs for properties located in distressed communities or defined census blocks.

- **HB 1656 The Rebuilding Communities Program (1998)**

The Rebuilding Communities Program designated a number of cities and towns in Missouri as communities that would benefit from economic stimulation through the growth of business. Through the Rebuilding Communities Tax Incentive Program, the Department of Economic Development offers credits and financial incentives to encourage businesses to locate in areas of the state that are in most need of a financial boost.

- **SB 1, Historic Preservation Tax Credit (1997)**

This program allows for a 25% tax credit of the total cost and expenses of rehabilitation of historic property. The Missouri State Historic Preservation Office will certify the structure and rehabilitation. Structures must be a certified structure located in Missouri and listed individually on the National Register or a structure located in a certified historic district listed in the National Register of historic Places or a local district that has been certified by the Department of Interior.

- **Missouri Revised Statues, Chapter 253.415.1 – Local Preservation Act**

Enabling legislation to establish a certified local preservation program.