

Kirksville Downtown Improvement Plan

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Table of Contents

Executive Summary	iii
Introduction	1
Visual and Physical Context	2
Public Charrette	6
Public Survey	9
Plan Framework Development	11
Downtown Improvement Plan	22
Employment/Service District	24
Downtown Commercial/Town Square	24
Community Access/Technology Hub	37
Jefferson Street	38
Franklin Street	42
KCOM/Truman State University	47
Downtown Neighborhoods	50
Plan Implementation	53
Policy / Program / Organization Recommendations	53
Improvement Guidelines Matrix	57
Public / Private Investment	57
Appendix A: Design Guidelines	61

List of Figures

Figure 1	Downtown Revitalization TIF District	3
Figure 2	Visual Analysis Map	4
Figure 3	Land Use Map	5
Figure 4	Town Square Alternative	12
Figure 5	Entertainment District Alternative	14
Figure 6	Main Street Alternative	15
Figure 7	Wayfinding Elements	17
Figure 8	Town Square Concepts	18
Figure 9	Awning Application Concept	19
Figure 10	Enhanced Canopy Concept	20
Figure 11	Corner Streetscape Application Concept	21
Figure 12	Plan Framework	23
Figure 13	Employment/Service District Redevelopment	25
Figure 14	Town Square	26
Figure 15	Dover Park	28
Figure 16	Town Square Markers	29
Figure 17	Canopy Enhancements	31
Figure 18	Canopy Concept	32
Figure 19	Awning Enhancement	33
Figure 20	Intersection Enhancements	35
Figure 21	Downtown Parking Enhancements	36
Figure 22	Consolidated Wayfinding	39
Figure 23	Jefferson Street Enhancement	40
Figure 24	Third Street Enhancement	41
Figure 25	Jefferson Street Redevelopment	43
Figure 26	Franklin Street Enhancement (Truman State)	45
Figure 27	Franklin Street Enhancement	46
Figure 28	KCOM Campus Plan	48
Figure 29	Transit Circulator Route	49

Executive Summary

The Kirksville Downtown Improvement Plan is intended to address a variety of concerns related to the future development of downtown. The plan is a document that defines a vision and the recommendations for achieving that vision, as well as a guide for future decision making and implementation efforts in downtown. Through on-going implementation, evaluation, monitoring, and adjustment the plan becomes a “living” document that embraces and proactively addresses changes impacting downtown Kirksville.

Four partners have formed the Steering Committee for this project – the City of Kirksville, the Downtown Improvement Committee, Kirksville College of Osteopathic Medicine (KCOM) and Truman State University. Each entity is a critical component to the success of downtown Kirksville. Because of their individual and constituent influence upon and location within the physical environment of downtown, each of these entities must work together in order to create a meaningful place of benefit to all segments of the community.

An important initial planning step for the partnership was the recognition that the process for planning downtown improvements needed to involve the community. Since April 1999 a number of opportunities for public involvement have formed the foundation for the development of the Downtown Improvement Plan.

The first event was a charrette that included two public workshops. The first workshop was attended by approximately 55 people and resulted in a discussion of issues, assets and desires for downtown Kirksville. The second workshop was attended by approximately 90 to 100 people and focused on a set of design and development alternatives.

As a result of this exercise, the following specific issues were identified as most important: parking, Truman-Downtown-KCOM linkage and transportation, Downtown needs a movie theater on square- Center for vitality and entertainment, and needs pizzazz –wow factor. The list of goals envisions a downtown of diverse indoor and outdoor destinations (entertainment, education, retail, employment, recreation, etc.) that appeal to many segments of the community including senior citizens, students and families looking for a variety of daily activities and special events.

In addition to the charrette, a public survey was conducted during the summer of 1999. Although this was not a scientific survey, approximately 600 completed surveys were recorded. The things respondents liked most about downtown included: the restaurants,

the stores and the location. The most cited improvements needed were the appearance of buildings, improved parking and more landscaping. Also, the respondents indicated that the top business / service that would draw people to downtown would be a theater and the most popular comment was that businesses close too early, especially during the week.

Also, participants in the planning process were presented four alternative downtown frameworks based upon various methods for addressing five general issue areas:

- **Parking / Circulation:** moving and locating vehicular, pedestrian, transit and bicycle traffic within the project area with minimal conflict and greater convenience.
- **Linkage:** strengthening the physical relationship between key activity locations within the downtown project area, as well as between the downtown and other major destinations and routes in Kirksville.
- **Image:** improving the aesthetic components of downtown.
- **Destination:** creating an appropriate mixture of opportunities and uses in downtown to take advantage of many market segments.
- **Organizational Structure:** defining methods, responsibilities and resources for successful implementation.

The four alternatives presented were: Status Quo, Town Square, Entertainment District and Main Street. Each of these alternatives had a number of strengths and weaknesses for the public to evaluate as the community worked toward a preferred direction for the plan. This evaluation led to a physical framework for the plan based on a number of districts and linkages.

The resultant guiding principle for the plan is the creation of distinct areas that complement each other and incorporate a number of new development and redevelopment efforts by individual property and business owners, institutions and public entities. Although individual character is important there are several elements within the physical environment that facilitate the transition between each place in a way that enhances the center of the community.

There are key goals related to each of the various districts and linkages in downtown Kirksville. These goals are:

- **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 KCOM 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 Town Square.
- **KCOM 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.

These goals set the stage for a variety of specific recommendations in the improvement plan, and for development proposals and implementation actions that will take place in the future. Many physical design recommendations are located within the plan narrative for the districts and linkages identified above. Additionally, the implementation section of the plan outlines numerous recommendations related to policy, program, and organizational actions associated with successfully accomplishing the goals.

An improvement guidelines matrix provides an outline of projects recommended in the plan and guidance related to anticipated time frames, project types and participants, and possible funding sources. Also, the plan includes an Appendix with suggestions related to Design Guidelines for streetscape and building improvements.

During the fall of 1999 the draft plan was presented to the public for review and comment. As a result of the review by the public and the project Steering Committee the draft was refined and provided to the City of Kirksville for approval in December 1999. As with any plan it will be important for the project partners and the community to work together through specific implementation activities, as well as on-going plan maintenance and public involvement to move Downtown Kirksville forward in the future.

Introduction

The Kirksville Downtown Improvement Plan is intended to address a variety of concerns related to the future development of downtown. The plan is a document that defines a vision and the recommendations for achieving that vision. This plan recommends improvements based upon the input of citizens and the consideration of alternative scenarios for future development.

The vision and recommendations within the plan are intended to guide future decision making and implementation efforts in downtown. The plan is unable to anticipate all of the changes that may occur within the community in the future. Therefore, it is important that the plan be utilized as a guide that can be changed as new concepts, and community values, priorities and directions arise. Through on-going implementation, evaluation, monitoring, and adjustment the plan becomes a “living” document that embraces and proactively addresses changes impacting downtown Kirksville.

Of note is the fact that four partners have joined together to form the Steering Committee for this project – the City of Kirksville, the Downtown Improvement Committee, Kirksville College of Osteopathic Medicine (KCOM) and Truman State University. Each of the entities is a critical component to the success of downtown Kirksville. Because of their individual and constituent influence upon and location within the physical environment of downtown, each of these entities must work together in order to create a meaningful place of benefit to all segments of the community.

Downtown Kirksville can not survive as a place that caters only to students or visitors, nor can it survive as the traditional commercial center for residents as was the case for rural communities of the past. Downtown needs to capture the unique diversity afforded to Kirksville as a regional center for medical service, education, government and commerce. A mixture of activities and opportunities that appeal to many segments of the community will ultimately build upon the existing strengths of Downtown Kirksville.

Many positive things have happened in Downtown Kirksville over time. The mix of goods and services in downtown has changed in response to market trends influencing the community. Vacant storefronts are not the norm. Residential opportunities within downtown are being realized and opportunistic efforts to improve the area have been occurring. This is very different than what has occurred in many other communities similar to Kirksville where vacancies are the norm and major entities do not work together.

Kirksville seems to be aiming at the future. For instance, the medical school is adding a senior living research center and would like to encourage senior housing. Toward that end, they are suggesting a shift in mind-set away from a focus on cars and streets to a

focus on wide sidewalks and protective overhangs to make Kirksville attractive to senior citizens as well as students.

Ultimately, it is the goal of this plan is to guide Kirksville toward the next level of downtown development. To strengthen the heart of the community and create a destination for diverse and meaningful experiences for students, visitors and residents.

In order to accomplish this goal the planing process began with an investigation of the existing conditions and context of downtown. In addition to the review of applicable data and information, fieldwork was conducted and a charrette was held in order to identify and begin understanding the issues and goals for Downtown Kirksville. The results of the fieldwork and the Downtown Charrette held in Kirksville during the week of May 24th are summarized in the following narrative.

Visual and Physical Context

As part of the planning effort a visual analysis and land use survey was conducted in the downtown area. For the purposes of this project Downtown Kirksville is defined as the area bounded by Buchanan Street from Centennial Street to ½ block east of Marion Street, along a line ½ block east of Marion Street from Buchanan Street to Pierce Street, Pierce Street from ½ block east of Marion Street to Halliburton Street, Halliburton Street from Pierce Street to Patterson Street, Patterson Street from Halliburton Street to First Street, First Street from Patterson Street to Normal Street, Normal Street from First Street to the Kirksville City Limits, Kirksville City Limits from Normal (extended) to Missouri Street, Missouri from the City Limits to Osteopathy Avenue, Osteopathy from Missouri to Washington, Washington to Centennial (extended) and Centennial from Washington to Buchanan. This area contains a number of significant features and landmarks that form the heart of Kirksville and incorporates the Downtown Revitalization TIF District.

Downtown Kirksville is a diverse place offering opportunity and potential for future development. The character of downtown has been and continues to be influenced by a variety of elements within the community. Physical, economic and social impacts in downtown result from the activities and individuals associated with the Kirksville College of Osteopathic Medicine, Truman State University and residents within the regional market area of Kirksville. In addition to the major institutional campuses, other institutional elements visually and functionally impact the downtown. These include the churches to the east, the cemetery in the northwest corner of the area and the city and county government functions located within the project area.

There are a limited number of visual landmarks within downtown. Currently, the county courthouse is the main downtown landmark. A few storefronts and signs act as landmarks, due to their unique character and / or size, such as, King Appliance signage, old Journal Building architecture, and Troester's signage. Within the project area there are some additional visual landmarks that serve as location reminders. These landmarks include the white church steeple to the east of the project area, the armory building to the

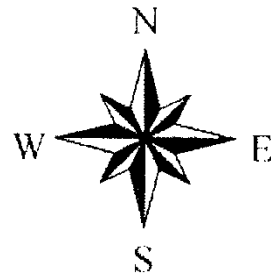
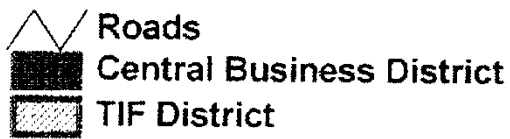
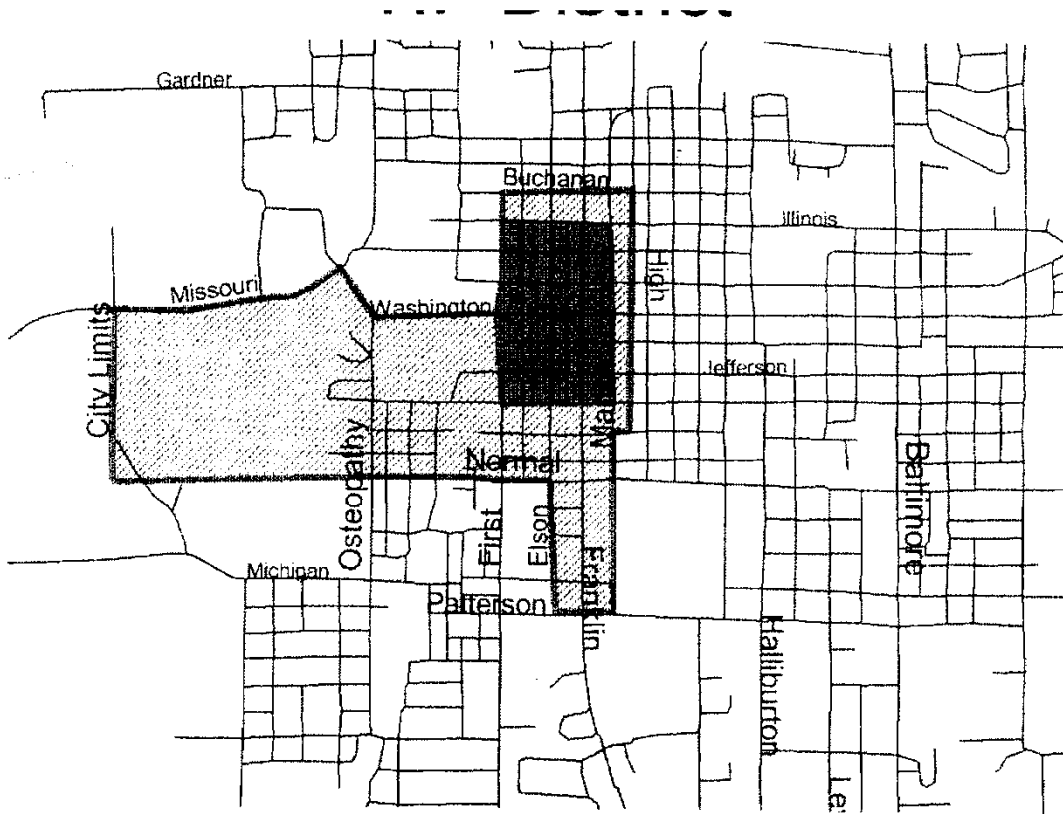


Figure 1: Downtown Revitalization TIF District

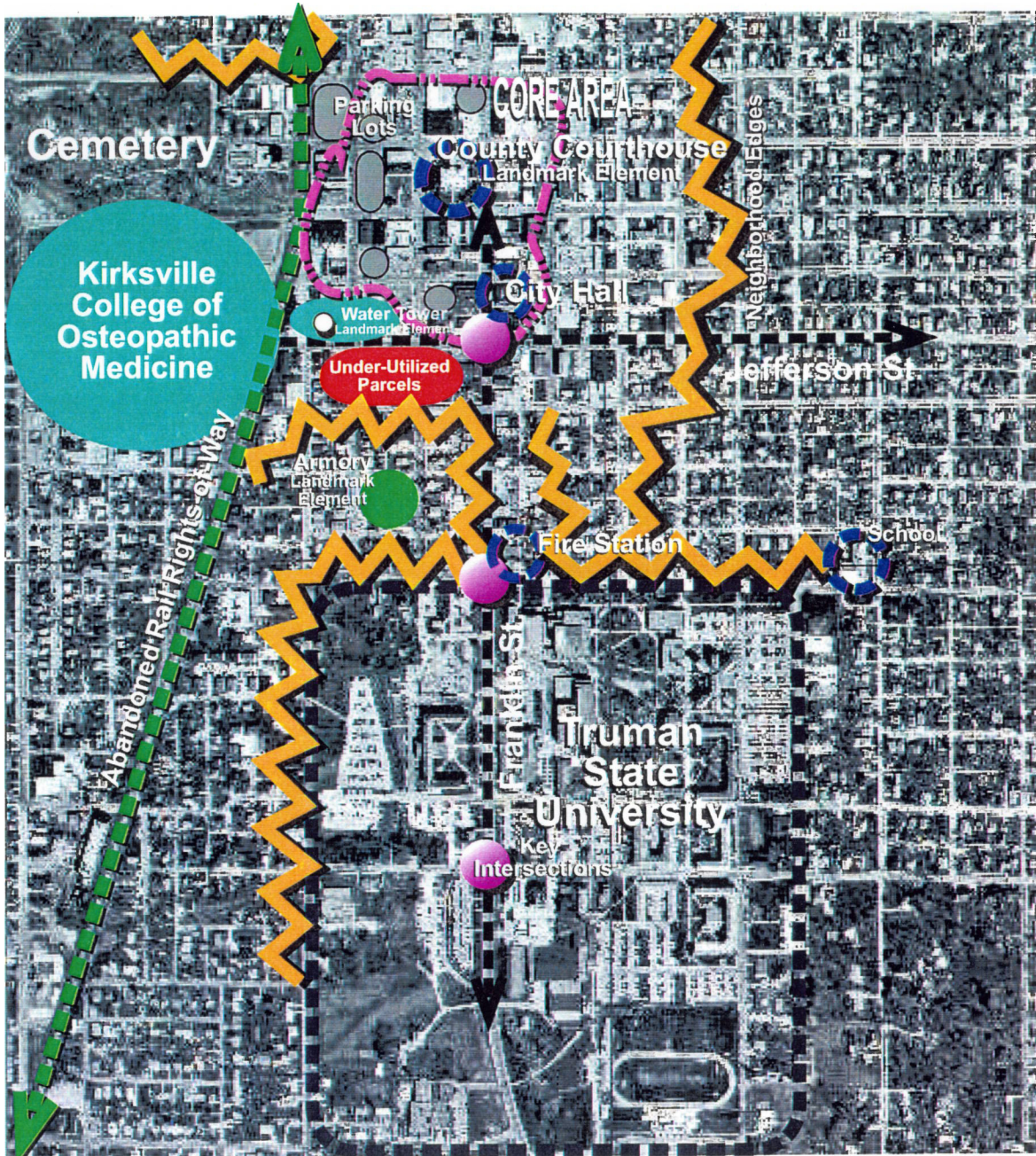


Figure 2: Visual Analysis

- LEGEND**
- SINGLE FAMILY
 - DUPLEX
 - MULTI-FAMILY
 - PUBLIC/INSTITUTIONAL
 - TRUMAN STATE UNIVERSITY
 - KCOM
 - COMMERCIAL RETAIL
 - COMMERCIAL OTHER
 - OFFICE
 - INDUSTRIAL
 - PARK/OPEN SPACE
 - PARKING LOT
 - VACANT LOT

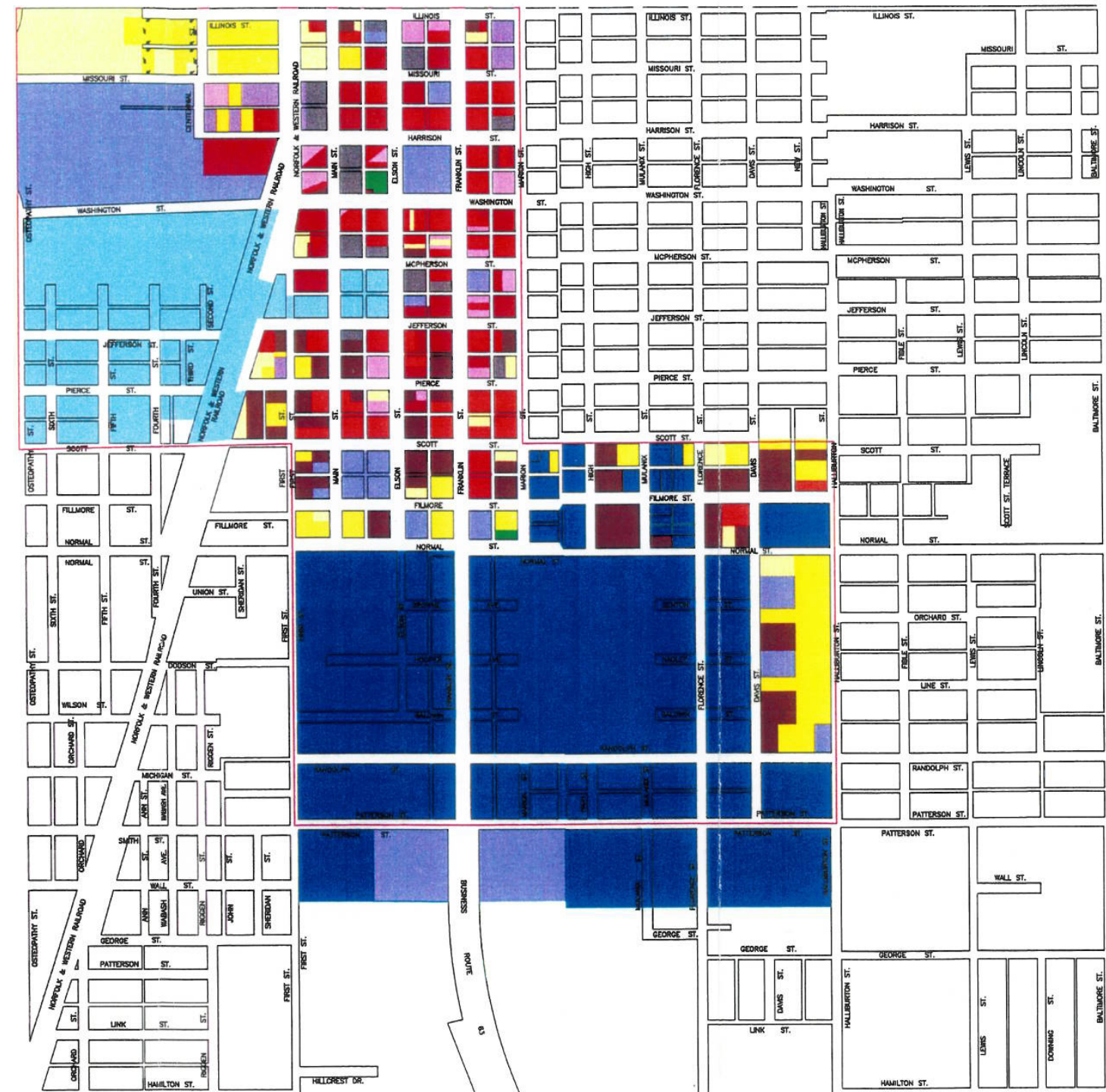


Figure 3: Land Use

south, the elementary school structure at Halliburton Street and Normal Avenue, the water tower on the west, the campus buildings and entry elements of KCOM and Truman State University, and several significant residential and commercial structures scattered throughout the area.

The central anchor of the downtown is the county courthouse. The courthouse serves as the center of the town square. The north, south, and east sides of the square are completely bordered by commercial shops and other uses. This activity includes a combination of office, commercial and residential uses including retail specialty shops and small eating establishments. The west side of the square includes some open space along with several buildings that are not fully occupied. Beyond the square and off of Franklin, Washington and Harrison Streets, the downtown commercial fabric includes surface parking lots, vacant buildings and storefronts, and viable businesses ranging from restaurants to auto service to supply wholesale and warehouse uses.

Visually downtown is impacted by the presence of automobiles throughout the area, streetscape features such as the canopies and landscape planting areas, and the facade treatments and signage on buildings. Also, property maintenance issues are visually noticeable in several cases. Alleyways and open storage areas are most noticeable when looking for visual clutter. Additionally, the vacated railroad right-of-way is a visual and physical gap between KCOM and the downtown.

South of Jefferson Street, between First Street and Marion Street there are one story professional office and commercial buildings, or home-to-business conversions. The character of several of the commercial buildings is more suburban in nature and does not necessarily connect well to the downtown commercial or residential character.

Residentially, the area south of Jefferson Street is primarily housing geared toward students. Single family houses with full year community owners and residents are scattered among structures that have been modified to accommodate multiple housing units for students. Much of the residential housing is duplex or multifamily in nature due to the conversion of use. Overall, there is a lack of visual or physical connection to the downtown from these residential neighborhoods.

Public Charrette

The foundation for the Downtown Plan is based on an understanding of the critical issues, existing assets and desires of those who live, work and conduct day-to-day activities in Downtown Kirksville. During a multi-day charrette public participation was sought through public workshops, informal gatherings and individual discussions. During the charrette two public workshops were conducted. The first workshop was attended by approximately 55 people and resulted in a discussion of issues, assets and desires for Downtown Kirksville. The second workshop was attended by approximately 90 to 100 people and focused on a set of design and development framework alternatives.

Issues

The list below reflects the issues that were identified by the individuals attending the first workshop. In addition to identifying issues and concerns the participants were asked to prioritize the issues they identified. Each participant was allowed three votes to indicate their top priorities. The number next to each issue reflects the number of votes received for that specific item.

- Parking (13)
- Properly used parking (4)
- Drug store and grocery (6)
- Needs pizzazz –wow factor (10)
- Not unique enough to draw from out of town
- Downtown needs to feel good (2)
- Don't want to be Columbia
- No centralization of governmental services
- Good building stock-historical (3)
- Beautifying areas of downtown (8)
- Maintenance and location of alleys (7)
- Sidewalks and trees (more trees) (2)
- Signage and parking signage (too much)
- Shops need attractive signage – Number of signs (1)
- Truman-downtown-KCOM linkage and transportation (13)
- Downtown is not viable as retail-needs to be office and government
- Hope for more mix of retail in downtown (4)
- Who is being taxed-currently just retail (7)
- Drug Store and Grocery (6)
- Unique shopping downtown (1)
- Canopies need replacement (7)
- Sidewalks sinking - water into basements in front of businesses in square
- Repair and upkeep of awnings (if removed it may worsen walks)
- Gutters
- The nature and make-up of stores has changed. There has been a loss of retail store mix
- Medical school has seen a decline of students because of the appearance of downtown (8)
- Downtown needs to be attractive to seniors (could be a good industry)
- No one is coming to downtown
- Missed opportunity with warehouse, the City does not seem open to growth
- Downtown needs to differentiate with small retail and small modest sized living
- Retail tax downtown (1% tax on sales)
- Destination is missing downtown
- Sales tax is high (1)

- 75% of sales are from out of town
- Need people (2)
- Understanding traffic pattern and one-way streets (1)
- Downtown needs a movie theater on square- Center for vitality and entertainment (11)

As a result of this exercise the following specific issues were identified as most important: parking, Truman-Downtown-KCOM linkage and transportation, Downtown needs a movie theater on square- Center for vitality and entertainment, and needs pizzazz –wow factor.

Assets

In addition to identifying issues it is important to know what the community values within the existing downtown framework. Again, the participants at the first workshop were asked to provide input regarding the strengths and resources they recognized in Downtown Kirksville today. This inquiry led to the generation of the following items:

- City lights / Country nights
- Wonderful sense of community
- People
- History
- High occupancy rate in downtown
- Unique / a lot of people come
- Two institutions of higher education (Helps keep stores alive)
- Not yet home to a mall
- Need to keep interest in downtown
- 100 viable businesses downtown
- Safe community
- Accessible - walking distance to both colleges
- Community's location
- Strong businesses, retail shops, and restaurants
- Make it quaint
- Convenience of downtown (everything is within walking distance)
- Student population

Goals

Finally, the participants were asked about their goals and visions for Downtown Kirksville. What are the things that people want to see in downtown? The list below begins to identify elements or items that may be important to the future success of Downtown Kirksville. Again, the numbers next to the specific items are related to the voting process that identified the priorities of the participants.

- Department store (7)

- Dinner theater (4)
- More restaurants (2)
- Destination (1)
- Family oriented (1)
- Attractive building exteriors, tree lined streets (16)
- Indoor community art center (15)
- Franklin, Tennessee (brick walks, old lights, antiques) (1)
- Concentrate on specialty shops
- Brick store fronts come back (10)
- More young people on the square (4)
- More attractive linkages (Colleges, downtown and Baltimore street) (4)
- Book store
- Streets direct into downtown (5)
- Web pages for businesses (1)
- Ice cream parlor (3)
- Two lane limited access on Rail ROW (Access to north/south end) (5)
- Shops look nice and continue one or two blocks beyond the square (7)
- Park and outdoor entertainment (4)
- Vendors and push carts
- Festivals, every year (8)
- Special promotions and activities (10)
- Youth center (1)

This list of goals depicts a downtown of diverse indoor and outdoor destinations (entertainment, education, retail, employment, recreation, etc.) that appeal to many segments of the community including senior citizens, students and families looking for a variety of daily activities and special events.

Public Survey

During the month of July a public survey was conducted in Kirksville. Although this was not a scientific survey, approximately 600 completed surveys were recorded. The majority of the respondents were female between the ages of 20 and 35, mostly non-students who visit the downtown on weekday afternoons.

The things these respondents liked most about downtown are: the restaurants, the stores and the location. The most cited improvements needed were the appearance of buildings, improved parking and more landscaping. Also, the respondents indicated that the top business / service that would draw people to downtown would be a theater and the most popular comment was that businesses close too early, especially during the week. The results of this survey are provided below.

Respondent Characteristics

Female – 368

Male - 175

Non-Students – 426

Students – 144

Under 20 years of age – 18

20 – 35 years of age – 217

36 - 50 years of age – 187

51 – 65 years of age – 100

Over 65 years of age – 59

Why do you go downtown? (Each respondent indicated their top 3)

Eating – 415

Banking – 407

Shopping – 383

Special Events – 168

Government Activities – 121

Entertainment – 110

Work – 84

Other – 65

Legal – 34

Health / Medical – 18

When do you go downtown?

Daily – 135

Morning - 168

Weekly – 290

Afternoon - 261

Monthly – 129

Early Evenings - 248

Annually – 21

Weekends - 225

Never – 11

Weekdays - 207

What three things do you like most about downtown Kirksville?

Restaurants – 210

Stores – 154

Location – 111

What new businesses /services would draw you to downtown Kirksville?

Theater – 103

Clothing Store – 100

Restaurants – 86

What three improvements would you like to see in the downtown?

Improve appearance of buildings – 116

Improve parking – 98
Landscaping – 56

Additional thoughts and comments:

Businesses close too early – 22
Sponsor more activities on the square – 19
Kirksville needs a competitor for Wal-Mart – 8

Plan Framework Development

Given that many of the individual issues, assets and goals identified overlap or were stated in several different ways, five general issue areas were identified from the charrette workshops and survey results in order to guide the conceptualization of the design and development recommendations. The five general issue areas are:

- **Parking / Circulation:** moving and locating vehicular, pedestrian, transit and bicycle traffic within the project area with minimal conflict and greater convenience.
- **Linkage:** strengthening the physical relationship between key activity locations within the downtown project area, as well as between the downtown and other major destinations and routes in Kirksville.
- **Image:** improving the aesthetic components of downtown.
- **Destination:** creating an appropriate mixture of opportunities and uses in downtown to take advantage of many market segments.
- **Organizational Structure:** defining methods, responsibilities and resources for successful implementation.

In addition to the identification of these five issue areas four alternative development frameworks were discussed with the public as part of the Downtown charrette. The intent of this discussion was to identify an acceptable approach for downtown development based upon public evaluation of potential alternative concepts.

Status Quo Alternative

The first alternative was “status quo” which was primarily thought of as a continuation of the current development scenario. Development would happen in an opportunistic manner based on the individual efforts of a variety of people and groups without a coordinated vision and comprehensive approach. This alternative was dismissed based upon the interpretation of the issues / goals in the first workshop of the charrette and the fact that the partnership of the City of Kirksville, Downtown Improvement Committee, Kirksville College of Osteopathic Medicine (KCOM) and Truman State University has been established. Essentially, the message that came through clearly is that:

Although downtown is economically viable, as attested to by the relative lack of vacant storefronts, the community has reached a decision point in order to

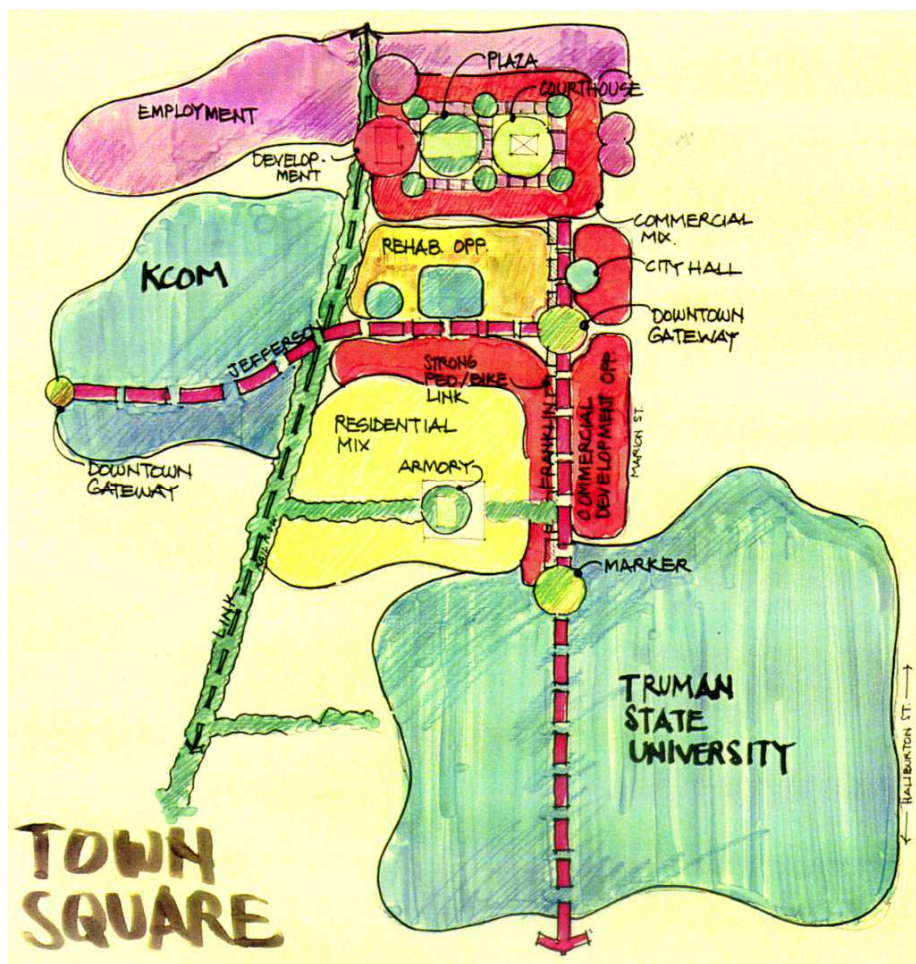
determine the future direction of development and to ensure that downtown will remain viable in the future.

The recognition of this message by the community means that decisive action must take place and maintaining “status quo” will not be an effective approach to achieving the results desired. Beyond the “status quo” alternative, three other alternative frameworks were explored and presented to the public for discussion and evaluation.

Town-Square Alternative

This concept relies on the strong development of three nodes for activity. The nodes are KCOM, Truman State and the town-square around a two-block area for the courthouse a park and parking area. Downtown gateways and markers would be placed in a manner that recognizes the institutional campuses as part of downtown. Primary circulation in the area is along three spines: Jefferson, Franklin and a trail within the abandoned railroad right-of-way. Land use along Jefferson and Franklin would be

Figure 4: Town Square Alternative



commercial in nature but would occur as opportunities arise to convert property use or improve property conditions.

Highlights

- The courthouse is the center of a traditional town square.
- The Town Square extends to the west to include a new plaza/outdoor multi-use open space.
- A strong commercial mix core is established on all sides of the square.
- Employment opportunities are enhanced and assist in supporting the downtown.
- Residential and commercial rehabilitation and infill opportunities are created north of Jefferson Street.
- Jefferson Street and Franklin Street become strong links from KCOM and Truman State University to downtown.
- Downtown markers are used at the entrances of the Colleges to reflect their inclusion in downtown.
- The intersection of Jefferson Street and Franklin Street becomes a downtown gateway.
- The armory building becomes a multi-use facility with pedestrian linkages to Jefferson and the railroad right-of-way.

Entertainment District Alternative

The focus of this alternative is the development of key destinations in downtown. Elements such as a community center, movie theater and the armory provide venues and activities that draw people from all segments of the community into downtown. Strong linkages between the institutional campuses and the downtown are reinforced via expansion of campus activities along Jefferson and Franklin. Linkage elements also support circulation between the destinations in downtown. Commercial development south of the square results as a spin-off of the major destination activity and centralized parking is created.

Highlights

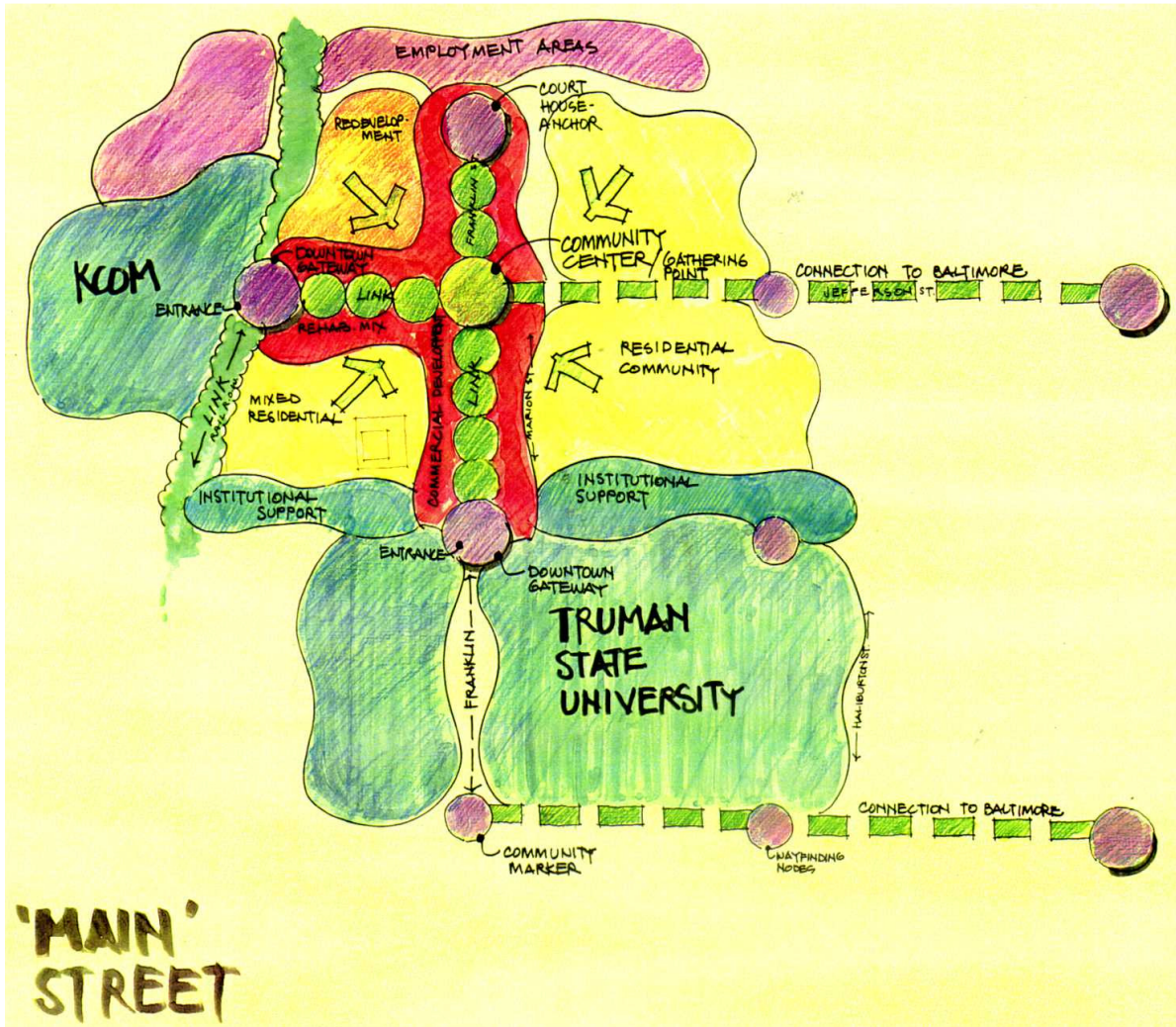
- A variety of activities attract visitors throughout the day and evening hours.
- Downtown anchors include, the existing courthouse, a movie theater, a community center and enhanced employment areas.
- A central parking area is established near the center of downtown.
- Redevelopment includes a strong commercial and residential mix.
- The armory becomes a multi-use center for the community.
- Pedestrian and visual links are used to connect the downtown anchors.
- The intersection of Jefferson and Franklin is the downtown gateway.
- Jefferson and Franklin Streets become strong links from KCOM and Truman State University to downtown as both campuses expand along each corridor respectively.

Main Street Alternative

This concept explores the creation of a traditional “Main Street” character developed by the extension of viable commercial activities along Franklin and Jefferson Streets. The

Figure 5: Entertainment District Alternative

Figure 6: Main Street Alternative



linear development pattern along these two corridors is anchored by the courthouse / square at the north end, KCOM to the west, Truman State to the south and the creation of a community activity center at the intersection of Franklin and Jefferson. An enhanced wayfinding system is implemented to get people to the intersection so that destination decisions can be made.

Highlights

- Franklin Street and Jefferson Street become strong commercial linear links.
- The commercial mix established along the linear links has a “Main Street” character.
- The intersection of Jefferson Street and Franklin Street is a key decision point for connecting the elements in the downtown community.
- By creating a community activity center the importance of the Franklin / Jefferson intersection is reinforced.
- The entrances to the institutions are part of the wayfinding system for downtown.
- Through visual wayfinding elements, the downtown is connected to Baltimore (Hwy. 63).
- Employment areas are enhanced and create an edge to the downtown core.
- The neighboring residential communities are enhanced with the development of the commercial core.

Design Elements

In addition to the framework alternatives described above some design element concepts were generated as part of the charrette. These initial thoughts, some of which are depicted on the following pages, were discussed and further investigated as part of the development of the improvement plan. These elements included wayfinding, town square concepts, awning and building facade application concepts, enhanced canopy concept and streetscape applications.

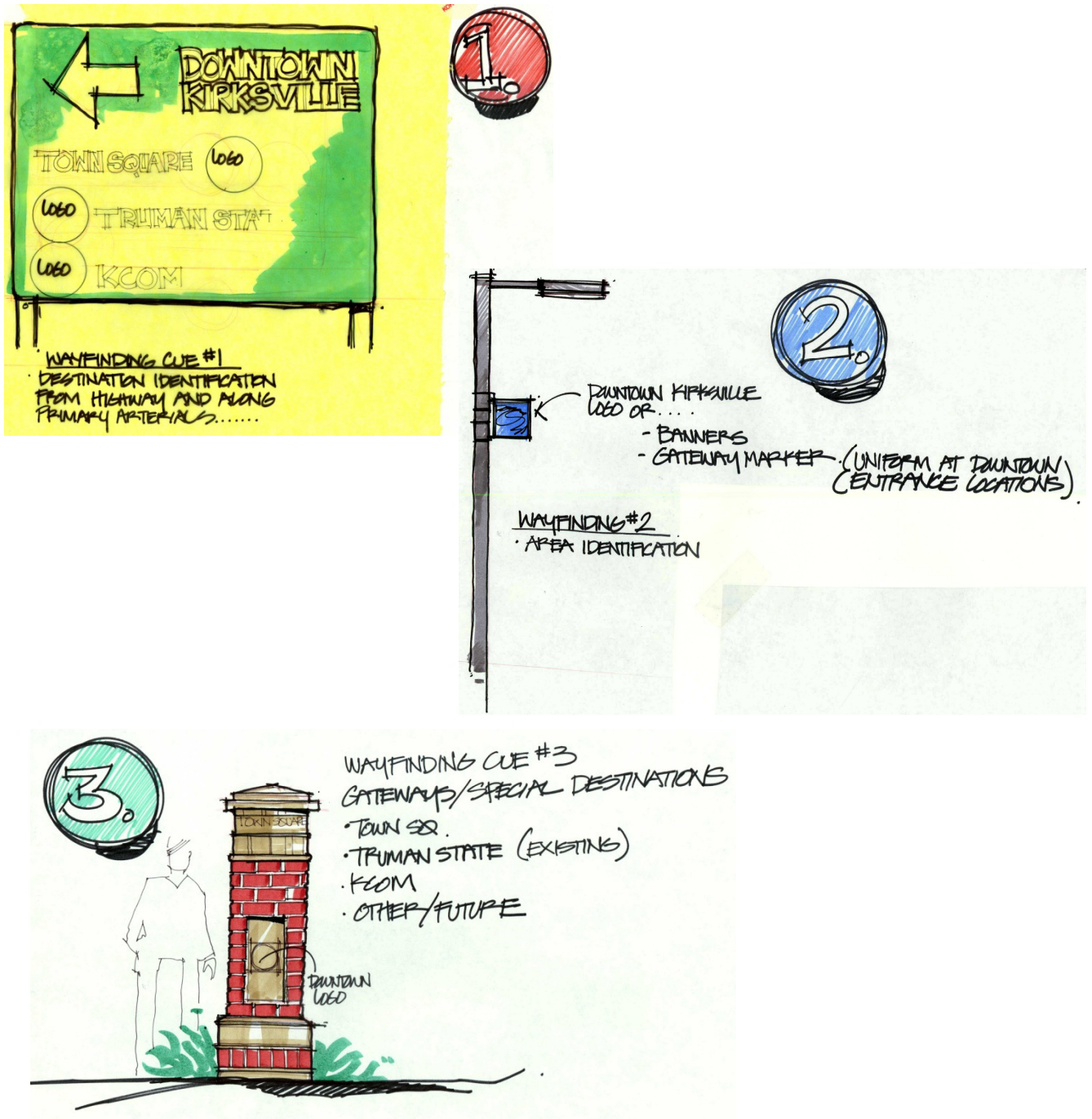


Figure 7: Wayfinding Elements

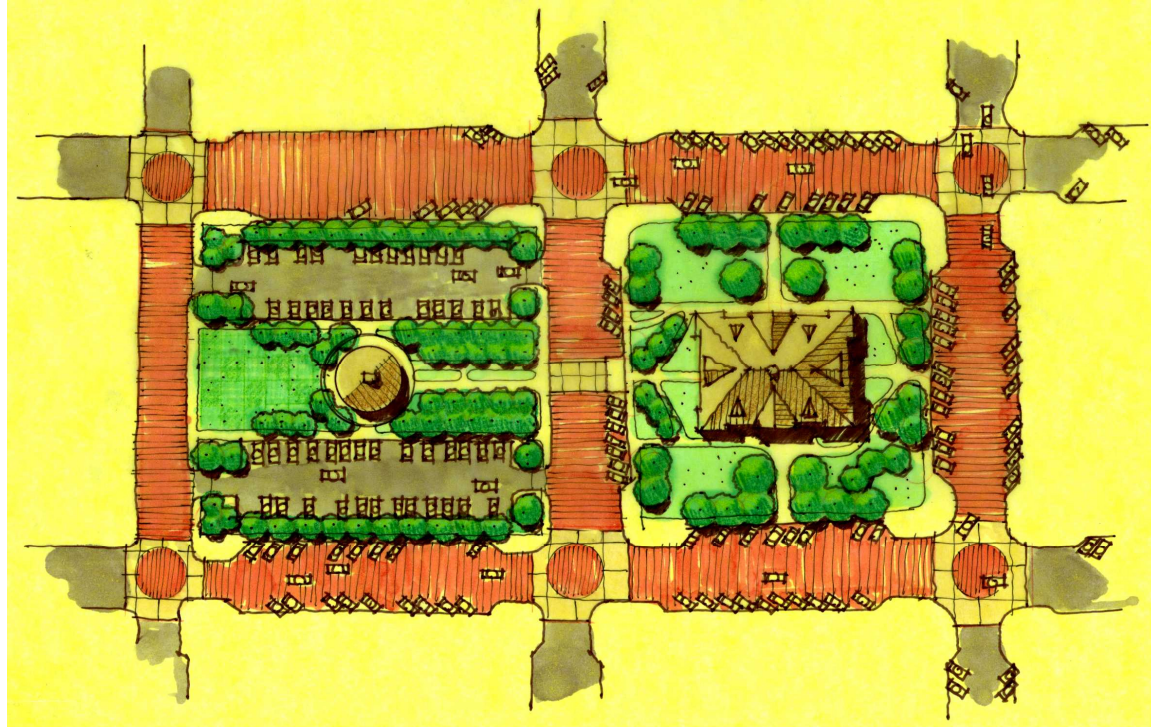
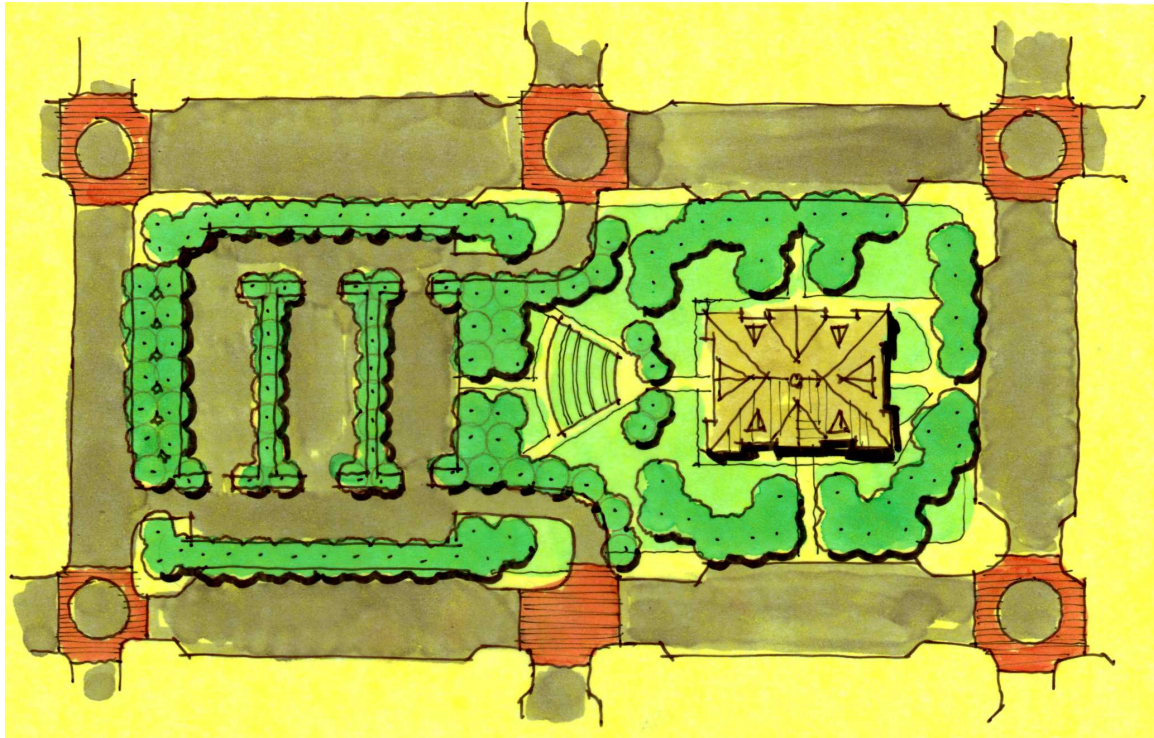


Figure 8: Town Square Concepts

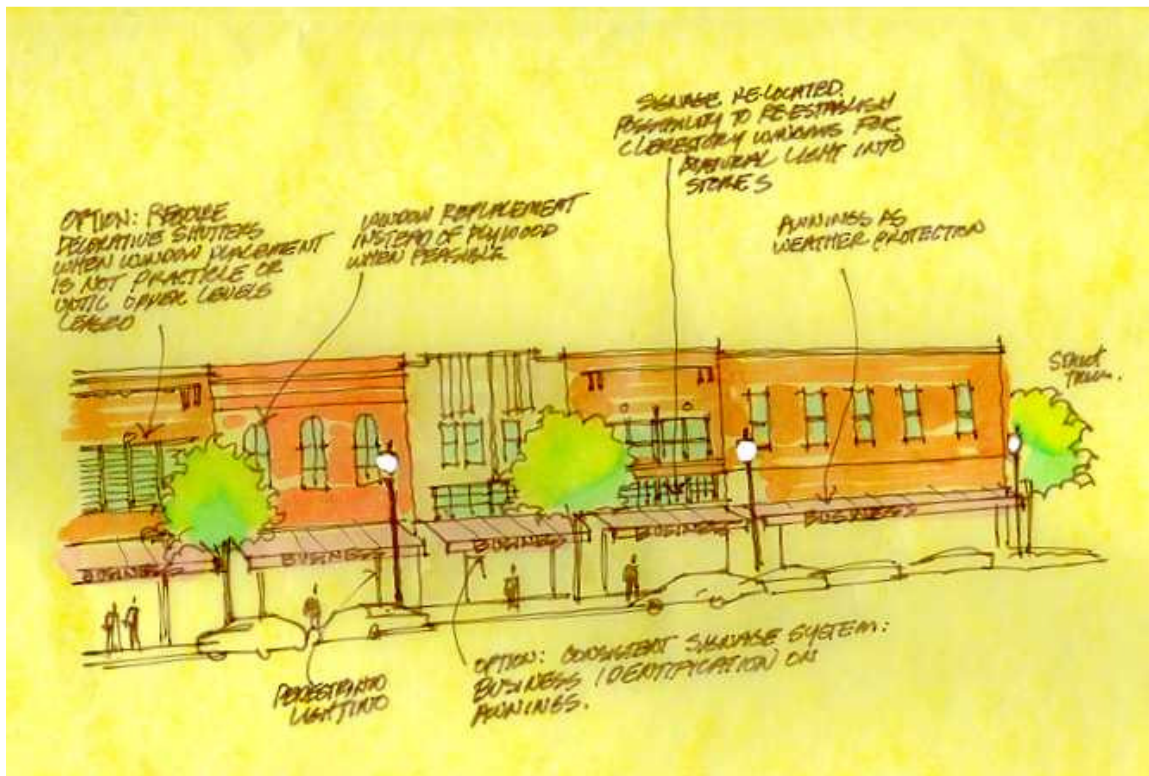
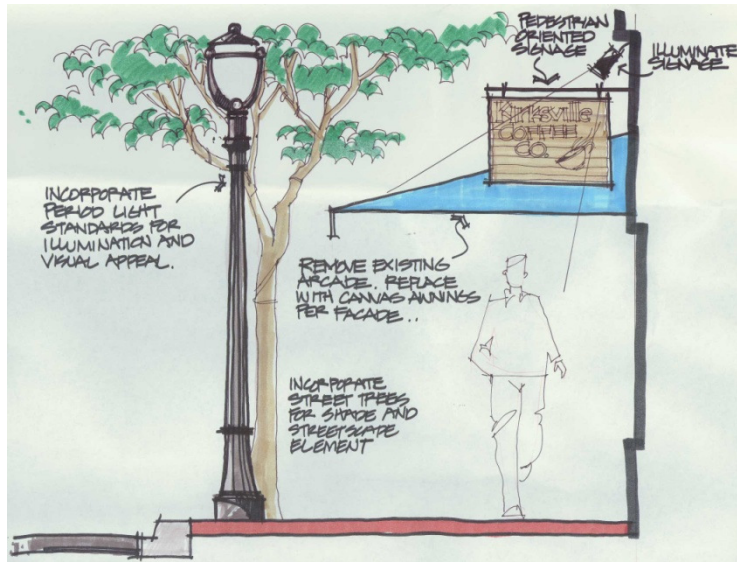


Figure 9: Awning Application Concept

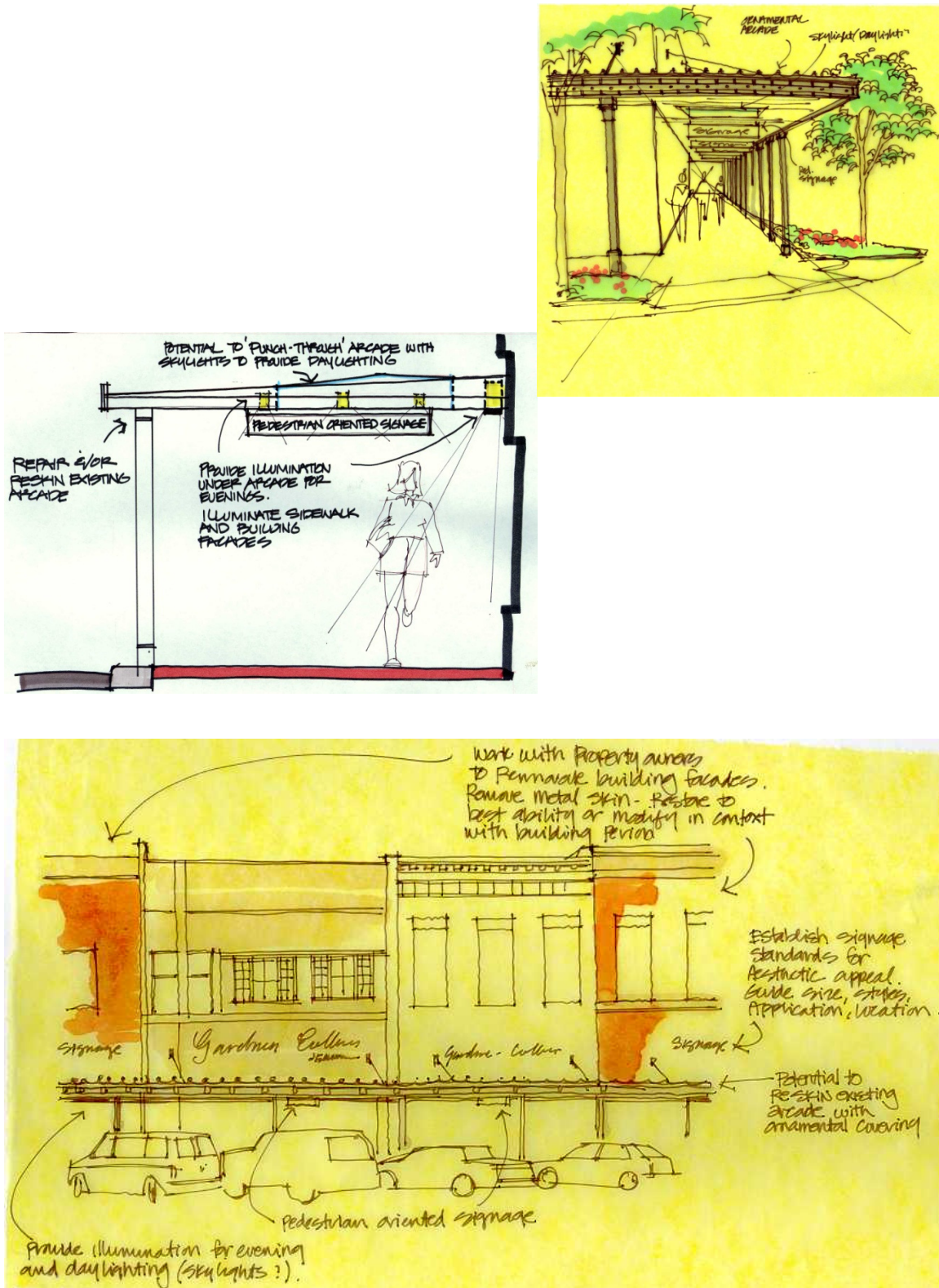


Figure 10: Enhanced Canopy Concept

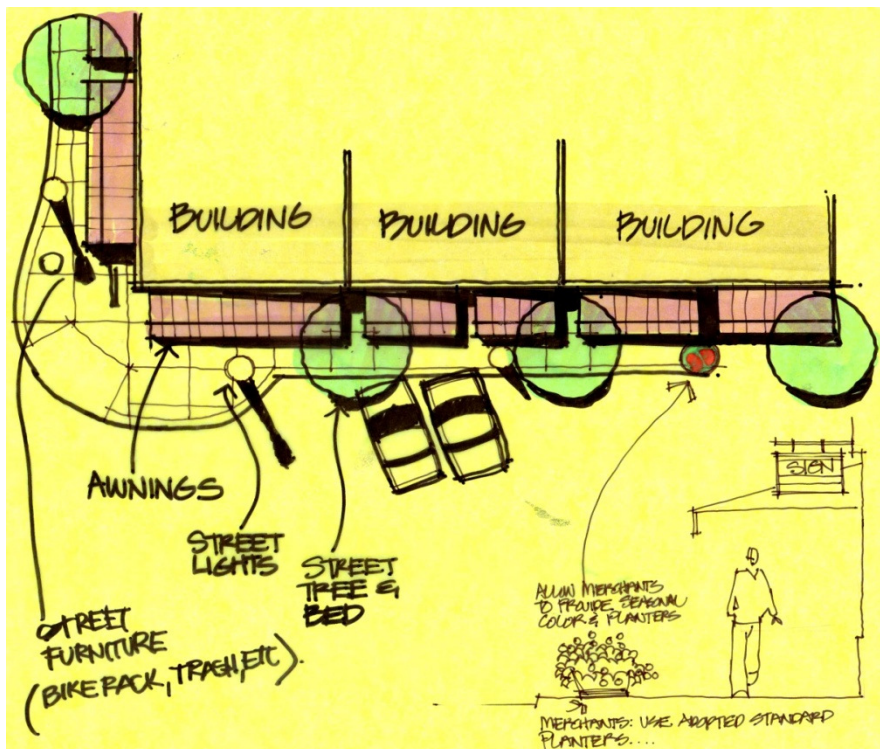
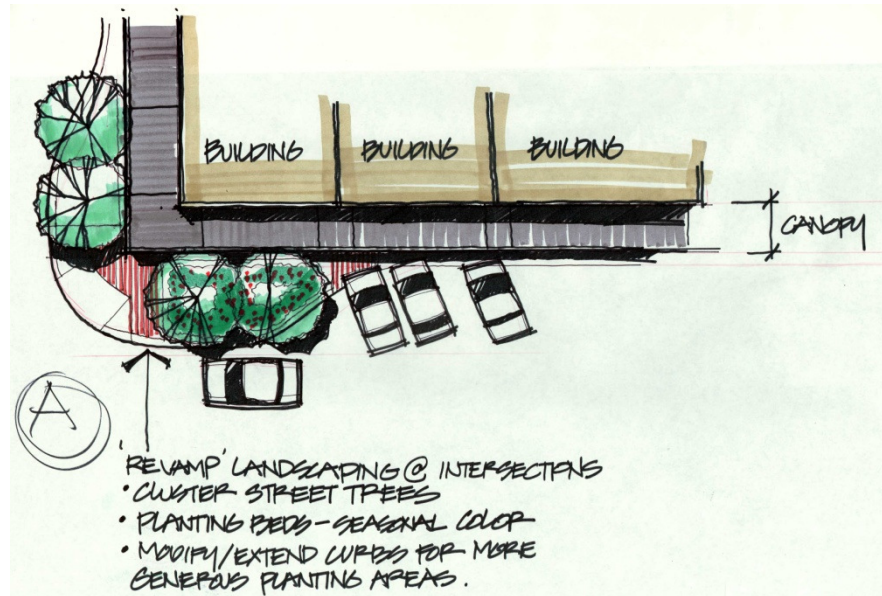


Figure 11: Corner Streetscape Application Concept

Downtown Improvement Plan

The planning process utilized to develop the Kirksville Downtown Improvement Plan has incorporated significant public input. This public guidance has included the involvement of a Steering Committee made up of four key partners necessary to achieve success during implementation of the plan. Additionally, citizens in Kirksville have provided comments regarding the priorities that should be addressed in downtown and the framework for addressing those priorities. The result is a plan based on public participation in the planning process but also based in solid planning principles. This foundation will allow the community to take ownership of the plan and begin implementing key recommendations in a manner that will strengthen the downtown area.

The physical framework for the plan is based on a number of districts and linkages. As noted previously the downtown improvement plan area encompasses much more than the Town Square. There are a variety of districts and individual projects throughout the area. The guiding principle for the plan framework is the creation of distinct areas that complement each other and incorporate a number of new development and redevelopment efforts by individual property and business owners, institutions and public entities. Although individual character is important there are several elements within the physical environment that will facilitate the transition between each place in a way that will enhance the center of the community.

There are three key anchors in the downtown area - KCOM, Truman State University and the Town Square. The primary linkages for these anchors are Franklin Avenue and Jefferson Street. Aesthetic, land use and transportation elements along these linkages are important to creating effective connections between the key anchors.

Secondary corridor segments located within or adjacent to one or more of the key anchors are Osteopathy Avenue, Main Street, Elson Street, Marion Street, Florence Street, Harrison Street, Washington Street, Normal Street and Patterson Street. These corridor segments must not only reflect the character of the respective anchor but also are critical to effective circulation of automobiles, pedestrians and other forms of transportation movement in and around the area.

Because the improvement plan relies upon enhancing the existing qualities and strengths of several elements within Downtown Kirksville and the unification of these diverse elements, the improvement plan is broken into several sections that describe the character and future conceptual vision and recommendations for potential improvements and development in the various districts throughout the project area. In many cases these concepts are general in nature because specific developers, design/construction documents and implementation tools will need to be developed and adopted as each project moves forward from concept to reality. Each specific project identified in this plan will require greater investigation and refinement and should be evaluated for conceptual conformance to the goals and principles of the overall improvement plan.

Kirksville Downtown Improvement Plan

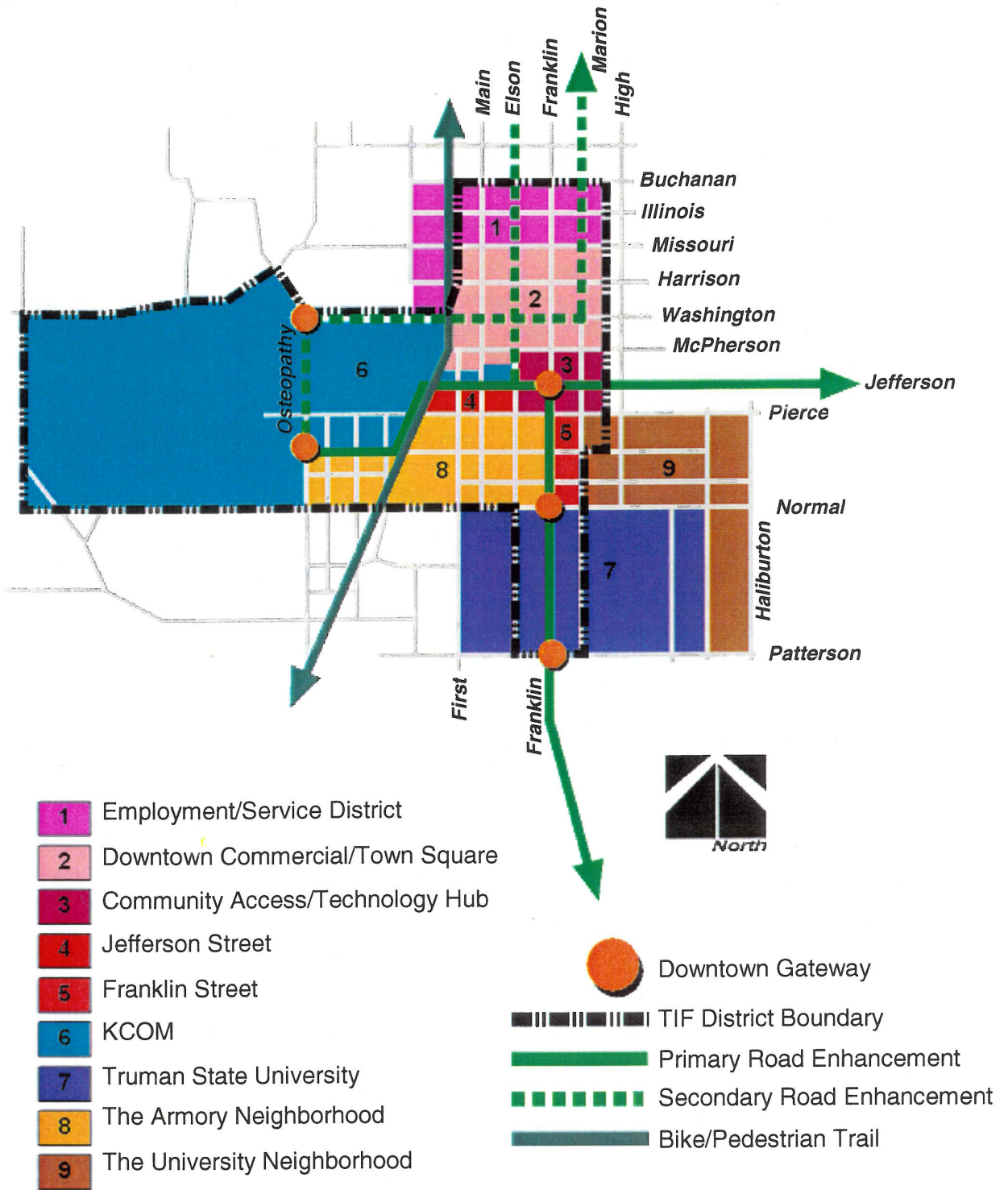


Figure 12 Plan Framework

Employment / Service District

Goal: Support the development of business activities that provide employment and service opportunities to the residents of Kirksville market area.

To the north and west of the Downtown Commercial District and Town Square, development has traditionally incorporated uses that provide both employment and services to the residents of the Kirksville market area. Automobile sales, home improvement items, mini-warehouse storage, light assembly / manufacturing and other uses are prominent in the area north of Missouri Street and west of the railroad right-of-way. Some single-family residential use and a cemetery are also located in or adjacent to the northwest corner of this area.

The primary emphasis in this area should be to retain and encourage a mixture of uses that continue to provide a variety of products and services to the greater Kirksville market area. These uses may have site and / or operational requirements that are not conducive to being located on the Town Square or in the Downtown Commercial District. Service functions or activities, supply / material yards, delivery and distribution methods and other factors impact the day-to-day characteristics of an area such as this district.

Unlike areas such as the Town Square where aesthetic improvements assist in setting a character for an area, the primary purpose of aesthetic improvements here is to buffer functional impacts such as noise, looks, or smell. The uses in this area are important because they add to the destination mix of the downtown area. Because of this importance they can not be ignored or allowed to develop in a haphazard manner. As with the University Neighborhood (discussed later) there must be an acceptable standard of appearance and impact, as well as service, if the public should be expected to return to the area to conduct business.

Potential redevelopment is possible in the northwest corner of this district sometime in the future. If that were to occur it must be done in a manner that allows for an effective transition to and protection of the residential neighborhoods to the north.

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 Downtown Commercial District encompasses an area bounded by Missouri Street, Marion Street, Jefferson Street and the railroad right-of-way on the west. Approximately 1½ blocks of this area is utilized by KCOM and a description of the character of that area can be found in the Jefferson Street narrative later in this report. The key anchor within the Downtown Commercial District is the Town Square, made up of many small business entities. Several factors will influence the future success of these entities and downtown commerce in general.

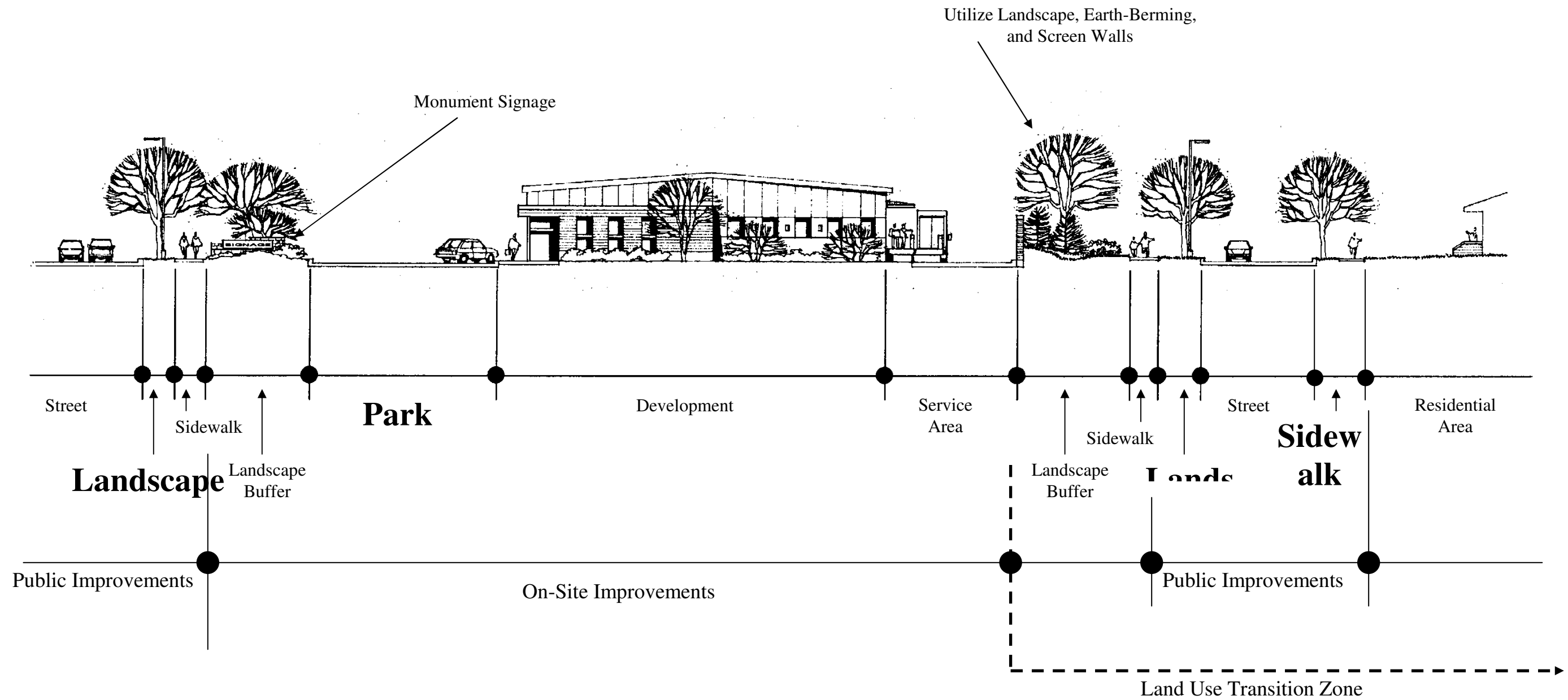
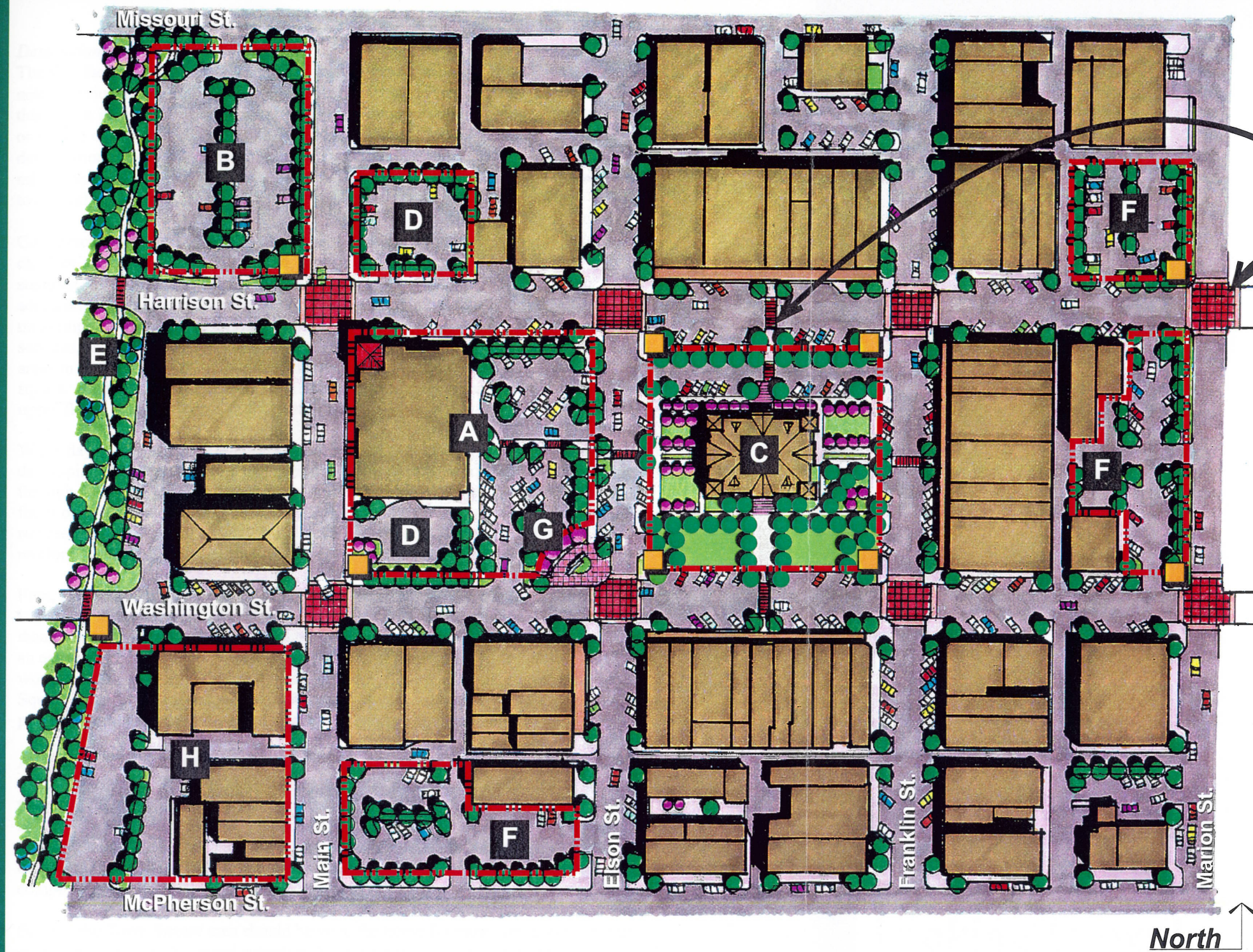


Figure 13: Employment / Service District Redevelopment

Figure 14

Town Square Kirkville, Missouri

Conceptual Master Plan



-  Mid-block pedestrian crossing
-  Enhanced intersection treatment
-  Town Square gateway marker
- A** Theater and parking development
- B** Parking improvements in conjunction with theater development
- C** Courthouse site and parking improvements
- D** Parking improvements or infill development opportunity
- E** Multipurpose trail and greenspace
- F** Parking lot improvements or possible infill development
- G** Dover Park/memorial wall
- H** Hotel expansion/enhancement and related development

Destination Quality

The first factor critical to success is the creation of viable destinations in downtown. As noted previously downtown does not have many vacant storefronts or properties. Given this fact, it is important to maximize opportunities for new development, redevelopment or change of use. In general, development activities should focus on the continued development of specialty retail, restaurant, entertainment and downtown service uses. A mix of residential and office development should supplement these types of uses in order to expand the level of use in downtown throughout the day.

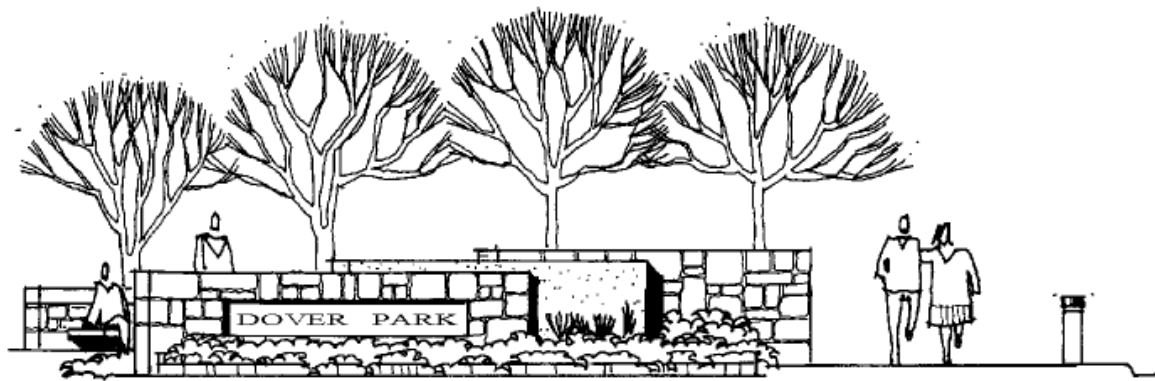
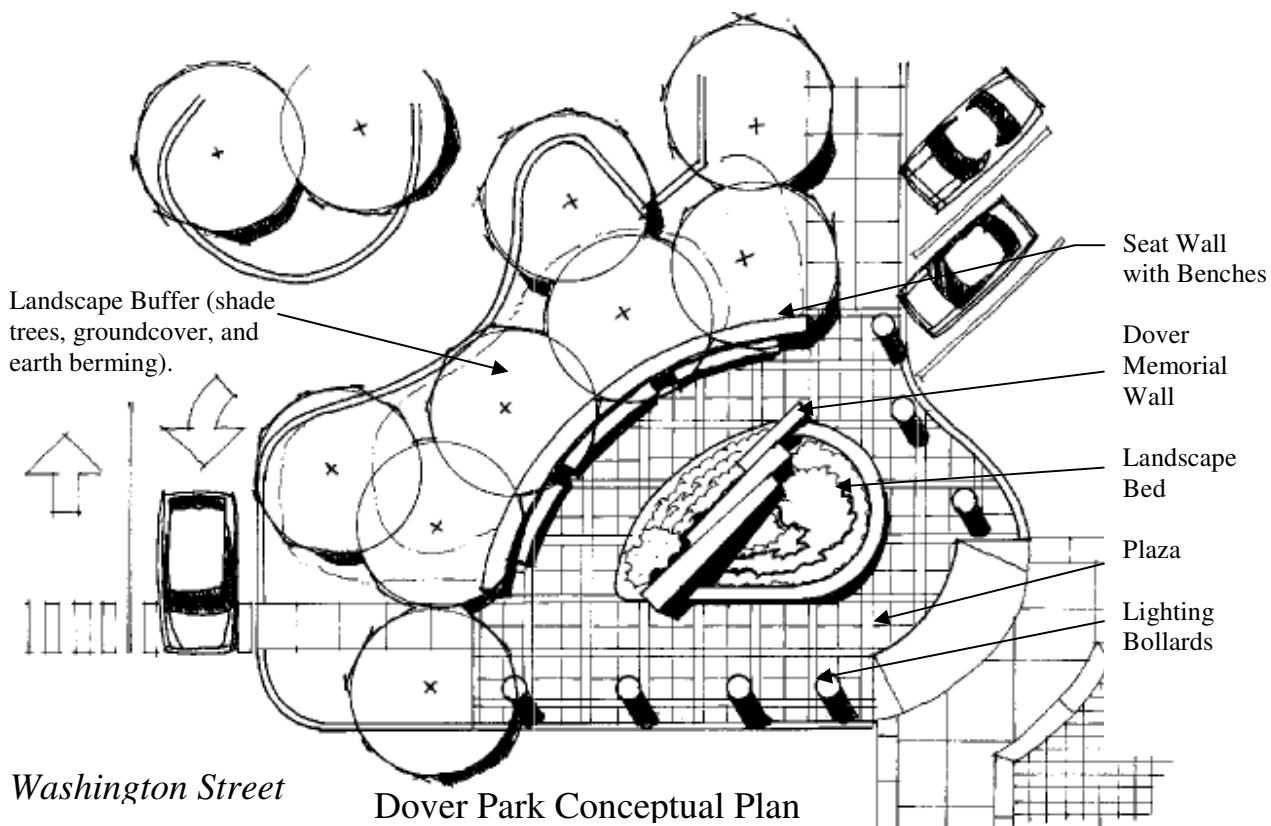
Commercial uses such as antiques, home furnishings / housewares, women's / men's / children's apparel and specialty retail, independent specialty foods / grocery / deli / sundries stores, arts and crafts, specialty toy or educational goods and gifts and accessories should be encouraged to locate in the Downtown Commercial District and most importantly in the first floor locations around the Town Square. Financial and legal services, as well as other business services and offices should be encouraged in other areas in the Downtown Commercial District or in second floor locations around the square. Additionally, residential use in this district should be encouraged and located on upper floors of the buildings in this district.

While day-to-day business retention and attraction activities in this area should focus on developing a mixture of uses that provide a strong destination quality to downtown through the use of existing buildings and properties, redevelopment activities need to focus on providing opportunities that will enhance the downtown experience and that require the assembly of property or the development of new structures for uses that reinforce the destination qualities. Several key opportunities exist currently.

First, given the existence of a variety of restaurants and nightlife locations in downtown a key destination is a major entertainment activity. Such an entertainment venue could be a theater that would bring individuals into downtown repetitively. A good location for such an activity would be the block immediately west of the County Courthouse. This block would need to incorporate an open space element (Dover Park) to enhance the Town Square and provide central parking not only to the square but also the theater. In order to provide for these functions, the full block will need to be redeveloped.

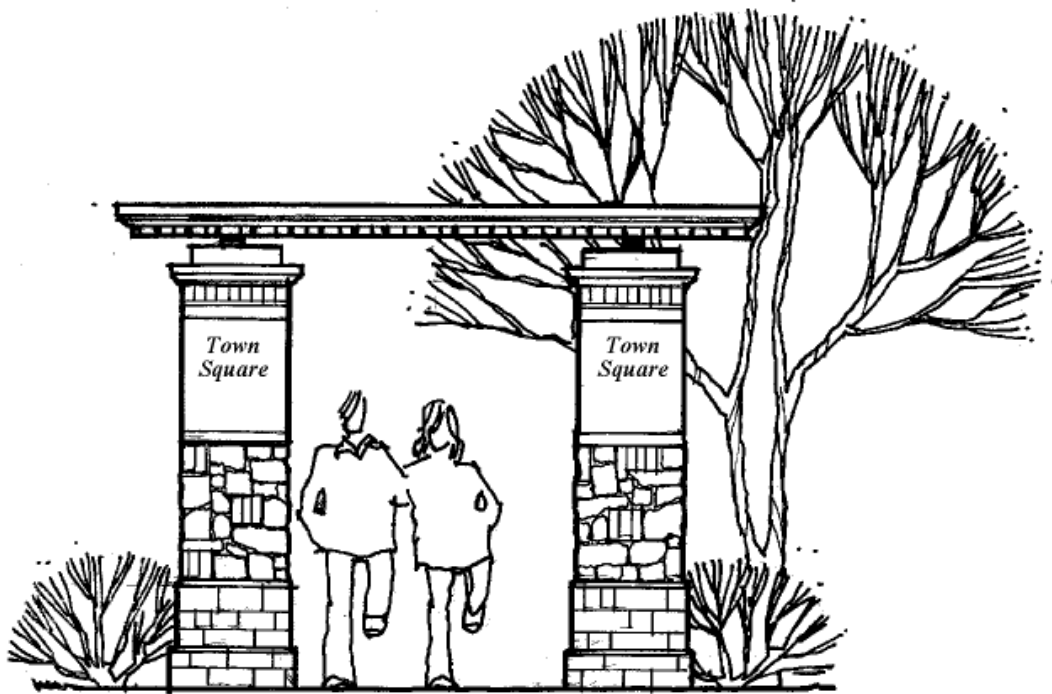
As a result of this development the Town Square becomes a two-block area. A spin off effect of the theatre may be the redevelopment and change of use of properties facing the theatre block, thus creating more opportunities for retail business development on the square. Such development activities should complement the development pattern, style and scale of the structures and uses facing the courthouse. Additionally, all new development will need to be done in a manner that is architecturally and aesthetically complementary to the Town Square.

Second, the Town Square area should become the home for most community special events and festivals. Seasonal activities throughout the year should be encouraged as a matter of routine. These activities and events bring people to downtown and help them to



Dover Memorial Wall Conceptual Elevation

Figure 15: Dover Park



Gateway Alternative



Single Pylon Alternative

A detailed assessment at each gateway location will identify the particular alternative that can be implemented.

Basic elements in all gateway prototypes should include:

- Town Square identification;
- Consistent materials throughout the Town Square (brick, stone, and combinations thereof);
- Consistent logotypes and graphics (type styles and size, logos, etc.)
- Additional information could be incorporated such as street identification, historical / interpretive narratives, etc.

Figure 16: Town Square Markers

see what is happening in downtown. With the creation of open space along the old railroad right-of-way and the reconfiguration of parking in the Town Square community events, festivals and activities such as the farmers market can be better accommodated.

Third, the greenway along the west side of the district extending from Missouri Street to Scott can be an outdoor destination for recreation and education. In order to maximize the use of this greenway corridor, it should be designed to serve multiple functions. Walking, biking, general recreation, interpretation of nature or history and overflow parking at trailhead locations are important facets to the experience along this corridor. Off-street parking located along the east side of the greenway trail will be improved in a manner that retains access to the businesses located adjacent to the old railroad right-of-way. The actual amount and location of parking and trail improvements will be determined through specific design studies as part of project development in this area.

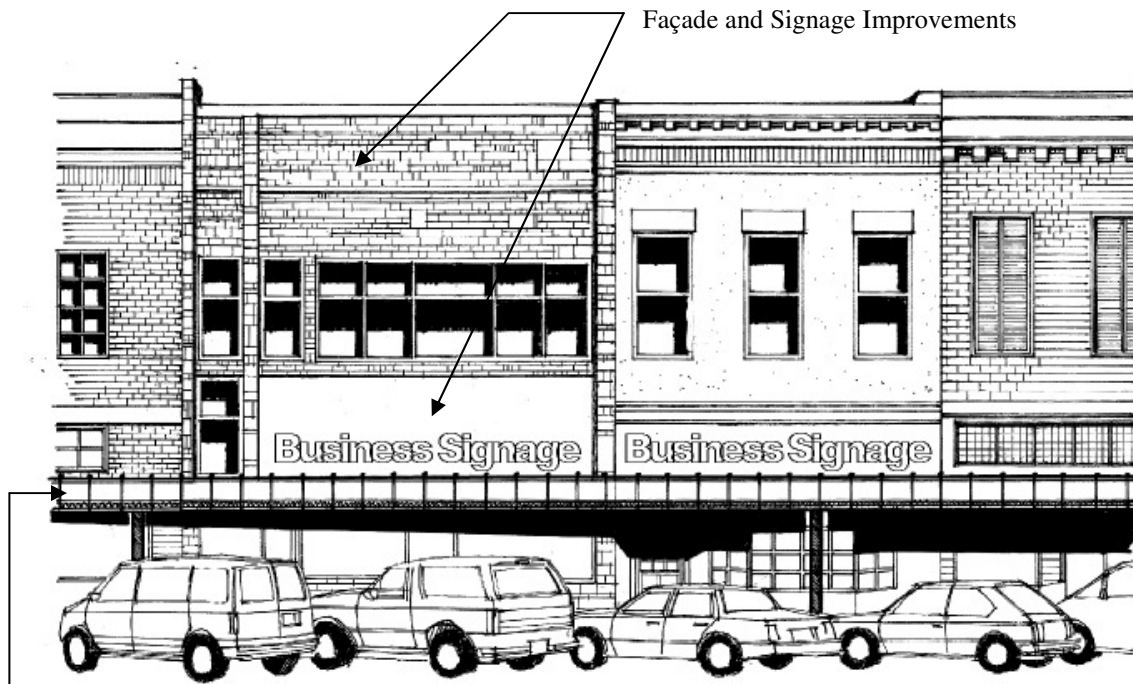
Finally, the Travelers Hotel can play a key role in bringing people to the downtown area. Renovation efforts should continue and expansion / enhancement of facilities and uses in this block of the downtown could complement other activities by providing further conferencing and amenities to the hotel experience. Development of this block and the expansion of the Travelers Hotel can incorporate community meeting rooms, public amenities (such as historic, childrens, or art museum) and a theater / performance stage for community events.

Image Enhancement

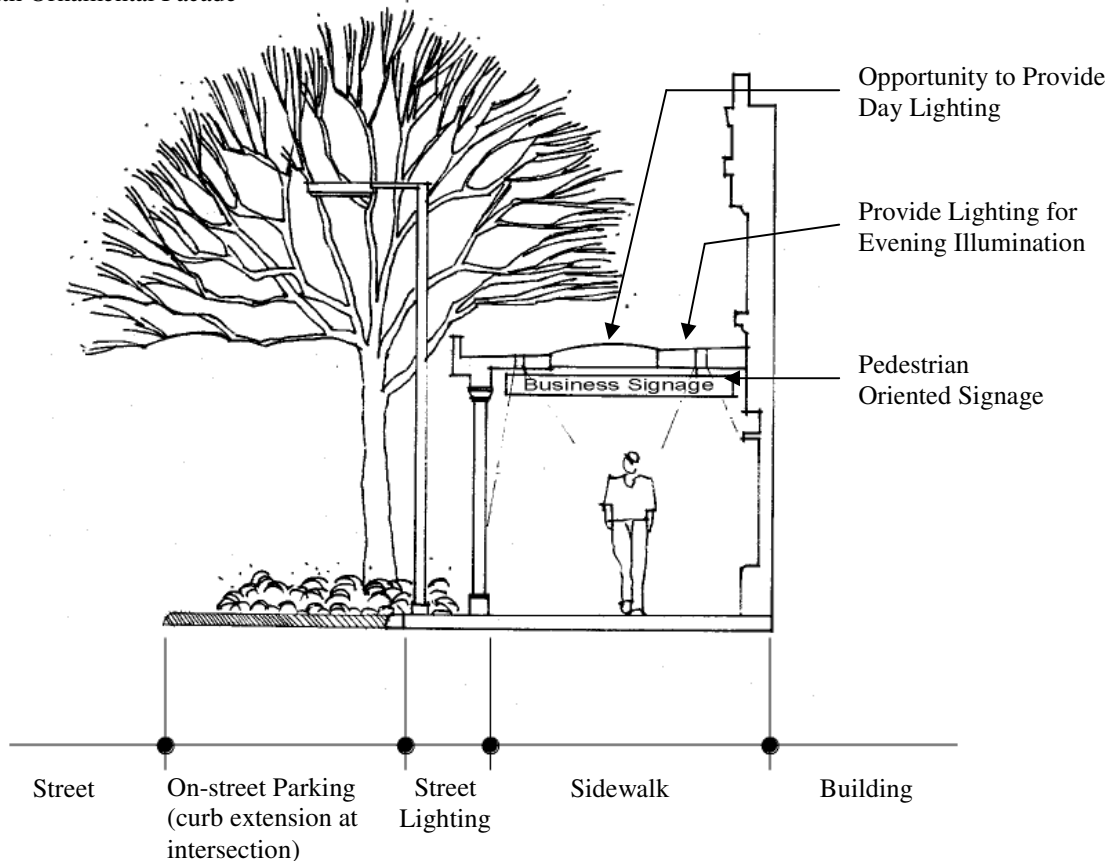
The creation of viable destinations and businesses will create a demand for an aesthetically pleasing environment in downtown. In this district the focus of image enhancement measures involves updating and redesigning several key facets of the physical environment.

In areas where the shared canopy already exists over sidewalks, this feature could be redesigned and reconstructed to incorporate better signage, lighting and architectural styling. It may be possible to retrofit the existing structure but that determination would need to be made as part of the design process. This concept, as well as other alternatives and applications (the use of a half wall with amenities at street level or new full wall façade with an enclosure system were discussed by the Steering Committee as possible options to the canopy replacement or retrofit concept), to improve the facades and weather protection systems of buildings around the Town Square and commercial core will continue to evolve as work is done to determine the feasibility of such improvements (including cost / benefit, design integrity, and functionality of the improvement) in relation to the existing conditions and desired development patterns. It should be noted that all options for resolving design and functional feasibility concerns related to implementation of an improved building and weather protection system need to be studied further.

Figure 17: Canopy Enhancements



'Rehabilitate' Existing Canopy with Ornamental Façade



New canopy or rehabilitate existing structure with more ornamental treatment to enhance visual appeal and cohesion within the Town Square.

Potential enhancements include:

Metal or copper parapet to screen pitched roof on canopy.

Metal or copper punched panel.

Metal or copper panel system.

Metal or copper column cover.

Down spouts:

Alternatives include encasement within column covering or affixed to column and treated/painted to match canopy treatment.

Encourage property owners to illuminate storefronts and sidewalk from individual building facades.

Consider strategically locating weather-protected openings in canopy to provide daylighting.

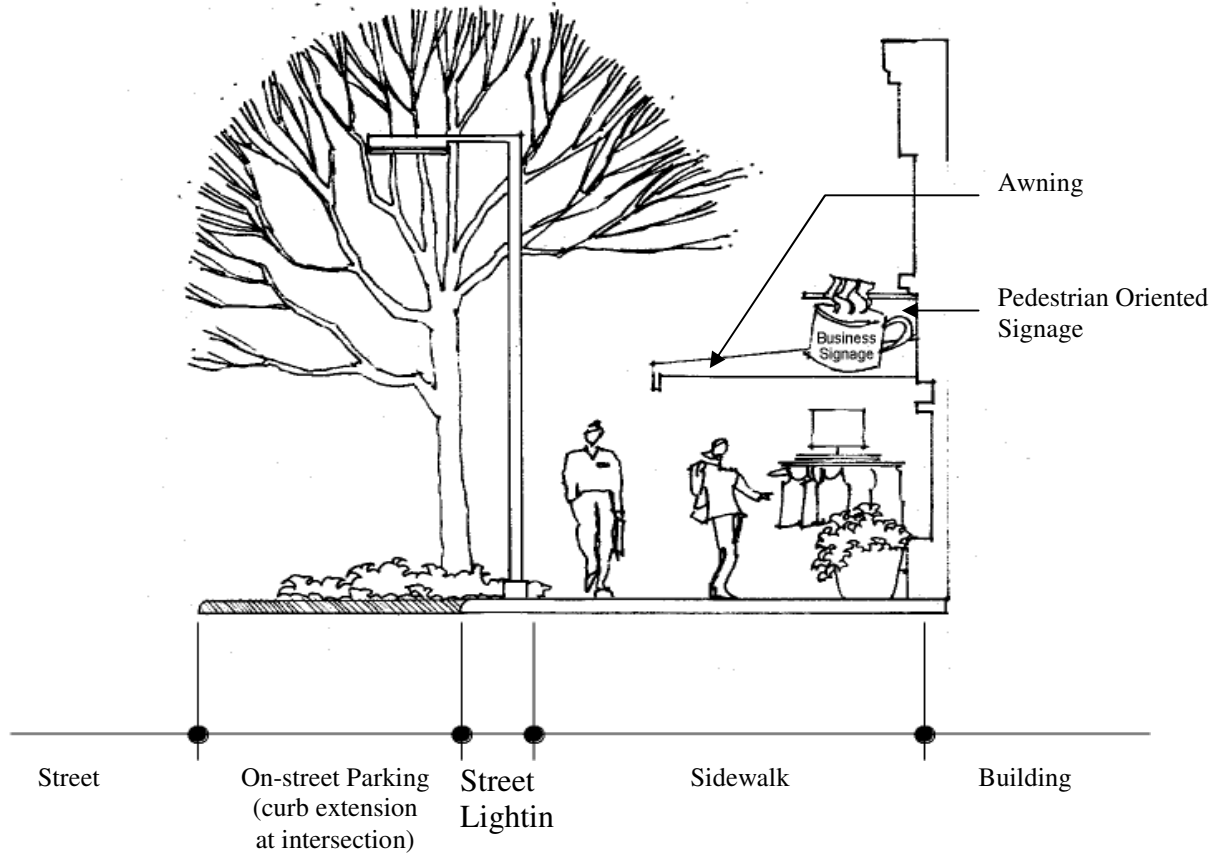
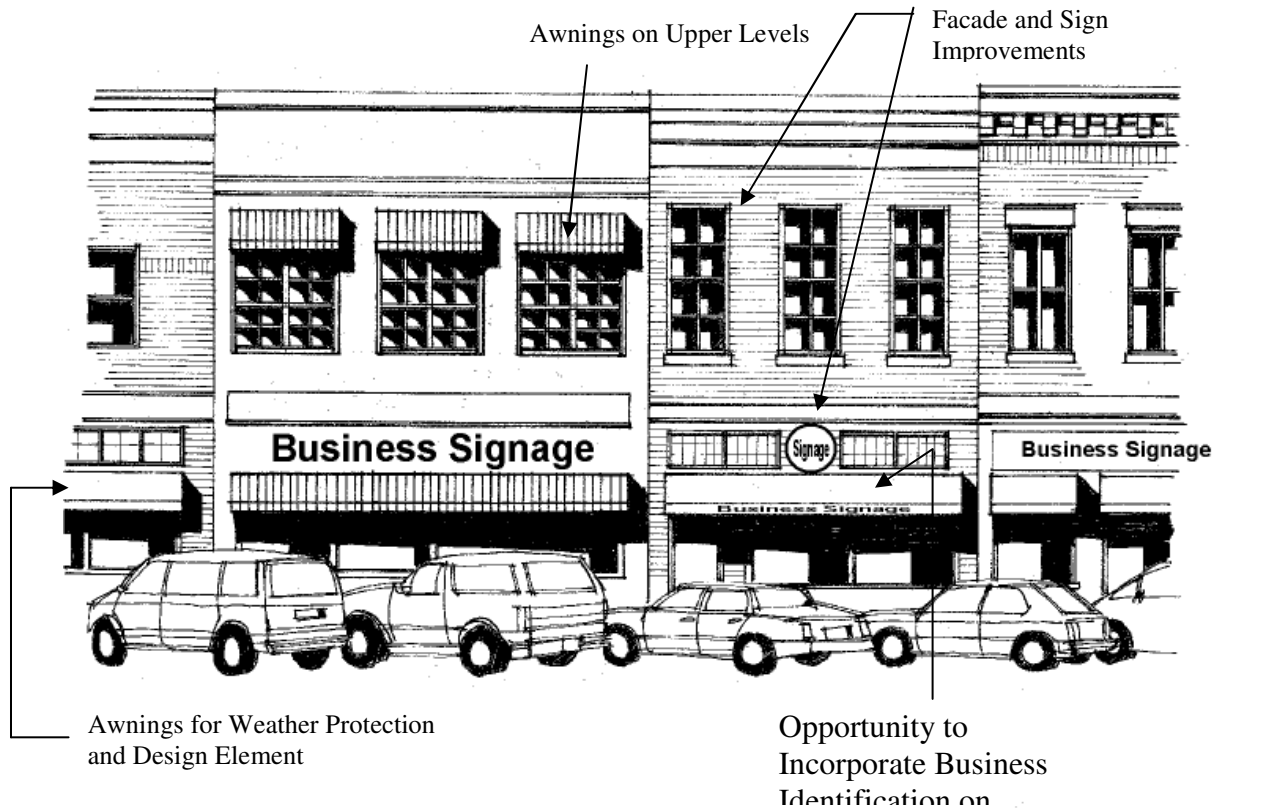
Strategically locate lighting within canopy to illuminate sidewalk and building facades.

Allow for business identification signage to be displayed under canopy. Encourage individual designs, but regulate size, alignment, and location of signage.



Figure 18: Canopy Concept

Figure 19: Awning Enhancement



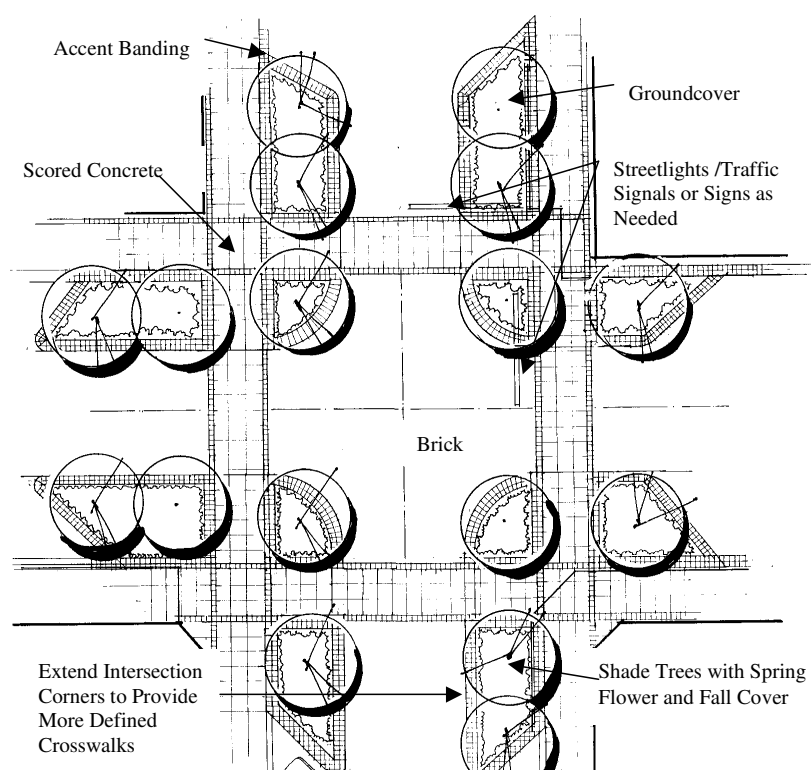
The application of the weather protection system – retrofit of the permanent canopy or any other option – must be complementary to the existing and/or desired building and downtown character. The canopy option needs to be designed as a single integral design / architectural element tying together many buildings and uses. Consistent and repetitive use of material, color, and ornamental design character will provide a cohesive element throughout the Town Square area. The visual continuity of the canopy should not override the architectural qualities of the individual structure / facades which will be linked by this common application.

If redevelopment / new development occurs around the theatre block, building and businesses should face the square and be designed to continue the façade and weather protection system applied to other portions of the Town Square. Where the permanent canopies do not already exist or are not desirable, business and property owners should be encouraged to utilize awning and/or facade systems to provide weather protection and signage opportunities.

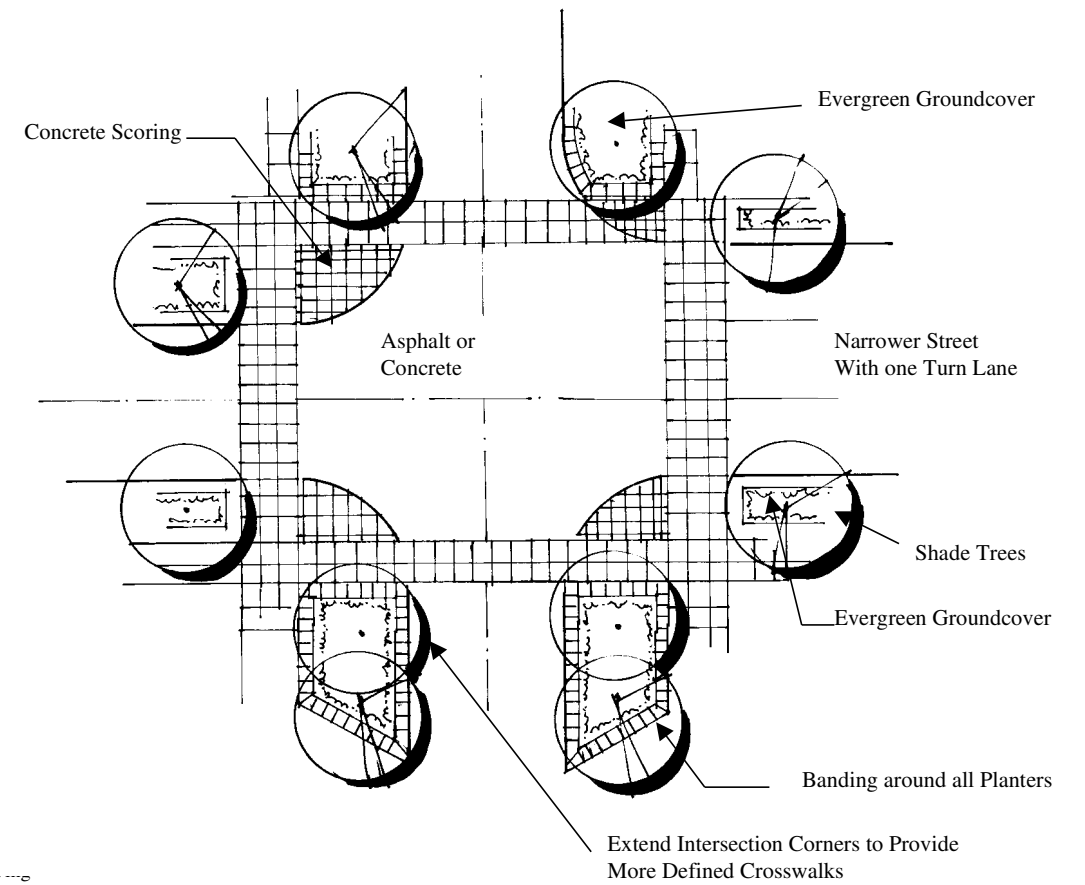
Three other improvements are tied to the canopy and awning system, these are building façade renovation, building signage and sidewalk reconstruction. Building façades should reflect the original architecture of the building whenever possible in this district. Renovation techniques should utilize methods and materials that are not only effective for preserving the functional aspects of the building but also aesthetically complement the traditional design standards and qualities of the square prior to many of the false front methods that currently exist.

An integrated signage package for renovating and redoing building signs on the canopy / awning / facade systems and individual business identification below the canopy should be a part of the canopy / awning concept and building façade improvements. Finally when the canopy structure is redesigned and reconstructed, sidewalks should be evaluated in order to assess the need to rebuild them at the same time. It is suggested that as sidewalks are replaced the City remove the existing pavers for utilization as accent elements in the downtown area if possible. Many of the pavers are faded and may not be worth the effort of recycling for use in downtown, but better utilized for walkways and other features in recreation and open space areas in other parts of the community. New sidewalks, curb and gutter and street improvements should be concrete with the possibility of new or recycled brick or paver accent enhancements.

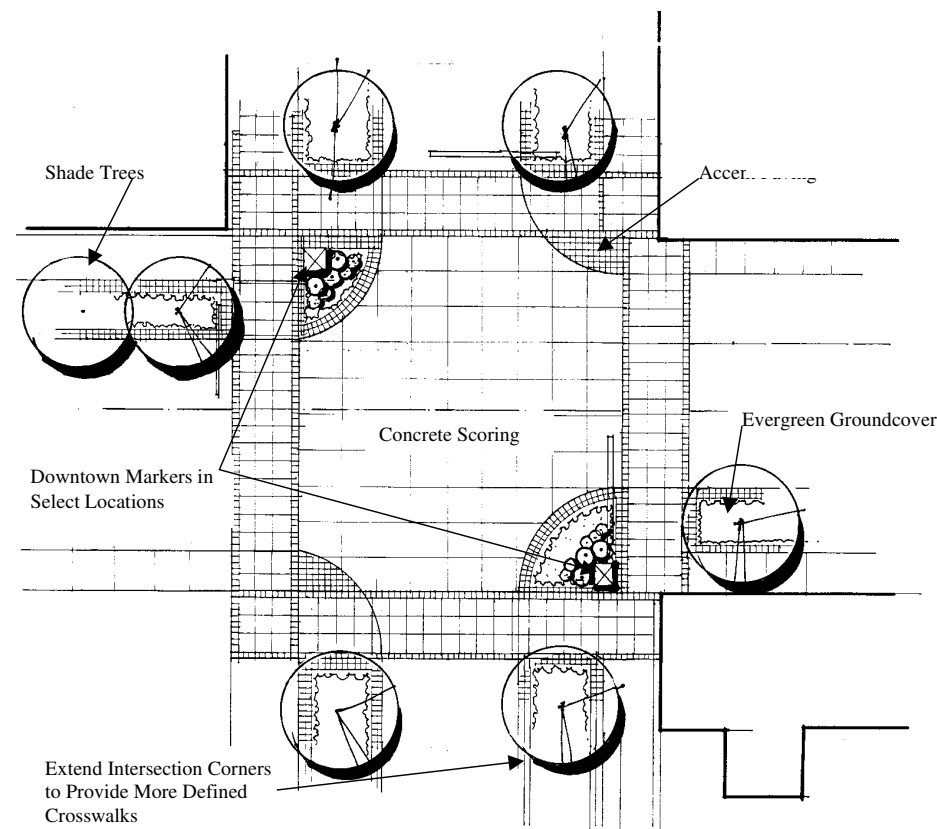
A second major component to image enhancement is the redesign of the existing landscape planting areas and corner improvements. There should be several levels of intersection enhancements made in the downtown district. Key intersections around the square would have the greatest level of enhancement to reinforce the Town Square as an anchor in the community. Outside of the square the application of landscape materials and other features would be less intensive but would send a visual reminder that this is Downtown Kirksville. No matter the level of enhancement a key improvement will be meeting ADA requirements as improvements are made in the area.



Typical Town Square Intersection



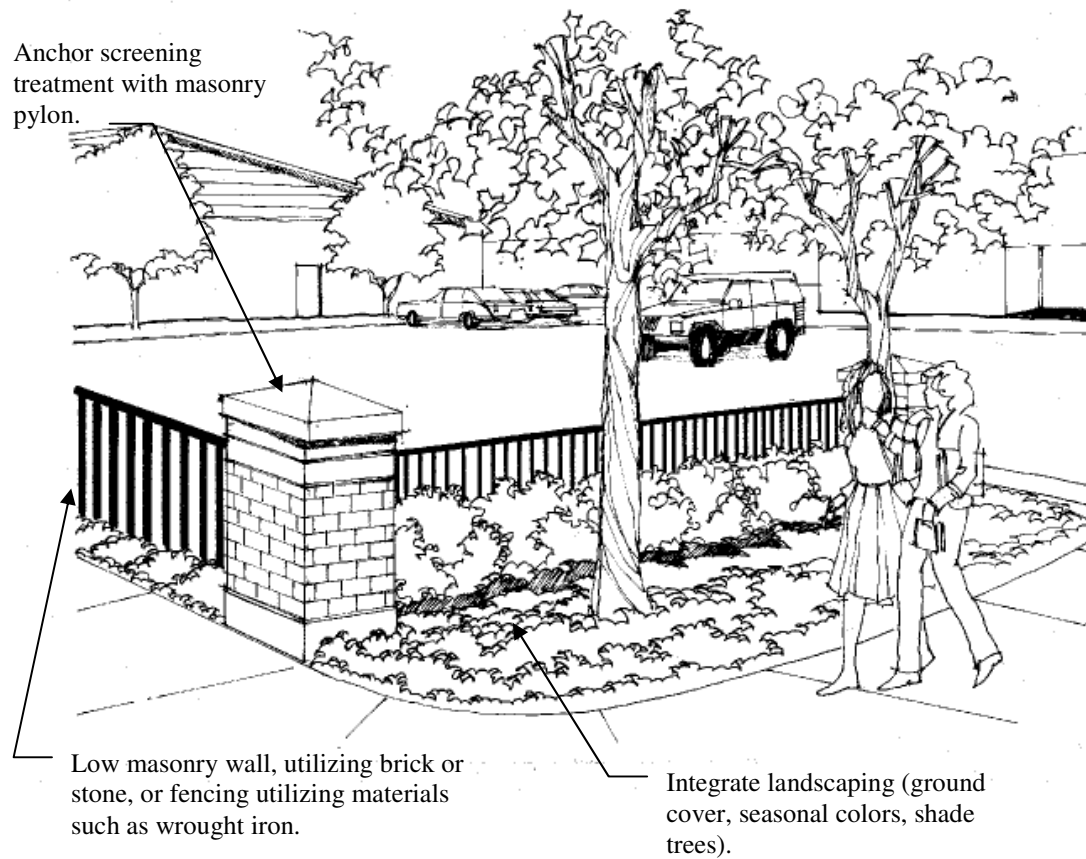
Typical Commercial District Intersection



Typical Downtown Entry Intersection

Figure 20: Intersection Enhancements

Figure 21: Downtown Parking Enhancements



Provide definition and screening of parking lots with various combinations of elements such as low walls, fencing, and landscaping.

Parking / Circulation

The Downtown Commercial District must accommodate many forms of transportation as the individuals in downtown will walk, drive, bike and possibly use transit to arrive and move around downtown. Intersection improvements will help with visibility and movement within the area and furnishings placed in appropriate locations will facilitate bike use in downtown. Bicycle racks should be located near other street furnishings, such as benches, trash receptacles and newspaper stands. Generally, these furnishings are located at the corners of blocks to take advantage of landscape areas or at mid-block crossings. These locations are also convenient for bicycle users coming off of the street. Also, as discussed later a transit circulator could be used to move people from location to location within this district and throughout downtown tying the key anchors together.

Automobile circulation would continue to use the one-way system that exists in the Downtown Commercial District. Franklin would continue as a one-way northbound road

from Jefferson and serve as the primary entrance into the Town Square area from the south. The business route from the south would follow Franklin to Harrison turning westbound at Harrison to Elson and then turning northbound at Elson to follow Elson and Potter north to Highway 63. Traffic from the north would follow the new business route on Potter and Elson into the Town Square area and could exit to the south via Elson to Jefferson turning eastbound at Jefferson to Franklin then turning southbound to Highway 63. Changing the existing circulation pattern will require coordination with the State Department of Transportation and further traffic volume study and investigation before implementation.

Parking will be a primary necessity in this district. In addition to on-street parking, shared parking arrangements will be encouraged for both public and private surface lots located in the Downtown Commercial District. Surface lots would incorporate aesthetic improvements that enhance the area, extend the building line along the block and better define the public and private space in downtown. Parking area additions include several locations on the west side of Marion Street and surrounding the potential theater site. As these new parking areas are developed other parking lots may become potential development sites in the future. This will depend on the success of Downtown Kirksville development and the strategic location of the new parking areas.

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.

The intersection of Jefferson and Franklin is a critical location in regard to wayfinding, circulation and aesthetic quality. At this intersection there exists the opportunity to develop a community access / technology center. This center would consist of the adaptive use / reuse of existing buildings and new structures with shared off-street parking in the blocks roughly defined by McPherson, ½ block east of Marion, Pierce, and Elson Street.

Viable commercial uses similar to those identified in the Franklin and Jefferson commercial development areas would be acceptable in this area. Also, existing or expanded government functions would be appropriate here, along with other information and financial services. The focus of new development efforts in this area would be the creation of activities and functions that would create an access point for the community to come together for education, training, and information and business development. These activities and functions can occur in multiple buildings or consolidated under one roof. The extent of this development would depend upon a joint partnership among various government agencies (local, state, federal) and institutions working cooperatively to serve students and residents in Kirksville.

Upper floors of existing or new structures would be encouraged to develop for residential use. First floor space could be utilized for internet access, campus network access, cooperative extension services, small business support services (technical and

educational), small group meeting facilities, community classroom facilities, community message board, short-term child care facility, teen facilities and senior facilities, and business incubators. With the existence of the current teleconference facility in the area these facilities and activities may be able to take advantage of the technological infrastructure that is in place.

Jefferson Street

Goal: Recognize and highlight this corridor as a major entryway and linkage to the downtown area from Highway 63 to the KCOM campus.

The most direct way into the downtown area is from the east along Jefferson Street. From Highway 63 Jefferson Street has the character of a major collector or minor arterial road with primarily residential development along both sides of the roadway up to High Street. This road can best be described as the main entry into downtown and KCOM. As with Franklin, this roadway needs to be reinforced as a path into the downtown.

Consolidated wayfinding for KCOM, Downtown Kirksville and Truman State University needs to be located at the intersection of Jefferson and Highway 63. The type and style of signage should be consistent with the consolidated signage recommended for Franklin and Highway 63. Other wayfinding signage for individual entities along Highway 63 (i.e. at Normal, etc) should be removed. From Highway 63 west to High Street enhancements to the streetscape should be made to reinforce the road as an entryway into downtown and KCOM. Plantings in the existing planting strips between the roadway and the sidewalk can be uniformly applied on each block and repetitive elements such as decorative banners are consistently incorporated into the streetscape. Vegetation, banners and necessary street fixtures may be the same or similar to those along other portions of Jefferson or KCOM's entry drive, but need not be applied at the same level of intensity. These improvements do not require a change to the functional elements of the roadways but do impact the perception of the road and adjacent properties.

Due to the emphasis of Jefferson as a main entry into the downtown area traffic levels may increase and realignment may be necessary at the intersection of High and Jefferson in the future. From High Street to the entry of the KCOM campus at Third Street on-street parking would be removed. Actual configuration of the roadway will be determined through the design process and a closer look at traffic volumes and patterns in the area. The parking lanes are replaced with planting areas between the sidewalks and the roadway making a more comfortable experience for pedestrians in the area. Vegetation along both sides of the street would be similar to that applied along Franklin and in other locations in downtown. The concept as shown may be modified based on further study of traffic levels, turning movements, potential development needs, field survey work and specific construction design. Vegetation would be similar to that used at KCOM, also furnishings such as benches and trash receptacles would reflect those used at KCOM.

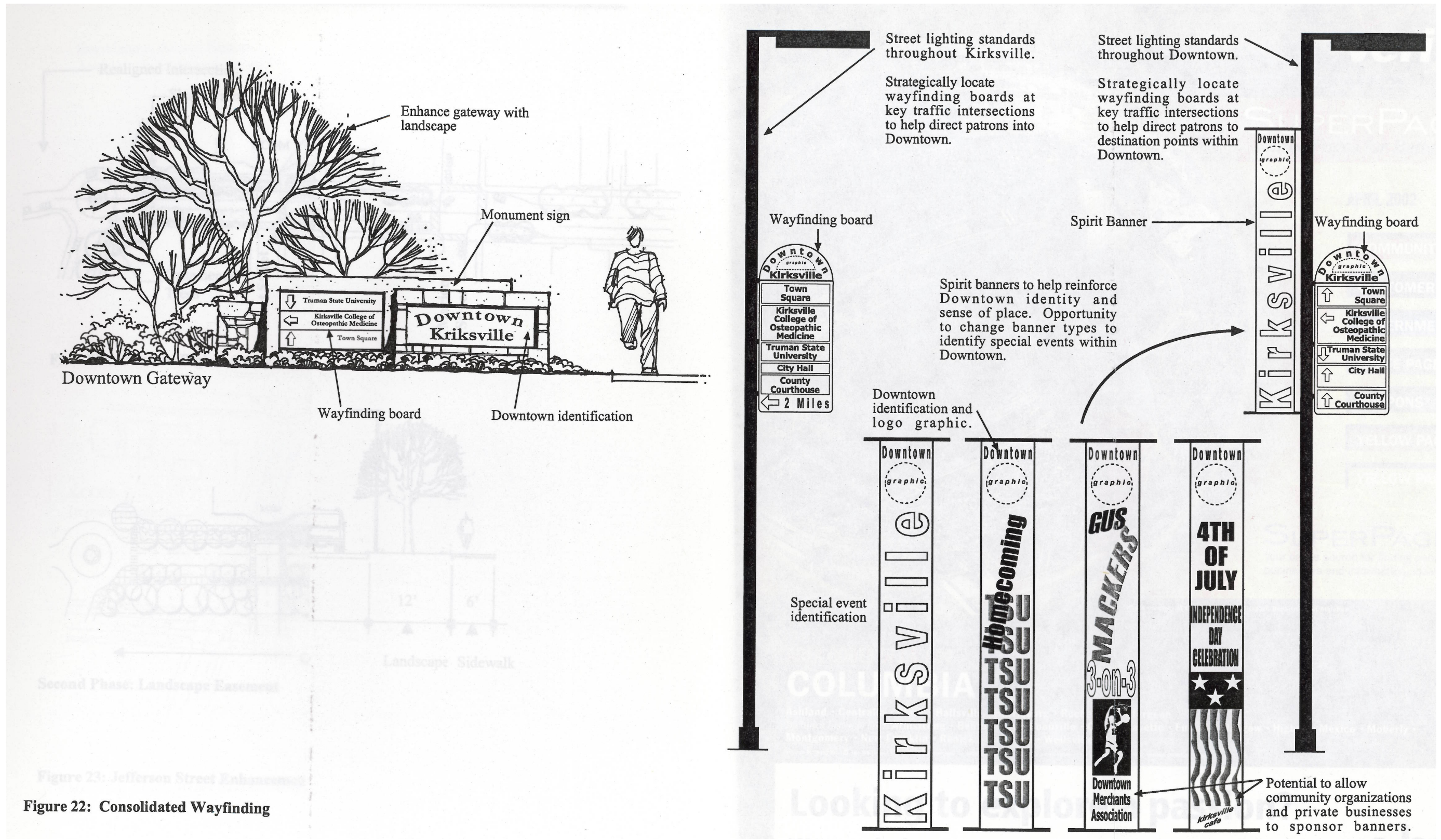
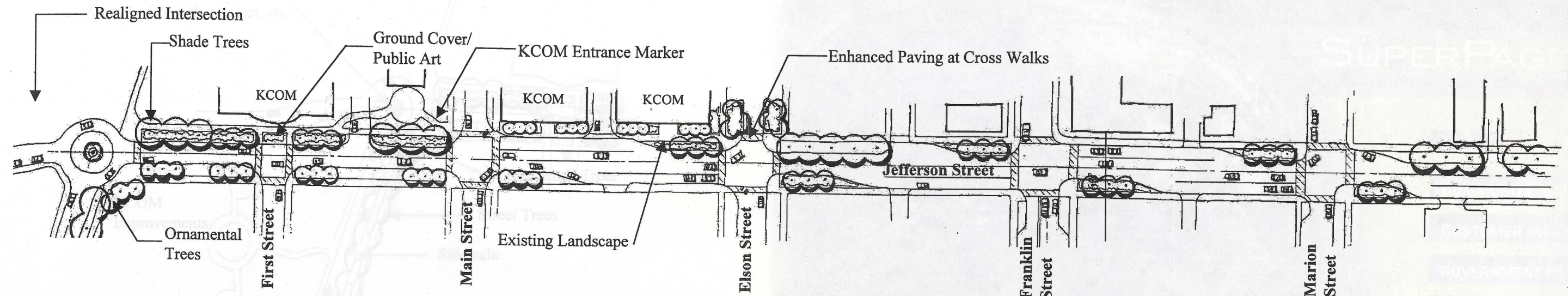
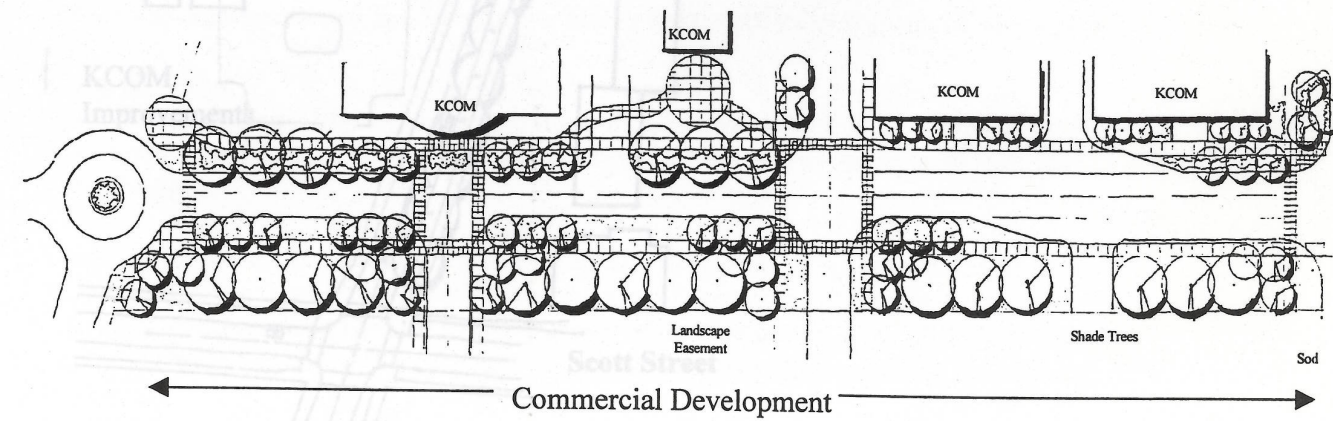


Figure 22: Consolidated Wayfinding



First Phase: Public Right-of-Way Improvement



Second Phase: Landscape Easement

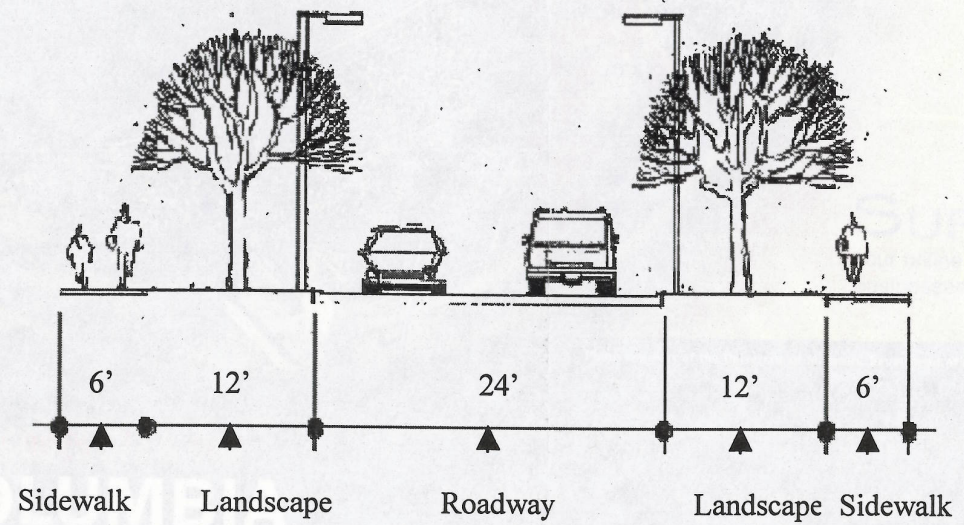


Figure 23: Jefferson Street Enhancement

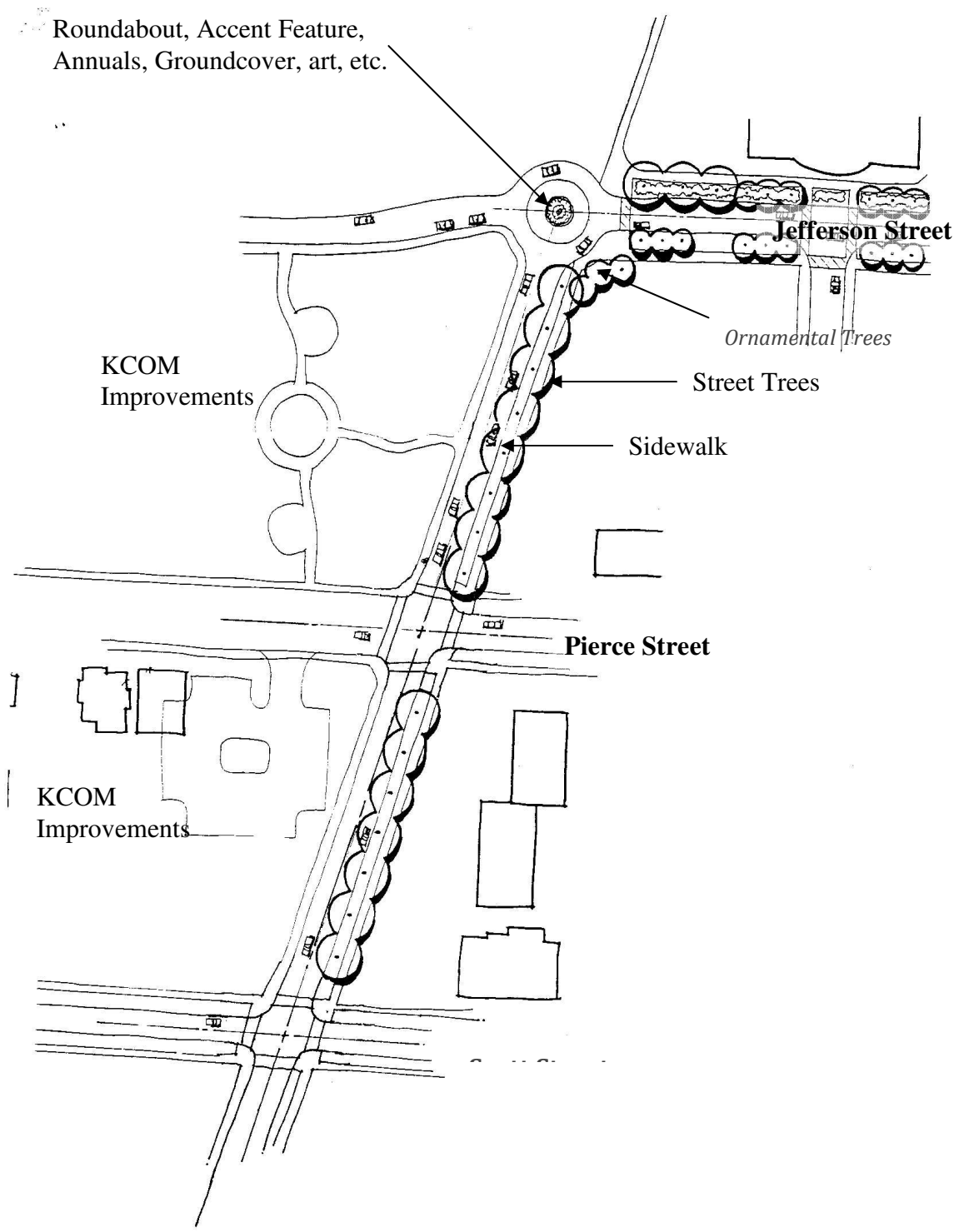


Figure 24: Third Street Enhancement

This change of application would serve to tie together the buildings and functions associated with the KCOM campus that are located along Jefferson Street. Although Jefferson would continue west into KCOM, community oriented traffic would be directed along a realigned Third Street to Scott and along Scott to Osteopathy Avenue. Roadway and streetscape design would continue along this route in a manner that complements the planned KCOM improvements.

Wayfinding features and streetscape plantings would delineate this route similar to the manner in which the eastern segment of Jefferson has been described. The enhancements along Third and Scott Streets may be continued along Osteopathy from Scott to Washington and along Washington from Osteopathy to the trail just west of the Travelers Hotel in the future. These enhancements would delineate the perimeter of KCOM and be implemented in a phased approach.

Along the south side of Jefferson from Elson to Third commercial redevelopment and rehabilitation would be encouraged. This redevelopment would focus on uses similar to those described in the Franklin Street narrative and developed to automobile oriented standards. Also, redevelopment activity may require the assembly of individual properties into meaningful development sites and the relocation of existing uses in these blocks. Additionally, landscape buffering along Pierce in this area would be required to minimize the impact of the commercial uses on the adjacent residential area to the south.

(Note: The Jefferson / Franklin intersection is a downtown entry point and would reflect a design similar to the Downtown Entry Intersection in Figure 20 on page 34)

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.

The Franklin Street corridor is a primary route into the center of Kirksville. Serving as the business route from Highway 63 into downtown from the south, traffic is primarily destined for Truman State University and the rest of the downtown area. The character of this route changes with the intensity and type of development located along its path.

Outside of the plan area, from Highway 63 to Patterson Street, the character is that of a two-lane highway with some commercial uses and less dense university development adjacent to the roadway. Two key points along this segment of Franklin influence the effectiveness of Franklin as a viable entrance into downtown. First, there should be clear and consolidated repetitive wayfinding signage leading individuals from the intersection of Highway 63 and Franklin Street to Patterson Street. Second, is the reduction of potential conflicts between vehicles using the route and that of pedestrian and bicycle use associated with Truman State University student movement south of Patterson Street.

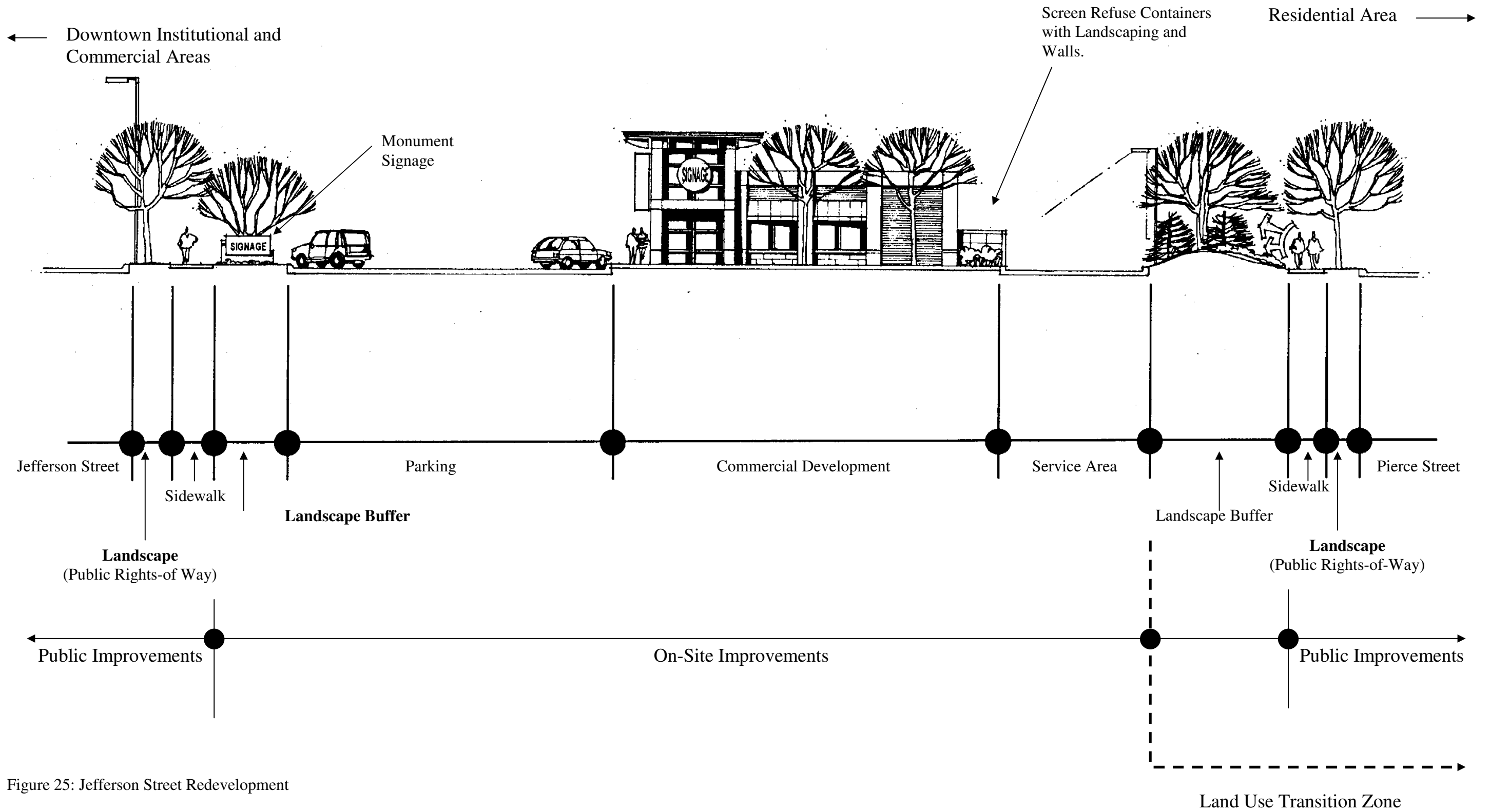


Figure 25: Jefferson Street Redevelopment

From Patterson north to Normal Street the character of the route is influenced by the presence of Truman State University. Again wayfinding and reduction of conflicts between pedestrians and vehicles is critical. Additionally, improvements to the roadway should complement the campus character through the application of similar materials and furnishings in appropriate locations, highlighting existing architectural and landscape features located along the roadway and minimizing the feeling of physical separation of the campus by the roadway. Several potential solutions are compatible with these goals. One option is the boulevard treatment displayed on page 46. This treatment would incorporate wayfinding elements not just for the University but also for individuals wanting to continue through the University to other destinations within the community. Crosswalks are enhanced through materials and shortening of the walking distance across the roadway. Intersection corners and delineated crosswalks are enlarged to further define crossing areas. Landscape islands assist to funnel pedestrians toward designated crosswalks and perceptually link the campus activities across the road. An alternative option might be to narrow the existing streetscape by eliminating the outer lanes and replacing them with extended street terraces. As with the boulevard option, street furnishings, landscaping, and plantings should be designed to enhance wayfinding and to minimize the disruption of the campus by the roadway. The relative efficacy of these different treatment options should be continued to be tested.

Continuing north along Franklin from Normal to Pierce Street the treatment adopted for the southern section should be continued. Page 47 illustrates the boulevard treatment for this section. On-street parking is retained on the west side of Franklin but is better delineated by changes to the landscape area between the sidewalk and the roadway. On the east side of Franklin on-street parking is removed as the properties are redeveloped to accommodate commercial development. The landscape treatment, including the planting strips on either side of the road and the landscape island, along Franklin in this area serves as a buffer between the residential uses on the west and the commercial uses on the east. Additionally, the sidewalk along the east side of Franklin is larger than normal to reinforce the movement of pedestrians, bicyclists and other users moving along Franklin between the University and downtown. Again, the relative efficacy of this potential solution in comparison to others needs to be evaluated.

The improvements outlined for Franklin Street will likely take place in a number of phases. It is important to note these phases should be done as part of a continuous improvement program, so that as one phase is completed the next phase is started in a timely fashion ensuring completion of the overall project in a timely manner.

Commercial redevelopment taking place between Normal and Pierce from Franklin to Marion would need to accommodate off-street parking via on-site or shared parking and access arrangements. Additionally, landscape buffering will be used to minimize impacts between commercial and residential uses, and commercial uses would have a zero setback. Acceptable commercial uses would also strengthen the linkage between Truman State University and the downtown. Such uses could cater to students, faculty and residents and may include: sporting goods / bike shop, music stores (new and used), book

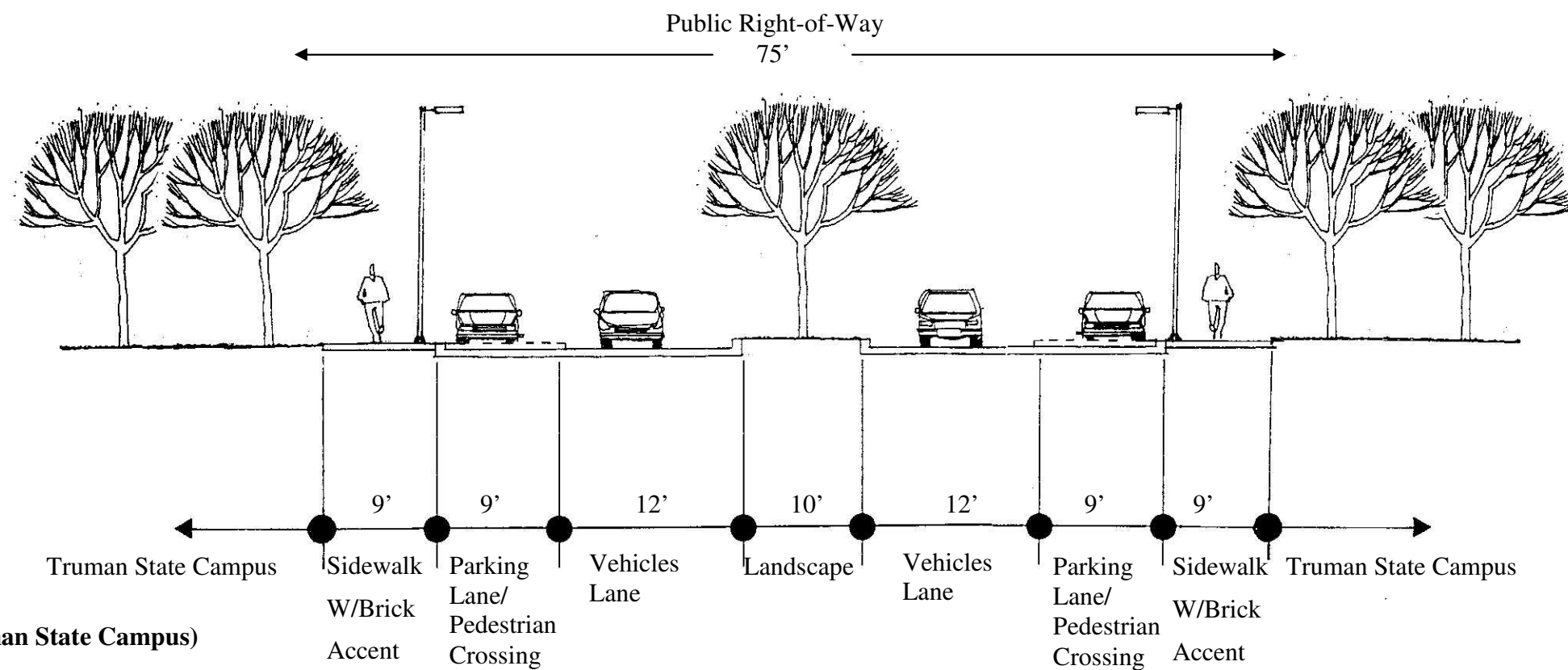
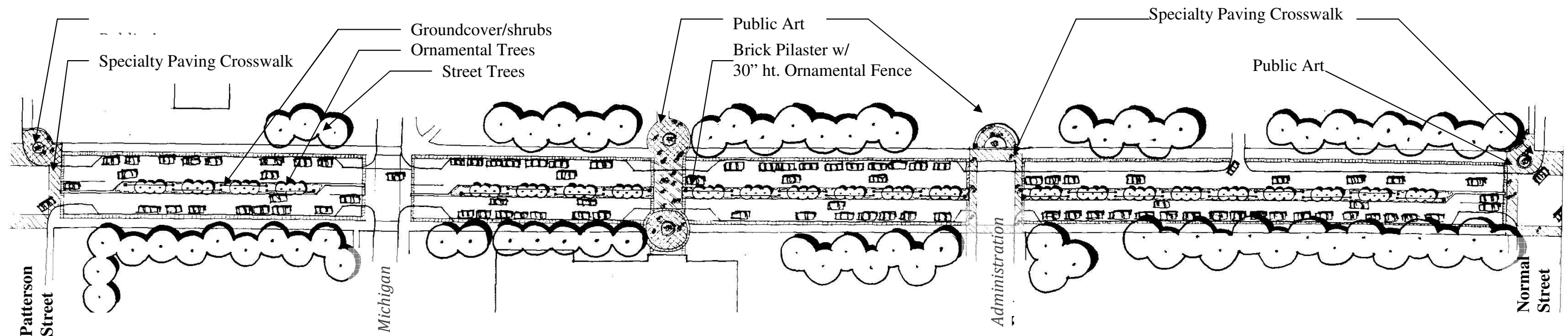


Figure 26: Franklin Street Enhancement (Truman State Campus)

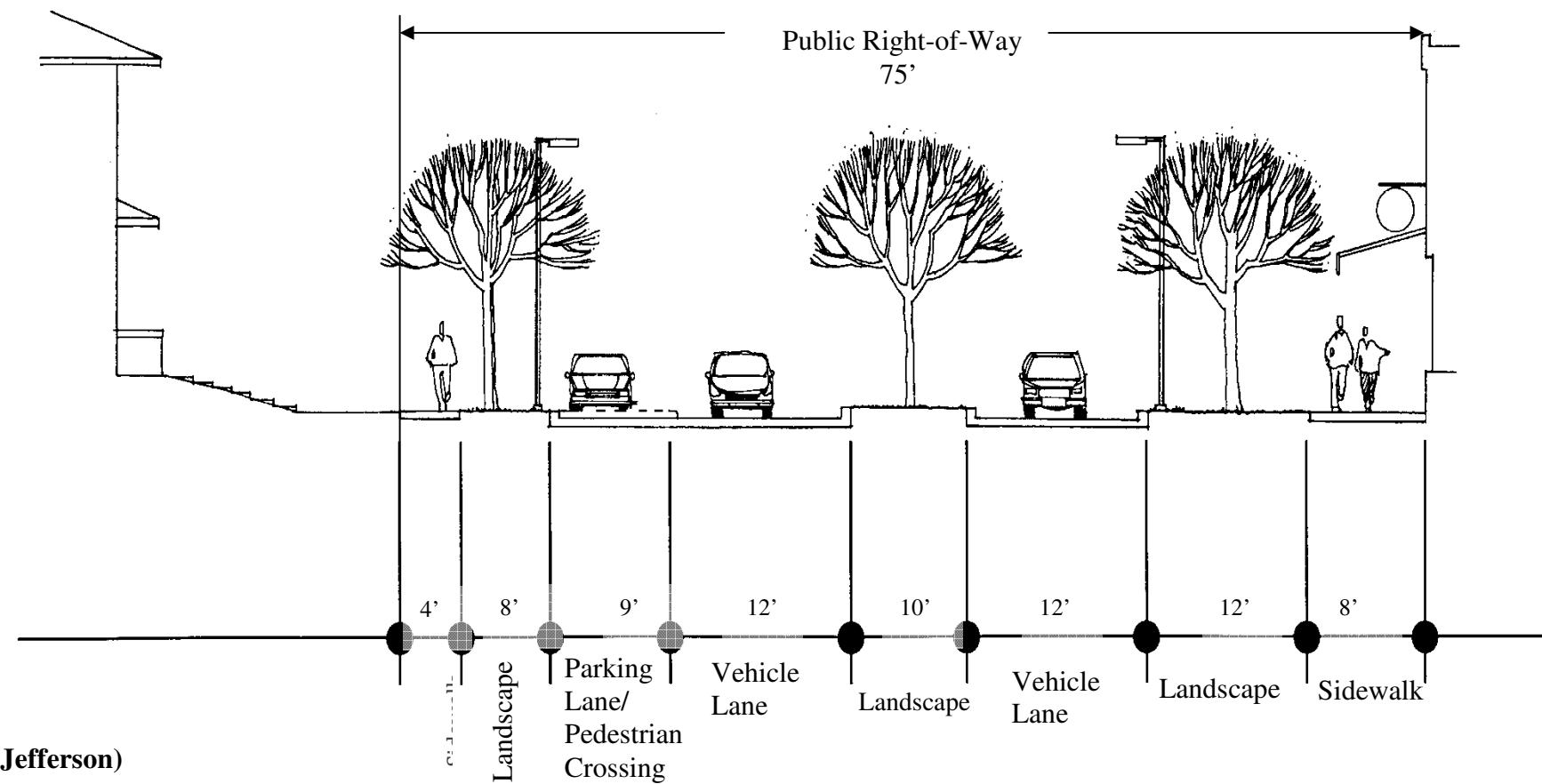
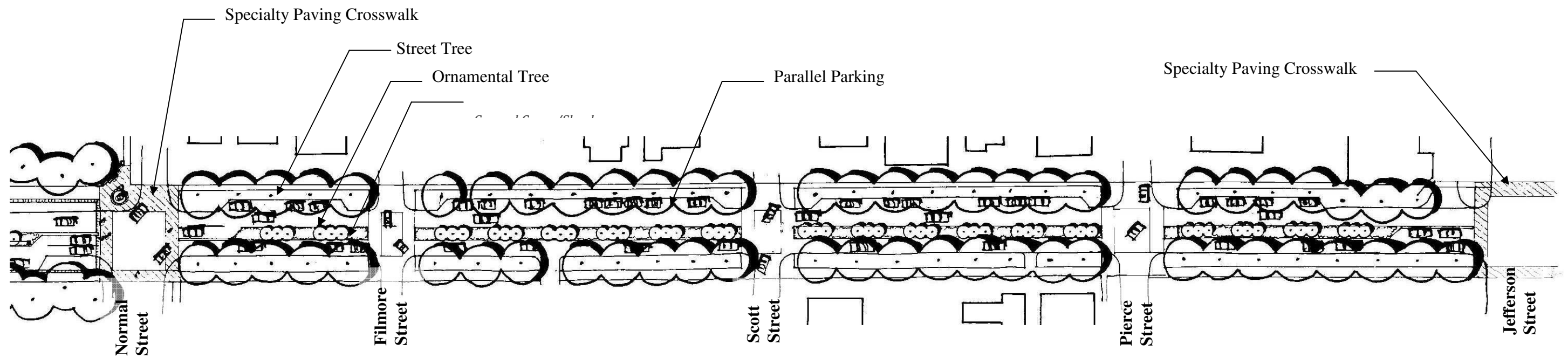


Figure 27: Franklin Street Enhancement (Normal to Jefferson)

stores (new and used), vintage clothing, coffee shops, hair / nail salons, restaurants (casual- sandwich shops, ethnic cuisines, cafes, takeout, pizza, etc.), gifts and accessories, inexpensive imports / furnishings, specialty shoe stores, software / computer supplies, and telephone / wireless services stores.

From Pierce north into the Town Square the landscape treatment and development pattern becomes more urban in character. The streetscape and boulevard treatment is modified in the block from Pierce to Jefferson because of existing setbacks between the road right of way and the buildings. On-street parking is potentially removed from the west side of Franklin; the landscape island is modified as necessary to accommodate traffic patterns at Franklin and Jefferson.

Additionally, wayfinding and intersection aesthetic enhancements are key improvements at this intersection. This location is an important decision point for individuals making their way to each of the key anchors in downtown and therefor must clearly provide direction and a message regarding quality and pride in Kirksville.

(Note: The Jefferson / Franklin intersection is a downtown entry point and would reflect a design similar to the Downtown Entry Intersection in Figure 20 on page 34)

KCOM 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.

Both of these institutions are key anchors for activity in the downtown area. It is important that these institutions retain their individual physical character, but also find ways to work cooperatively with the community and each other. The success of the downtown and each individual institution is not only dependent on their own actions but to a certain extent the ability to fully realize the potential impact of their actions on the other key anchors.

This interdependence requires the continuation of joint partnerships stemming from the current planning effort. Development of the Community Access / Technology Hub may not be directly related to campus facility development but it can supplement the campus facilities and programs, and enhance the quality of life for not only the constituents of the institution but also for the residents of the community and region.

Another joint venture is the possibility of a circulator transit system. The creation of an efficient low-cost transit circulator system utilizing the key linkages and corridor segments among the three key anchors in Downtown Kirksville would provide an exceptional convenience to the citizens, visitors and students in Kirksville. Service could initially be tested during special events and activities in the community and if successful expanded to seasonal and/or select times and days. In addition to linking the anchors in

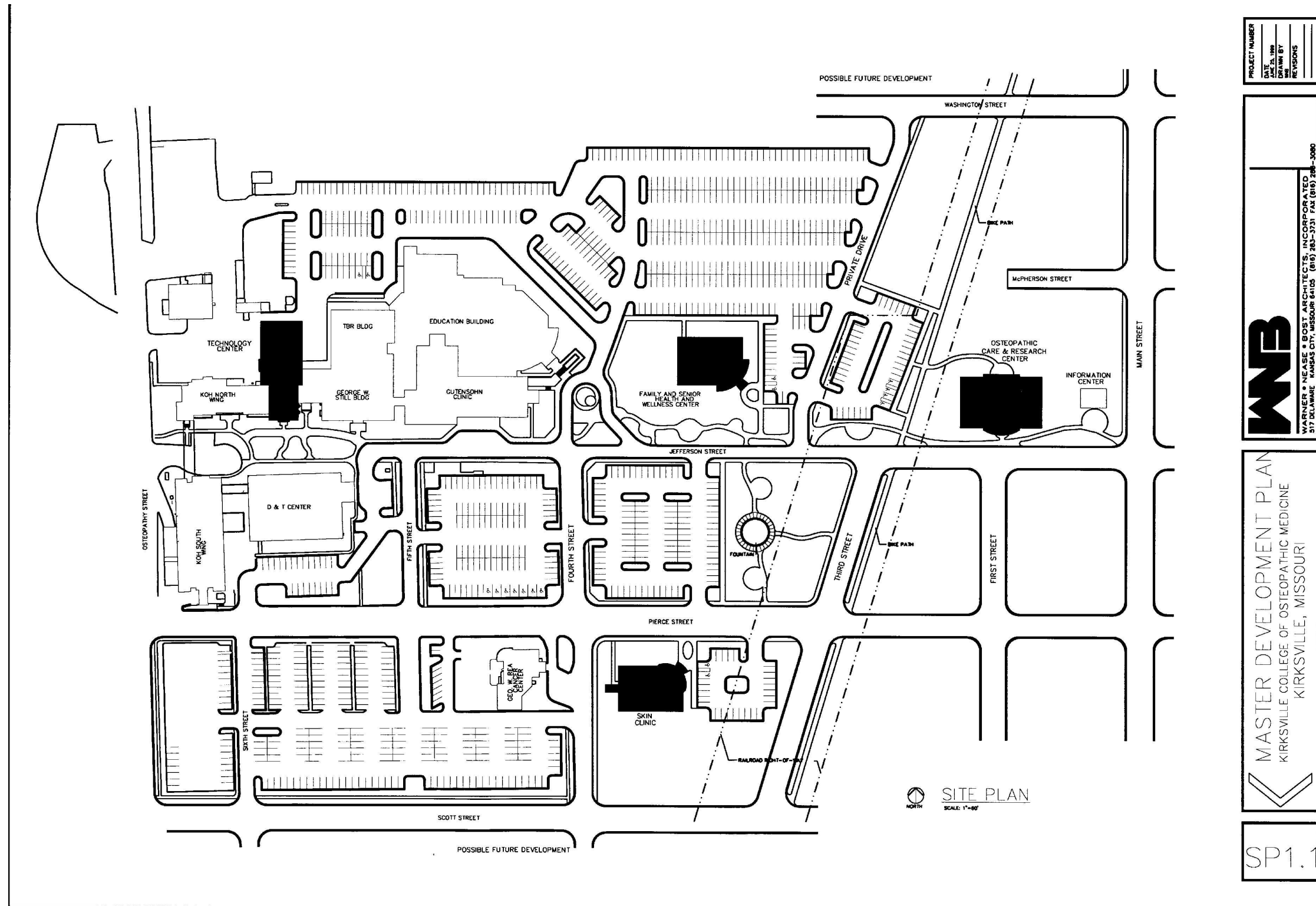


Figure 28: KCOM Campus Plan

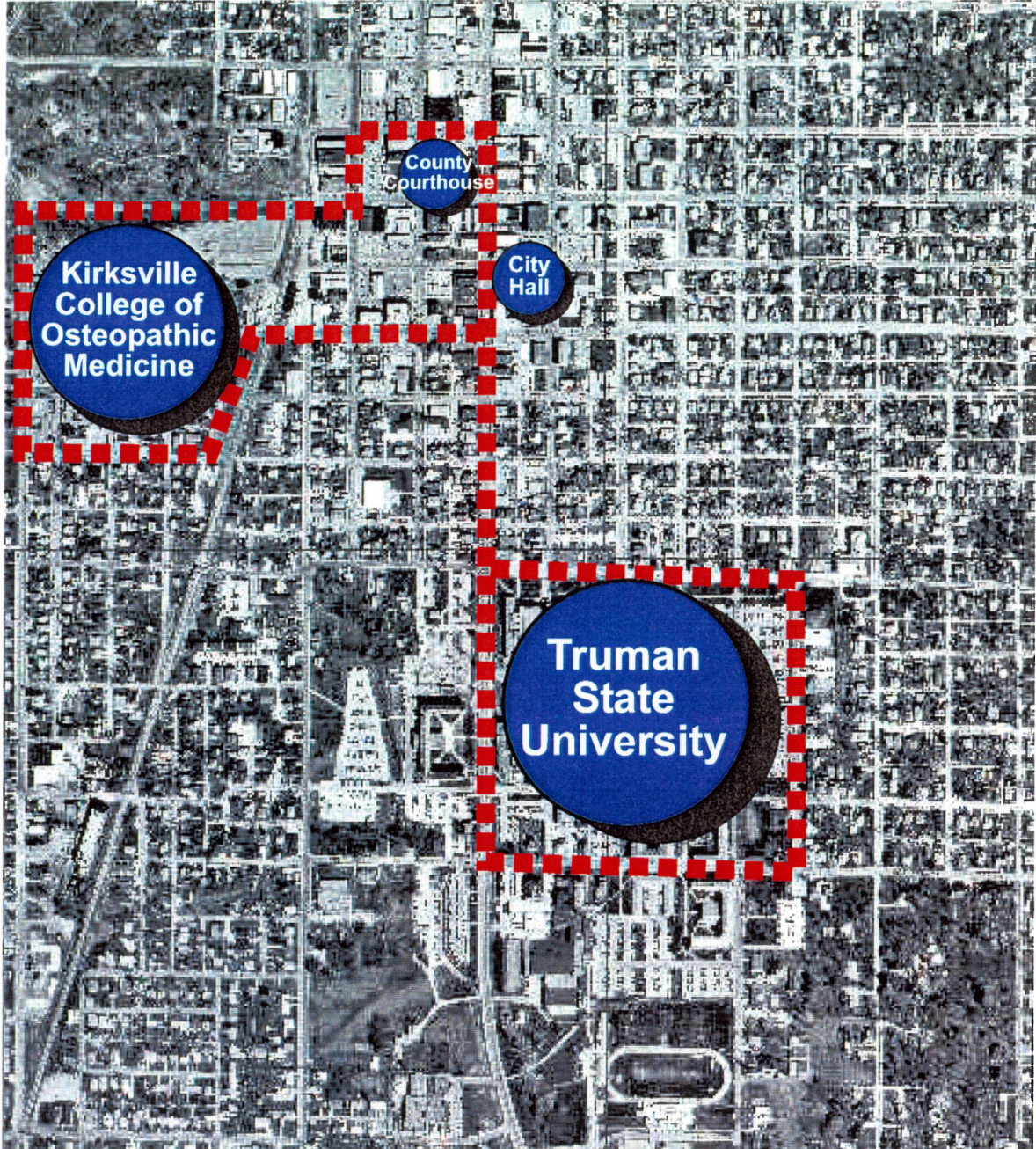


Figure 29: Transit Circulator Route



the area, specific parking lots may be on the route in order to serve constituents who utilize off-street parking facilities.

Ultimately the success of such a transit system will depend on fares and timing. Local and federal revenue sources in order to reduce per ride fares, may supplement the fare structure. Student and senior passes and other promotional programs may also be implemented. Most importantly the system must be convenient to avoid prolonged waiting methods and the vehicles must be comfortable for short hop usage.

A third area of joint partnership is that of public right-of-way improvements that enhance a campus directly or serve as an the extension of campus image or design elements onto adjacent right-of-ways. This cooperation is critical to the improvement of Franklin and Jefferson Streets in the vicinity of Truman State University and KCOM respectively. Improvements on other perimeter streets adjacent to the institutional campuses also should be subject to cooperative cost and design partnerships.

Downtown Neighborhoods

Goals: Stabilize residential uses in a manner that maintains a safe living environment and encourages diversity of housing opportunities within the development framework of downtown.

Within the identified project area there exist portions of several residential neighborhoods. These neighborhoods have been and will continue to be impacted by adjacent commercial and institutional development. A key to successful implementation of this plan will be the ability of Kirksville to accept and implement acceptable design and development standards for mixed commercial, institutional and residential uses. The goal in these neighborhoods is to stabilize the residential aspects of the neighborhood while at the same time accommodate the growth and development of the destinations that are necessary for the vitality of downtown.

In order to accomplish this task the City, KCOM, Truman State University and private development interests will need to work cooperatively when planning for the growth and development of these areas. In the past, improvements have been made to existing properties, or land uses have become more intensive as individual property owners have sold or improved parcels of land, and institutional expansion has occurred as necessary to meet the goals of the institution. This approach has meant that these neighborhoods have become areas of transition where minimal investment is made to stabilize residential characteristics or to take advantage of residential market conditions in the hope or speculation that commercial or institutional interests will buy out these properties. In the future this approach needs to be modified. The four entities identified above will need to utilize a more integrated approach for planning and development of these neighborhoods.

The Armory Neighborhood

The neighborhood located west of Franklin, south of Pierce and north of Normal should be strengthened as a residential neighborhood. Commercial development should not occur between Pierce and Truman State University, and university uses should not expand into this area. Existing commercial and office uses should be encouraged to relocate into the Commercial District of downtown, the Employment / Service District just north of the Town Square, or newly developed commercial areas along Franklin and Jefferson, thus providing the opportunity to develop new residential properties in this neighborhood. Streetscape enhancements, both aesthetic and functional, along Pierce, Franklin and the abandoned railroad right-of-way will create soft buffers to assist the transition between residential and other land uses.

Redevelopment of residential elements in this area can be a mixture of housing types and styles from single family to multifamily with design characteristics that will reflect quality and retain an intensity that is acceptable to a number of market segments. By utilizing a mixture of residential types the area will gain appeal for students, faculty, senior citizens and other Kirksville residents that desire to live near downtown.

Because both on-street and off-street parking is at a premium in this area a number of policy and physical improvement activities may be necessary to strengthen the attractiveness of existing residential properties and encourage new residential development. Single family home conversions to multiple residential units or commercial functions should not occur in the future. Zoning and land use policies should be adjusted to reflect a single family orientation with the allowance of multiple family dwellings that can provide sufficient off-street parking and meet architectural design guidelines that complement the single family nature of the area. Alleyways may need improvements in order to encourage residents to access the rear of existing properties for parking and/or garage use. Additionally, parking policies for on-street parking may need to be implemented to favor residents of the area. The use of a sticker system for residents along with time limits for visitors to the area may assist alleviating on-street parking congestion in the area. These policies have cost implications for enforcement and are generally a last resort. The issue of off-street parking will most effectively be addressed through the stabilization of the area as a residential neighborhood with appropriate development standards being applied to new development as it occurs.

Other enhancements in this area would include the shared use of the armory. This landmark building and the adjacent property in the center of the area could accommodate its current use and neighborhood activities and events through a joint use agreement. Recreational, educational and community meeting functions may be possible uses for both the interior and exterior portions of the armory. Neighborhood redevelopment in this area could be on a parcel by parcel basis, but may be more effectively accomplished through a master developer approach. Such an approach would require the assembly of individual properties into a development district and attracting a developer to build a residential community that would meet the goals of the community.

The University Neighborhood

The neighborhood immediately to the north of Truman State University, between Pierce and Normal, and Marion and Halliburton has seen many changes over the last several years. The demand for off campus housing has provided the impetus for the conversion of single family homes and other structures into multiple unit residences. At the same time the University has expanded support functions such as parking into the area. This dynamic will continue to occur just as it does around many institutional campuses that are located within a community.

The success of Truman State University and Kirksville is linked together, just as with KCOM. The potential expansion of university uses to the north, closer to the downtown, can be a benefit to both the institution and the community. Truman State University has an identity and quality level of development that benefits the overall character of Kirksville. This has not always been the case with the residential conversions that have taken place in this neighborhood. Whereas, the City may play an active role in the redevelopment of the Armory Neighborhood that should not be the case in this portion of the project area. The goal in this area is to set a standard of acceptability in regard to the living environment and stabilize the neighborhood in a manner that allows desirable quality in an area where transition may occur.

The City should require and enforce a set of standards that provide for a safe and pleasant living environment. Minimum standards for vehicle parking, property upkeep and housing conditions should be applied through the use of routine proactive inspections and code enforcement. Because of the transitory nature of the population in these areas it can not be expected that code enforcement procedures in this area can be handled through a complaint driven system. Instead an annual occupancy permit system may be more appropriate for multiple unit structures and routine visual checks and follow-up by inspectors could improve the quality of living in the neighborhood and the community. Public improvements in this area should also assist in stabilizing the area but major public investment should only be done in an integrated fashion with Truman State University to ensure that the public investment is maximized in the long term future.

Implementation

The Downtown Kirksville Improvement Plan identifies a variety of development and design improvements for the project area. These improvements will depend upon a rational approach and the cooperative efforts of a number of stakeholders in Downtown Kirksville. Both physical and programmatic improvements will require an incremental and strategic approach with top priorities being addressed first. Several of the physical improvements will require a phased implementation approach of a period of years. This phasing will be dependent on available monetary resources, existing commitments and the logical progression of construction and development. Some elements and recommendations of the plan are interdependent upon one another. For these reasons the following section was developed to outline key recommendations, potential timeframes, responsible parties, estimated costs and possible funding sources. If the Improvement Plan section of this report describes the characteristics of the vision for future improvements, then this section begins to outline some of the critical steps and methods for achieving that vision.

Policy / Program / Organization Recommendations

Throughout the Improvement Plan there are items that will require broad policy and / or program implementation. It is vitally important that administrative, regulatory and financial policies are in place in order to focus resources. Additionally, responsibilities need to be assigned to a number of entities that have the appropriate strengths and resources to effectively and cooperatively carry out programs and policies that are necessary for addressing the vision of this plan. The following recommendations are intended to assist with defining the policy, program and organization foundation for improvement actions.

This section is intended to serve as a general guide for implementing steps to achieve development of concepts outlined by this plan and if carried out, should lead to a higher degree of public and private cooperation and an increased awareness of the strength of downtown.

- A complete review of utility conditions and capacity in the planning area needs to be conducted to insure that sufficient utilities are available to provide necessary service for new development. Utilities may need to be upgraded and/or relocated or buried in order to accomplish certain projects within the area.
- The City of Kirksville should adopt a policy and procedures to prevent tearing up new improvements in public right-of-ways. This can be done to coordinate underground utility improvements with physical improvements on the surface completed by City and other service providers, as well as with private developers. If development or utility service needs change then work must be done in a manner to avoid demolition

of improvements. If newly constructed surface improvements are completed and tear up is necessary, then the demolition and reconstruction cost to return the improvements to the previous condition should be paid for by the service provider or developer.

- Create a Plan Implementation Committee to oversee physical design improvements and coordinate development efforts with business recruitment, development, and marketing efforts. This could be the continuation of the current project Steering Committee. Such a committee can be used to monitor implementation of the plan and measure success. Success will need to be measured through qualitative and quantitative measures. Statistical measures may include tax revenue increase / stabilization, physical projects completed, vacant land and building square footage decreases, business retention and turnover rate, etc. Because such measures may be effected by influences beyond the control of the community, qualitative measures through annual surveys of residents and property owners in the market area (including students, in-town and out-of-town residents and visitors to the area) can be used to capture a satisfaction rating for the area and measure the effectiveness of improvements or changes over time.
- Revise community, institutional and downtown marketing and business recruitment programs and materials to incorporate the improvement plan vision.
- Determine and clearly assign responsibilities for downtown improvements, maintenance, and business recruitment and retention efforts to appropriate groups (City of Kirksville, Downtown Improvement Committee, Chamber of Commerce, Business Association, etc.).
- Develop and codify detailed design and development guidelines for public and private improvements in downtown.
- Establish a Downtown Kirksville resource center in downtown. The resource center should facilitate marketing, business recruitment, development activities, and resources made available to business owners (business association meeting space, technical assistance information, etc.). The Downtown Improvement Committee or Chamber of Commerce could be responsible for this activity and at a later date possibly hire a full time downtown staff person.
- The Downtown Improvement Committee should encourage merchants to create a quality retail commercial experience. Sponsor guest speakers and workshops for business owners.
- The Plan Implementation Committee should sponsor façade workshops for merchants to provide information and technical assistance on appropriate methods of façade renovation and encourage merchants and property owners on façade maintenance.

Workshops could focus on the economic relationship between façade and display area improvements and retail or business success.

- Make available appropriate financing tools (low interest loan pool or min-grants, etc.) for business and property owners to encourage fix-up and enhancement of facades, implement pedestrian oriented signage (front and back), awnings, and other amenities per downtown design guidelines.
- Continue business development and recruitment efforts to solidify block faces around the Town Square and the core area of the Downtown Commercial District (infill and rehabilitation of existing structures). Encourage the location and relocation of the highest and best uses on appropriate floors and sites in downtown per the improvement plan.
- Develop and establish a downtown overlay zoning district (to include commercial redevelopment on Franklin and Jefferson Streets). This district should set specific development parameters and design guidelines in the project area. The standards for development should be flexible enough to address unique adaptive reuse opportunities associated with vacant and underutilized structures and properties.
- Through the downtown overlay district and a landscape ordinance, new development should be required to provide appropriate streetscape enhancements based on the direction provided in the improvement plan, as well as buffering enhancements and more aesthetic parking areas.
- Adaptive reuse of existing structures should be fully investigated prior to demolition of structures.
- A site plan review process should be developed to ensure that development proposals meet all applicable codes and design guidelines.
- Utilize zoning performance standards in the overlay district and site plan review procedures to incorporate design guidelines provided for private surface and mixed-use parking facilities in the downtown.
- In addition to appropriately located public parking facilities, owners of private parking areas should be encouraged to make basic aesthetic and functional improvements, as well as enter into shared use agreements to maximize the use of these parking resources.
- Local lenders should form a consortium to develop a low interest loan pool for future commercial/business development in the downtown area.
- Target the use of CDBG and other funds in the adjacent neighborhoods to downtown in order to stabilize viable residential areas.
- Utilize Tax Increment Financing in a strategic manner to promote the needed redevelopment efforts indicated by the proposed activities. In each case the critical

connection between the success of redevelopment efforts should be tied to not only improvements on the site but also to the necessary improvement of the adjacent areas. TIF is also applicable in the downtown to deter the deterioration of the physical environment and promote redevelopment.

- Explore the use of TEA 21 funds to make transportation facility and enhancement related improvements in downtown.
- Consider implementation of a minimum budget set aside to accommodate the development of public art and gateways in association with public improvement projects.
- Develop an effective transit loop system to serve the Town Square, KCOM and Truman State University. Initial efforts may focus on special events to establish an acceptance of use on a more frequent basis by the community.
- While retaining the existing roadway lighting standards a uniform fixture should be selected and applied throughout the downtown area.
- Select particular streetscape plant species, furniture/fixture styles and materials using the conceptual base of this plan and findings during the development of construction documents for roadway and intersection improvements. For the Jefferson and Franklin Street improvements a number of species should be considered as part of the design process. These are also adaptable to other streetscape locations throughout the project area.

Street Trees: Linden, Honey Locust, Autumn Purple Ash, Sugar Maple, Japanese Zelkova

Ornamental Trees: Red Bud, White Bud, Amur Maple, Golden Raintree

Shrubs: Flowering Quince, Viburnum, Yews, Boxwood

Groundcover: Baltic Ivy, English Ivy, Purple Leaf Winter Creeper Euonymus, Blue Rug Juniper

In addition a lighting fixture style that will complement the streetscape enhancements is the Lumec New Westminster Series on a 12 foot decorative pole or something similar.

- Specific design guidelines and criteria for signage, façade enhancement and building / property development should be developed and adopted as part of the land development policies and ordinances of the City as applied to this area. Such guidelines will impact the character of the various districts in the plan area and will need to be developed in a manner that reflects the development quality and desire for each district.
- The four partners should continue to work cooperatively to program and coordinate activities and events in and around downtown. This could be done through the Plan Implementation Committee.

- The Planning Commission, City Council, TIF Commission, KCOM and Truman State University Administration and Downtown Improvement Committee should periodically meet in joint sessions to monitor plan implementation progress and plan adjustments or changes that need to be made as implementation takes place.

Improvement Guidelines Matrix

The purpose of the Improvements Guidelines Matrix is to provide guidance regarding the timing and implementation characteristics (responsibilities and possible funding sources) of the various improvements identified in the Downtown Kirksville Improvement Plan.

In regard to timing the matrix outlines short (less than 3 years), medium (3 to 6 years) and long (more than 6 years) range improvements. The matrix also indicates opportunities for cooperative and effective implementation by project type. This is done by identifying if a project is:

- **Public** - most likely to be initiated and funded primarily by public resources.
- **Private** – most likely to be initiated and completed by the private sector with minimal or no public funding
- **Partnership** – a joint venture between a public agency and a non-profit or private developer. Some examples may include financial incentives or other tools used by the City to assist with defraying the cost of development (land provision or write down, parking improvements, aesthetic enhancements, etc.)

Finally, the matrix attempts to identify possible funding sources for each improvement project. The actual funding at the time of implementation may be different due to the development of new funding programs at the local, state or federal levels of government. Also, new techniques for generating funding may evolve and current methods may change or disappear. Therefore, the matrix provides an initial look at how the public and private sector in Kirksville may achieve the vision set forth in Section 2 of this plan.

Public / Private Investment

As with any community improvement plan, the Downtown Kirksville Plan is long-range and incremental in nature. The suggested improvements, both public and private have financial implications that must be considered throughout the implementation process and within the context of overall community improvement and investment.

The initial investigation of levels of public and private investment has revealed the following anticipated investment in Downtown Kirksville. The numbers identified below do not include design / engineering costs. They are rough estimates achieved through a conservative approach to over estimate public improvements and underestimate private improvements. For the purposes of this plan the overall magnitude of costs is important

DOWNTOWN IMPROVEMENT GUIDELINES MATRIX

Project	Time Frame			Project Type			Primary Participants	Possible Funding Sources
	Short < 3 yrs.	Medium 3-6 yrs	Long >6 yrs.	Public	Private	Partnership		
A. Employment / Service District								
Redevelopment Activity							EDCD Dept/Chamber of Commerce/NID	TIF
Right-of-Way Enhancements							Public Works Department	CIP, TIF, TEA21, CDBG
Development / Design Standards							EDCD Department	General Funds
B. Downtown Commercial / Town Square								
Intersection Improvements							Public Works Department	CIP, TIF, TEA21, CDBG
Sidewalk Improvements							Public Works Department	CIP, TIF, TEA21, CDBG
Canopy / Awning Improvements							NID/Public Works Department	TIF, NID, Low interest loan program
Façade / Signage Improvements							NID/Property-Business Owners/EDCD Department	NID, Low interest loan program, TIF
Gateways / Markers							Public Works Department	CIP, TIF, TEA21(wayfinding package)
Banners							NID	NID
Dover Park							Parks Department/Public Works Department	CIP, TIF
Off-Street Parking Improvements							Public Works Department	CIP, TIF, TEA21
County Courthouse Site Enhancements							County	County General Funds/CIP, TIF
Theatre Development							EDCD Department	TIF, State Grants
Community Center							Public Works Department/EDCD Department	CIP, General Funds
Travelers Hotel Enhancement							EDCD Department	TIF
Upper Floor (Office/Residential) Renovations							EDCD Department	TIF
Business Retention / Attraction							NID/EDCD Department/Chamber of Commerce	
Special Events / Festivities							NID	
Design / Development Standards							EDCD Department	General Funds
C. Community Access / Technology Hub								
Business / Activity Attraction / Retention							EDCD Dept/Chamber of Commerce/KCOM/Truman State	
Redevelopment / Land Assembly							EDCD Department	
D. Jefferson / Scott Street								
Marion to Third Street Improvements							Public Works Department/KCOM	CIP, TIF, TEA21, CDBG, KCOM
Third / Scott Street Extension							Public Works Department/KCOM	CIP, TIF, TEA21, CDBG, KCOM
Southside Jefferson Redevelopment							EDCD Department	TIF, CDBG
E. Franklin Street								
Patterson to Normal Improvements							Public Works Department/Truman State	CIP, TIF, TEA21, University
Normal to Jefferson Improvements							Public Works Department	CIP, TIF, TEA21, CDBG
Eastside Franklin Redevelopment							EDCD Department	TIF, CDBG
F. Downtown Neighborhoods								
<i>Armory Neighborhood</i>								
Armory Programming and Enhancement							National Guard/Parks Department	General Funds
Office / Commercial Relocation							EDCD Department	Private, CDBG, TIF
Residential Rehabilitation / Redevelopment							EDCD Department	Private, CDBG, TIF
Code Enforcement							EDCD Department	General Funds
<i>University Neighborhood</i>								
Coordinated Development / Improvements							Public Works Dept/EDCD Dept/Truman State	CIP
Code Enforcement							EDCD Department	General Funds
G. KCOM / Truman State University								
Expansion and Development Activities*	On-going Activities*						City of Kirkville/KCOM/Truman State	Private, University/College Funds
H. Other Recommendations / Activities								
Transit Circulator							EDCD Dept/NID/KCOM/Truman State	TEA21, User Fees
Greenway Trail							Parks Department/Public Works Department	TEA21, CDBG, TIF, CIP
Consolidated Gateways / Wayfinding / Banners							Parks Dept/Public Works Dept/EDCD Dept	CIP, TEA21, TIF
NE Missouri Regional Med Center Improvements							Medical Center	Private

* No specific projects are identified. It is anticipated that planning and improvement activities will be on-going.

Kirksville Downtown Improvement Plan

as an initial look at the cost and benefit of pursuing the vision of the plan. Not every detailed project or implementation effort is called out in the estimates but major components have been considered below. **(The following estimates are based upon available information at the time the plan was developed and are subject to revision.)**

Public Improvements

Enhancements

Public Parking Lot Improvements (B, D, F, G)	625,000
Land Acquisition / Demolition	1,000,000
Town Square Markers	350,000
County Courthouse Improvements	125,000
Community Center	2,300,000
Wayfinding	60,000
Multipurpose Trail (H – Scott to Missouri)	200,000
Dover Park	40,000
Sub-Total	\$4,700,000

Right-of-Ways

Franklin (Patterson to Normal)	\$ 750,000
Franklin (Normal to Jefferson)	600,000
Jefferson (Marion to Third)	650,000
Third / Scott Realignment	550,000
Town Square	
Street / Sidewalk Improvements	700,000
Intersections	1,500,000
Downtown Commercial	
Street / Sidewalk improvements	700,000
Intersections	575,000
Utility Relocations/Improvements	750,000
Downtown Lighting	300,000
Sub-Total	\$7,075,000
Public Investment Total	\$11,775,000

Private Investment

Canopy Enhancement	\$ 500,000
Theatre Development	\$ 1,000,000
KCOM (Qualifying improvements)	6,250,000
Jefferson / Franklin Redevel. (\$90 per sq. ft.)	5,625,000
Employment / Service Area Redevel. (\$70 per sq. ft.)	4,700,000
NE Missouri Regional Med Center Improvements	8,800,000
Travelers Hotel Improvements	1,000,000
Bldg. Façade, Signage and Awning Improvements	4,500,000
Anticipated Residential Infill Projects	400,000
Anticipated Commercial / Office Infill Projects	1,900,000
Private Investment Total	\$34,675,000

An annual cost that is not incorporated in the estimates above is that of marketing and administration of downtown oriented programs for publicity, education, business attraction and retention, community events, and maintenance associated with physical enhancements. The costs associated with such activities can be significant and occur annually depending on a number of factors including: assignment of responsibilities, and use of volunteers or paid staff to take on the responsibilities. It seems apparent that the current revenue source for the downtown improvement or maintenance activities is not adequate or necessarily equitable for taking on the activities associated with this plan.

A key step for the City, the Downtown Improvement Committee and the property and business owners in the downtown area will be the determination of a revenue source that replaces the current system. Such a replacement source may be the creation of a Neighborhood or Community Improvement District (NID or CID). To do this several actions would need to occur including the determination of responsibilities, boundaries for the district, representation on the board for the district, and budget and contribution levels for taking on the responsibilities effectively.

Beyond the cost for programmatic and maintenance activity it should be noted that the general estimates above indicate that for every dollar of public investment there will be approximately \$2.94 of private investment in the downtown area if the plan is implemented as envisioned.

APPENDIX A: Design Guidelines

Design guidelines provide the basis to guide visual and functional compatibility and encourage harmony in the development of a distinct and cohesive environment. Compatibility, however, does not mean uniformity. Although these general design guidelines advocate recommendations for many of the elements within the built environment, business and property owners should express creativity within this general framework to promote the individuality of their business or building.

The following design guidelines are intended to serve as an outline for both private and public initiatives and investments. The following recommendations provide a general guide for business owners, property owners, institutions, and developers to begin the initial steps for achieving an aesthetically distinct and cohesive environment. The design guidelines also help public officials and staff, by establishing baseline criteria for development and planning decisions made with a greater degree of consistency, thus promoting desired design and development activity within Downtown Kirksville.

Streetscape Character

The term ‘streetscape’ generally refers to the elements of the public domain, which typically include streets, on-street parking, sidewalks, lighting, trees, and street furniture. The design objectives within the streetscape include:

- ***Creating attractive and pedestrian-inviting areas***
- ***Enhancing the image and perception of downtown***
- ***Promoting business development and retention***
- ***Preserving and enhancing the public environment***
- ***Unify various sections of downtown***
- ***Maximizing visibility for street-level storefronts and businesses***

It should be noted that some specific plant materials and streetscape design concepts are provided in the Downtown Plan. Within the downtown Kirksville streetscape, distinct transitions between zones of activity are desired. These zones are delineated as:

- Traffic and Parking Lanes
- Streetscape Amenity Zone
- Pedestrian Zone

Traffic and Parking Lanes

Traffic engineering will primarily dictate the characteristics of the traffic lane and the parking lane, however, on-street parking in the downtown should try to incorporate angled parking. Angled parking provides convenient, short term stalls, helps reduce vehicular traffic speeds at certain times, and provides a buffer between the automotive traffic and pedestrian. Generally, on-street parking is encouraged, except for areas of engineering or safety concerns (vehicular turning movements at intersections, turning lanes, drainage characteristics, etc.).

Streetscape Amenity Zone

The primary goal for streetscape design is to accentuate the visibility of businesses. This is addressed by actually ‘downplaying’ the amenities in the public rights-of-way and focusing on the building facades and business storefronts, signage, and displays. In addition, the sidewalk may be used to provide more room for seasonal cafes and product displays as well as better defining the on-street parking lane while providing adequate room for pedestrian movement.

Lighting

Illumination for the pedestrian is essential. Lighting should provide adequate levels of illumination, but should not be at an intensity that provides obtrusive glare, detracts from specialized lighting on building facades and other features. For better color quality, “whiter light” offers a full spectrum source and is preferred to a “yellow light”. Canister lighting affixed to street trees, vehicular street lights, independent pedestrian light standards in key locations, and washing light onto the building facades and storefront displays, are acceptable methods of lighting through a consistent design philosophy. Uplighting, encased in the sidewalk, and downlighting mounted on the canopies may also be incorporated to highlight building facades and light the sidewalk. Further illumination comes from the storefronts themselves, either externally mounted on the façade or utilizing interior lighting that ‘spills’ out onto the sidewalk.

Street Furniture

Street furniture, such as benches, kiosks, portable and fixed planters, trash receptacles, and vending machine casings should address both functional and aesthetic concerns. Exact locations and specifications would be decided with consultation from City representatives, business and property owners. Street furniture should reinforce the pedestrian pattern. Generally, the location of street furniture should not be located in areas that are considered obtrusive to certain activities. Benches for example, are appropriate near restaurants or other establishments that may facilitate waiting. However, facing the benches towards the window of the establishment would be inappropriate. Bicycle racks are best located near corners and pedestrian crossings to discourage bicycle riding on sidewalks in downtown.

Landscaping

Plant materials can enhance the image and contribute to the visual continuity of the streetscape. Street trees provide one of the more visually significant elements. Installation of street trees should be strategically clustered at the curb extensions, usually located near street intersections. Tree species and spacing should be derived on a project-to project basis with coordination and input from City staff (planning, parks, and engineering). Larger caliper trees may be preferred for installation so that lighting may be implemented and the tree itself does not screen storefronts and signage at street level. Seasonal and ornamental landscaping should be used in planting areas (portable or fixed) that can be easily maintained and provides color without impairing visibility at intersections.

Pedestrian Zone

The pedestrian zone is the area that facilitates the movement of people and access to buildings. The pedestrian zone should remain relatively clear of any obstructions. In some instances, seasonal amenities such as temporary outdoor cafés, sidewalk sales, and so on are allowed, and should be encouraged, so long as pedestrian movement is not seriously compromised. Permanent outdoor cafés should be located within private property and provide a measure of definition and screening. Appropriate treatments include walls (compatible with the primary building facade) or fencing (ornamental steel or iron). Additional landscaping of cafés is encouraged. Paving treatment in the pedestrian zone may vary. Typically, concrete is the preferred choice that can be enhanced through various brush finishes, scoring patterns, providing pigments to the concrete to vary the color, or applications of brick accent pavers (skid resistant).

Architectural Character / Building Elements

The architectural character within the downtown should reflect a pedestrian “friendly” environment although exceptions may exist in the Employment / Service District. New development should reflect a traditional quality. Preservation and renovation of existing, contributing structures will also be critical to the overall development of downtown. The intent of architectural guidelines is not to restrict diversity, but to ensure the establishment of distinct, identifiable, and unified environments. Development and design applications should clearly reflect an “urban” quality in the downtown area.

Existing Structures

It is not the intent of these design guidelines to return the architectural character of all existing facades to a single, common time period. Instead, the guidelines are to encourage and provide direction for property owners to enhance their individual facades into a cohesive downtown. Some facades have undergone significant change reflecting different building techniques and architectural trends. By restoring the individual facades to the specific time period in which they were originally built, the downtown will maintain a variety and vitality that reflects the evolution of its building forms over time.

The majority of the building stock within the downtown represents a variety of architectural styles, trends, and eras. Retail goods and services, restaurant/tavern, and office can characterize current building occupancies. Typically, structures are one to three levels with exception a few exceptions. This established diversity comprises the current character of the downtown.

New/In-fill Development

It is not the intent of these design guidelines to tightly regulate architectural design or propose a distinctive building theme for downtown. It is, however, the intent of the guidelines to ensure compatible development and a more 'traditional' quality for the downtown environment.

General Design Goals

- Encourage improvements that will enhance the value of the property and desirability for occupancy on all levels
- Encourage improvements that will preserve and enhance a buildings physical and economic viability (structural, mechanical and technology systems, cosmetic, functional, etc.)
- Encourage improvements that will contribute to the distinctive character of a particular structure and the time period in which it was constructed
- Encourage improvements that will contribute to the overall cohesiveness of the downtown

Building Façade Lighting

Active streetscapes are good for business, and property and business owners should be encouraged to utilize and assist in maintaining the streetscape area, under established guidelines, as part of their activities. A building owner is encouraged to provide exterior illumination along their facades. Lighting of individual building facades adds another dynamic element to the downtown environment. Illumination of facades enhances evening visibility for both storefront and patron, while contributing to the overall appeal to the building. Building façade illumination should be integral to the façade design, accentuating key architectural elements, business signage, and further enhance the illumination of the streetscape provided by public lighting. Building-mounted lighting should be located or shielded as not to provide obtrusive glare to the pedestrian and motorist.

Commercial Storefronts

Storefronts are where a business and a patron begin to interact, typically at the street level. This initial relationship is important both for the merchant and the patron. Successful storefronts help identify and communicate the nature of a business. Commercial storefronts should generally be comprised of transparent display windows, free of any glazing or reflective treatment. Transparency is critical to the display and viewing of goods. The commercial storefront at the street level should be predominantly transparent, upwards of 75% of the façade at the street level area consisting of windows and doors. Screened or solid doors should be avoided and display windows should be as free as possible of mullions and muttons. Commercial storefront principals should be strongly encouraged in the Downtown Commercial/Town Square, Community Access/Technology Hub, and Jefferson Street, and Franklin Street Commercial Districts.

Alignment

To promote the established and desired pedestrian oriented environment within the Downtown Commercial/Town Square, Community Access/Technology Hub, and Jefferson Street Commercial Districts, a zero-foot setback is desired. Setbacks in other districts should reflect the goals as described within the plan. Slight variations in the setback should be allowed at building or business entrances. In some instances, a more significant setback can be allowed for a portion of the building to allow for additional amenities such as businesses that would benefit from outdoor spaces such as cafés or courtyards.

Alignment of architectural elements on and among buildings also promotes a cohesive environment. Such as elements along the façade include accent banding, awnings, cornices, lighting fixtures, sills, soffits, parapets, transoms, and windows. Alignment should also be considered in the heights of buildings. Careful design, especially with new infill development should provide a consistent profile.

Articulation

Building forms should endeavor to provide a diversity of form such as recessed entrances, detailing of materials and fixtures, and other elements that architecturally distinguish a building. Buildings should not have large expanses of blank unarticulated facades.

Awnings and Canopies

Awnings on a single structure should have consistent color and pattern scheme applied on a building's facade and complement awnings on adjacent buildings. Canopies should be constructed of permanent materials and designed as an integral component of the building itself. (Permanent canopies in the Town Square area should be designed in consideration of the canopy description found on pages 30 and 34, and Figure 18 of the Downtown Plan.) Care should be taken to select colors that work well with the entire color scheme of the façade. Bright, garish, back lit awnings should be avoided. Cedar or shingled canopies are not acceptable. Awnings can be utilized in displaying building identification numbers or business identification, within the parameters of signage guidelines.

Building Materials

There are a variety of materials utilized within Downtown Kirksville. The preferred building materials for new investments should reflect the character of the specific district. For the Downtown Commercial/Town Square, Community Access/Technology Hub, and Jefferson Street Commercial Districts, brick and stone is the preferred predominant material. Sheet metal or metal panels would not be acceptable materials for a façade within these districts. Most other commercial grade materials such as glass block and accent metal ornamentation should be incorporated as accent features. For other districts, materials should reflect the environmental context and promote distinctive cohesiveness. New investments at KCOM and Truman State University should continue established building patterns and image, in accordance with their respective long-range campus master plans. The Jefferson Street Commercial District should also be encouraged to exhibit similar building material qualities as other parts of downtown, although site development characteristics may be different from the more urban setting afforded in the heart of Downtown Kirksville. Within the Employment/Service District, the variety of business types may be different than the uses within the heart of downtown. However, it is important to encourage compatible building material applications as those applied within the core area of downtown, especially along First, Missouri, and Washington Streets-the streets at the periphery of the Downtown Commercial/Town Square, and KCOM Districts.

Color

Application of color should reflect the desired context of Downtown Kirksville. An appropriate color palette for buildings includes warm, natural earth tones. Accent colors may be provided through complimentary features, lighting, and other details that distinguish or highlight a building's unique quality. It is important not to 'overdo' accent color - too much diversity of accent colors can create visual disruption. Neon or garish colors should be avoided and brighter accent colors should be incorporated via modest applications within the façade. Painting brick and stone should also be discouraged.

Cornices

The cornice is the decorative cap to the front façade. Historically, the cornice was made of tin metal pressed or embossed. Also, elaborated brick or stone cornices are used. It is preferable to replace or repair cornices with like materials.

These materials can be expensive when reproducing missing cornices. Metal cornices can be replaced with reinforced fiberglass, wood, or molded millwork. Proper scale and proportions must be maintained. The height and depth of the cornice is critical to the appearance of the street façade. Old photos and drawings are critical to the reproduction of historic cornices. Brick and stone cornices should be replaced with their original materials. Some cast stones can be used to create a stone look. EIFS is also an acceptable substitute. Care should be taken in color, selection, and texture should remain in the natural neutral tones.

Fenestration

The placement and alignment of a building's doors and windows help communicate the nature of a particular structure. Large, open expanses of storefront windows suggest the relationship between the indoor and outdoor environment. For upper levels, windows should reflect a more traditional quality such as punched openings rather than a band of continuous windows. Windows should incorporate a clear glazing and reflective glass is discouraged in any portion of the building. Upper level windows should not be filled in. Boarded windows can give the appearance of abandonment or dilapidation. A preferred treatment for upper levels for unoccupied space is to incorporate a decorative shutter on the inside of windows.

Glazing

Colored or mirrored glazing is not acceptable. Traditionally retail windows were single pane glazing. Today's glazing technology allows for enhanced ultra violet sun protection and heat gain without dark tints or mirrored appearance. Insulated glazing is very common. Dual paned insulated glazing is acceptable and is very helpful in cold climates. One draw back to insulated glazing is an increased glare problem. The other major element of glazing is the frame of the window. Second floor windows are to be wood. Some manufacturers have created aluminum clad wood windows with historical profiles. Bronze or black aluminum is undesirable. Double hung windows are the most preferred second story window types. If casement type is used, care should be taken to match the double hung mutton and mullion patterns. The street level framing could be a variety of materials. Many original storefront systems were bronze or steel window systems.

These systems transfer cold, frost, and create condensation. Wood framing and new aluminum frames are acceptable. Bronze or black mullions should be avoided. The most important feature to the street window frame is profile and proportion of mullions. Built-up profiles and groupings are preferred over the aluminum framing without proportion, large unbroken panes of glazing. Refer to all local building codes for the need and proper use of tempered glazing.

Modulation

Buildings should not provide long expanses of blank, non-articulated facades. Building facades which face public streets should express modulations (variations in treatments) to reflect a familiar and comfortable scale to pedestrians. The modulation rhythm may be expressed by careful variations in setbacks, heights, colors, materials and architectural features.

The modulation was often articulated in 20-25 foot bays. This bay spacing was created by the structural limitations of materials at the time they were built. This modulation created a character to downtown that is greatly disturbed when infill buildings and modifications interrupt this bay spacing, especially within the Town Square District.

Proportion

Abrupt and significant departures in building masses and heights are not desired in Downtown Kirksville. Building proportions for each block should strive for a similar consistency in form and proportion. This is critical when designing within the context of a particular district, while at the same time taking into regard to the uses that are in a building.

Roofs

Flat and pitched roofs are acceptable in Downtown Kirksville. Flat roofs should incorporate a parapet or pediment along facades that face the street. Parapets and pediments should be integral to the building design and sufficient to screen rooftop equipment. Pitched roofs must compliment the overall scale and character of the building. Mansard roof treatments should be discouraged. Commercial buildings need to incorporate commercial grade materials such a slate, clay tile, or metal roofing systems, with slate or clay tile the preferred application.

Signage

The primary facade should incorporate only one sign identifying the tenant. Signage may be distinctive but complementary to the overall architectural character of the facade. The total area of all signage on any facade should not exceed 10 percent of the total area of the facade. An additional tenant sign may be incorporated, but should be pedestrian oriented and scaled appropriately (perpendicular to the facade or incorporated into a storefront window). Again exceptions in the Employment / Service District and the Jefferson Street Commercial District may include appropriate pole or monument signage as determined through the development of more specific guidelines. Signage should not be necessary or allowed in residential areas except for public or institutional uses.

Screening

Screening undesirable areas is key in contributing to an aesthetically pleasing environment. Waste receptacles, dumpsters, and recyclable units should be screened on all sides, with an operable door or gate for access. Whether on-site or incorporated into the building, the preferred treatment is to incorporate a masonry wall enclosure compatible with materials in the building. Additional landscape or screening around the enclosure is encouraged when possible.

Specialty Equipment

Satellite dishes, antennas, and other equipment should be screened and not visible from the street level. The screening treatment should be integral to the overall building design. In addition, rooftop equipment should be screened and placed deep enough into the back of the building as not to be seen from the street level. Window air-conditioning units should not be allowed on street facing facades. Pipes, conduit, and cables should be limited to the back of buildings if the situation does not allow for them to be enclosed within the building itself. Fire escapes and exterior stairs should be located to the rear or sides of a building.

Masonry Cleaning/Maintenance

Improper cleaning techniques may damage the appearance of a building and undermine its structural and weather protective qualities. Buildings should be cleaned in accordance with the Secretary of Interior's Standard's for Rehabilitation Guidelines for Historical Preservation. When cleaning masonry building materials, consult an expert. A masonry building should not be sandblasted because the technique can undermine the integrity of the masonry material.