

# City Council Study Session



Dear Citizen:

Welcome to our City Council Study Session. As the name implies, City Council Study Sessions are an opportunity for the City Council to study issues facing the City. It is a time for the City Council to learn from those invited to present. City staff typically make the presentations, and from time to time, other individuals from outside of the City's organization are invited to present information to the City Council.

It is in these meetings that the City Council listens, learns, asks questions, and discusses amongst the City Council how they wish to proceed on a matter. While citizens are encouraged and welcome to attend, it is not a time for open engagement. There are times in the regular meetings for citizen input. These meetings are held on the first and third Mondays of the month. Citizens can also reach out directly to councilmembers or the appropriate City office via email, letter, or phone.

The City Council thanks you for your attendance and invites all citizens to listen and learn with them.

Online Viewing:

<https://www.youtube.com/user/KirksvilleCity>

**SESSION DATE:** June 10, 2024

**TIME:** Immediately following the 5:30 Interagency Meeting at the Economic Development Alliance with our Community Service Partners

**PLACE:** Kirksville City Hall Council Chambers

**Tentative Agenda:**

- Marijuana Ordinance – John Slavin
- Community Center & Police/Fire Stations and Training Facilities
- Business License Renewal Summary
- Welcome and Wayfinding signs
- Complete Streets Policy Implementation
- KAMP Plan
- Citizen Participation Follow-Up
- Newsletter Review

## **MARIJUANA ORDINANCE**

The City Council was presented with an ordinance from the City of Springfield, Missouri regarding marijuana restrictions. The ability of one community in Missouri to adopt certain legislation does not necessarily mean that all cities in Missouri are able to do so. Because of this, the City Attorney was asked to review the ordinance from Springfield and determine what if any of the provisions could be considered.

In addition to the City Attorney's review, the Chief of Police Scott Williamson was also asked to review the ordinance to determine its necessity. The biggest issue Chief Williamson has identified regarding enforcement in general concerns enforcement, specifically when it comes to edibles.

Both will be in attendance on Monday, with City Attorney John Slavin summarizing his findings as it relates to whether or not the Springfield, Missouri ordinance could even be considered for Kirksville. Chief Williamson will share his thoughts on whether or not the provisions will be helpful or needed.

## **COMMUNITY CENTER & POLICE/FIRE STATIONS AND TRAINING FACILITIES**

On Monday, Roy Mangan, RA, Project Manager and Principal for Archimages, LLC will be in attendance on Monday to walk the City Council through the updated layouts, facades, and costs of the City's Capital Building.

We are approaching the public presentation phase of this campaign and need to begin thinking about how we get the information out to the community. For example, we have block parties planned, movies in the park, four Kirksville Connections, Red, White & Blue Festival, etc.

## **BUSINESS LICENSE RENEWAL SUMMARY**

The business license renewal process begins in the month or two prior to end of the calendar year. Licenses are due at the end of February and deemed delinquent if not renewed by March 1. Historically, the City, through its Finance Department has chosen to work with businesses to bring them in to compliance. State law, RSMo 144.083, requires businesses to demonstrate they are compliant with state sales and withholding tax laws before they can receive or obtain certain licenses that are required to conduct business in the state. As a result of this law, businesses are required to obtain a No Tax Due statement from the Department of Revenue. Obtaining a No Tax Due statement for businesses in compliance is easy, but for those with any sort of issue it begins to be complicated.

Finance Director Lacy King will discuss this, along with an overall summary of the renewal process and whether or not there are any remaining businesses who have not obtained a business license.

The business license renewal process was undertaken this year by a new employee, Sherry Kensy. This was a huge learning curve for her. At the last City Council meeting it was noted that our process needed to be timely. What occurred is some businesses renewed early on in the process but did not receive their license until after the renewal deadline passed. The issuance of business licenses needs to be completed so to provide responsive and responsible business owners their official documentation before the license expiration period.

Information on the changes to the fee schedule relating to delinquent accounts will be shared and can be provided initially to those businesses that are renewing their liquor licenses next month, and then in the quarterly gross receipts' notification process, and then finally in the business license renewal process sent out in December. This will be supplemented with additional public information efforts, including providing this to our economic development partners to share with their members, clients, and business supporters.

### **WELCOME AND WAYFINDING SIGNS**

The City Council budgeted funds in the 2023 budget for Welcome signs in the Tourism Budget (\$50,000), and Wayfinding signs in the General Fund Administration budget (\$60,000). Once the budget was approved, the Tourism Director Sharon Swehla and Communications Director Austin Miller began working with a committee of individuals that included representatives from Chamber of Commerce, A.T. Still University, Truman State University, and Kirksville R-III. In addition, the Missouri Department of Transportation (MoDOT) Area Engineer was asked to attend since the Welcome signs and some of the Wayfinding signs would be within the State's right of way and would need to comply with MoDOT's rules, along with the rules all cities, counties, and states follow, the Manual of Uniform Traffic Control Devices.

The committee has completed its work in terms of design and location for the Welcome signs and is waiting for final approval of both from MoDOT. The committee has also decided to focus on points of interests/destinations on the Wayfinding signs as opposed to district themed requirement that was in place at the time the original wayfinding signs went up.

Sharon and Austin will be in attendance on Monday to give the City Council an update, talk about timeline, and share the plans for the existing Welcome signs.

### **COMPLETE STREETS POLICY IMPLEMENTATION**

In 2011 the City worked on a "Get Active Kirksville" project which was intended to address the lack of bicycle and pedestrian infrastructure in Kirksville. The hope at this time was to establish a Complete Streets policy that would allow for a more thorough evaluation of transportation needs in conjunction with the larger street and storm improvement projects. This concept was still relatively new with 23 states enacting complete streets policies. Though the decision at the time was not to implement a Complete Street policy, work on

the actual problem continued with the development of other tools, including the Kirksville Active Mobility Plan, adopted in 2019.

Through the efforts of the Airport and Transportation Commission's Sidewalk Working Group, the concept of Complete Streets was revisited. As a result of that, reception and interest in pursuing a Complete Streets policy has been endorsed by the Lakes, Parks and Recreation, Airport and Transportation, and the Planning and Zoning Commissions.

The next step was to present before the City Council to determine if the City Council would also be interested in considering a Complete Streets policy. This took place in June of last year, with the City Council interested in moving forward with a Policy that would be developed then presented to the previously mentioned Commissions.

On Monday, the City Council is asked to review the Draft Policy. This Policy has been reviewed by the Lakes, Parks, and Recreation Commission, and will be reviewed by the Airport and Transportation Commission this coming week, and Planning and Zoning on June 27. Should the measure pass through all, it will be brought forward to the City Council for formal adoption.

### **KAMP PLAN**

The Kirksville Active Mobility Plan (KAMP) was approved in 2019 intended to provide a more thought out approach to the future development of bike lanes, sidewalks, and trails, while emphasizing safety, community health, and wellness. The plan represents a comprehensive approach to increasing the interconnectivity of multiple modes of transportation within the City, involving coordination among multiple departments (i.e. Public Works, Codes, Codes and Planning, Engineering, Parks and Recreation, and Economic and Community Development) and utilizing multiple funding sources / revenue streams, for the creation of bike lanes, sidewalks, and trails.

Since 2019, through input and direction from the City's various Boards and Commissions and City Council, projects proposed under the KAMP have been completed.

Included in a report from Community and Economic Development Director Ashley Young outlining the work that has been completed, the proposed work planned for 2024, and the list of projects that are on hold for various reasons.

Before the 2024 work can proceed, the Planning and Zoning Commission will need to complete its review. As a reminder any time there is a proposed change to the use or function of an existing street, this Commission is responsible for ensuring it is reviewed, that it meets City plans, and that the community's interest is considered. Before this is presented to the Commission, the City Council's input is being sought.

### **CITIZEN PARTICIPATION FOLLOW-UP**

No Citizens Input to Address

## NEWSLETTER

### Attachments

- Marijuana Ordinance from Springfield, Missouri
- Staff Report – Business License Renewal Summary
- Staff Report – Welcome and Wayfinding
- Map – location of Welcome Signs
- Welcome Sign
- Wayfinding Design
- Staff Report – Complete Streets
- Draft Complete Streets Policy
- Staff Report – KAMP Plan

### Enclosure

- [Facilities Power Point Presentation](#)

## Sec. 78-260. Possession narcotics paraphernalia.

1. It is unlawful for any person to use, or to possess with intent to use, drug paraphernalia to plant, propagate, cultivate, grow, harvest, manufacture, compound, convert, produce, process, prepare, test, analyze, pack, repack, store, contain, conceal, inject, ingest, inhale, or otherwise introduce into the human body a controlled substance or an imitation controlled substance.
2. "Drug paraphernalia", all equipment, products and materials of any kind which are used, intended for use, or designed for use, in planting, propagating, cultivating, growing, harvesting, manufacturing, compounding, converting, producing, processing, preparing, storing, containing, concealing, injecting, ingesting, inhaling, or otherwise introducing into the human body a controlled substance or an imitation controlled substance. It includes, but is not limited to:
  - (a) Kits used, intended for use, or designed for use in planting, propagating, cultivating, growing or harvesting of any species of plant which is a controlled substance or from which a controlled substance can be derived;
  - (b) Kits used, intended for use, or designed for use in manufacturing, compounding, converting, producing, processing, or preparing controlled substances or imitation controlled substances;
  - (c) Isomerization devices used, intended for use, or designed for use in increasing the potency of any species of plant which is a controlled substance or an imitation controlled substance;
  - (d) Testing equipment used, intended for use, or designed for use in identifying, or in analyzing the strength, effectiveness or purity of controlled substances or imitation controlled substances;
  - (e) Scales and balances used, intended for use, or designed for use in weighing or measuring controlled substances or imitation controlled substances;
  - (f) Dilutents and adulterants, such as quinine hydrochloride, mannitol, mannite, dextrose and lactose, used, intended for use, or designed for use in cutting controlled substances or imitation controlled substances;
  - (g) Separation gins and sifters used, intended for use, or designed for use in removing twigs and seeds from, or in otherwise cleaning or refining, marijuana;
  - (h) Blenders, bowls, containers, spoons and mixing devices used, intended for use, or designed for use in compounding controlled substances or imitation controlled substances;
  - (i) Capsules, balloons, envelopes and other containers used, intended for use, or designed for use in packaging small quantities of controlled substances or imitation controlled substances;
  - (j) Containers and other objects used, intended for use, or designed for use in storing or concealing controlled substances or imitation controlled substances;
  - (k) Hypodermic syringes, needles and other objects used, intended for use, or designed for use in parenterally injecting controlled substances or imitation controlled substances into the human body;
  - (l) Objects used, intended for use, or designed for use in ingesting, inhaling, or otherwise introducing cocaine into the human body, such as:
    - a. Metal, wooden, acrylic, glass, stone, plastic, or ceramic pipes with or without screens, permanent screens, or punctured metal bowls;
    - b. Water pipes;
    - c. Carburetion tubes and devices;
    - d. Smoking and carburetion masks;
    - e. Roach clips meaning objects used to hold burning material that has become too small or too short to be held in the hand;

- f. Miniature cocaine spoons and cocaine vials;
- g. Chamber pipes;
- h. Carburetor pipes;
- i. Electric pipes;
- j. Air-driven pipes;
- k. Chillums;
- l. Bongs;
- m. Ice pipes or chillers;

In determining whether an object is drug paraphernalia, a court or other authority should consider, in addition to all other logically relevant factors, the following:

- (a) Statements by an owner or by anyone in control of the object concerning its use;
  - (b) Prior convictions, if any, of an owner, or of anyone in control of the object, under any state or federal law relating to any controlled substance or imitation controlled substance;
  - (c) The proximity of the object, in time and space, to a direct violation of this section;
  - (d) The proximity of the object to controlled substances or imitation controlled substances;
  - (e) The existence of any residue of controlled substances or imitation controlled substances on the object;
  - (f) Direct or circumstantial evidence of the intent of an owner, or of anyone in control of the object, to deliver it to persons who he knows, or should reasonably know, intend to use the object to facilitate a violation of this section;
  - (g) Instructions, oral or written, provided with the object concerning its use;
  - (h) Descriptive materials accompanying the object which explain or depict its use;
  - (i) National or local advertising concerning its use;
  - (j) The manner in which the object is displayed for sale;
  - (k) Whether the owner, or anyone in control of the object, is a legitimate supplier of like or related items to the community, such as a licensed distributor or dealer of tobacco products;
  - (l) Direct or circumstantial evidence of the ratio of sales of the object to the total sales of the business enterprise;
  - (m) The existence and scope of legitimate uses for the object in the community;
  - (n) Expert testimony concerning its use.
3. "Drug paraphernalia" shall not include any "marijuana accessories" as that term is defined by Article XIV, Section 2 of the Missouri Constitution.

(G.O. No. 5062, § 8, 3-19-2001; G.O. No. 6784, § 4, 4-17-2023)

State law reference(s)—RSMo 195.233.

**Sec. 78-261. Possession of marijuana.**

- 1. Possession of marijuana by persons under 21 years of age.
  - a. No person under 21 years of age shall possess marijuana.

- b. This subsection shall not apply to any qualifying patient in possession of a qualifying patient identification card issued by the department of health and senior services.
  - c. Any person who violates this subsection shall be subject to a civil penalty not to exceed \$100.00 and forfeiture of the marijuana, unless such individual is determined to be in possession of more than three ounces of dry, unprocessed marijuana or its equivalent, in which case the individual shall be subject to a civil penalty not to exceed \$250.00 and forfeiture of the marijuana.
  - d. Any person who is subject to a civil penalty pursuant to this subsection but is determined to be in possession of three ounces or less of marijuana shall be provided the option of attending up to four hours of drug education or counseling in lieu of payment of the penalty. Any person who is subject to a civil penalty pursuant to this subsection but is determined to be in possession of more than three ounces of marijuana shall be provided the option of attending up to eight hours of drug education or counseling in lieu of payment of the penalty. Any such person shall still be subject to forfeiture of the marijuana.
  - e. Any person who is assessed a civil penalty or fine under this subsection may perform community service in lieu of payment. The rate of pay-down associated with this service option will be the greater of \$15.00 per hour or the minimum wage in effect at the time of judgment.
2. Possession of marijuana by persons 21 years of age and older.
- a. No person who is 21 years of age or older shall possess in excess of three ounces of dried, unprocessed marijuana, or its equivalent.
  - b. This subsection shall not apply to any person who is registered with the department of health and senior services for the cultivation of marijuana plants, provided any amount of marijuana in excess of three ounces is kept at one private residence in a locked space.
  - c. No person who is registered with the department of health and senior services for the cultivation of marijuana shall possess marijuana plants in excess of the limits set forth in Article XIV, Section 2 of the Missouri Constitution.
  - d. This subsection shall not apply to any qualifying patient or primary caregiver in possession of a qualifying patient or primary caregiver identification card and in possession of marijuana within the limits established by the department of health and senior services.
  - e. Any person who violates this subsection shall be subject to:
    - i. For a first violation, a civil penalty not to exceed \$250.00 and forfeiture of the marijuana.
    - ii. For a second violation, a civil penalty not to exceed \$500.00 and forfeiture of the marijuana.
    - iii. For a third violation, a fine not to exceed \$1,000.00 and forfeiture of the marijuana.
  - f. Any person who is assessed a civil penalty or fine under this subsection may perform community service in lieu of payment. The rate of pay-down associated with this service option will be the greater of \$15.00 per hour or the minimum wage in effect at the time of judgment.
3. Possession of marijuana in schools or correctional facilities prohibited.
- a. No person shall possess or consume marijuana on the grounds of any public or private preschool, elementary or secondary school, institution of higher education, in a school bus, or on the grounds of any correctional facility.
  - b. This subsection shall not apply to any qualifying patient in possession of a qualifying patient identification card issued by the department of health and senior services.
  - c. Any violation of this subsection shall be punished as provided by the provisions of section 1-7.
4. Delivery or distribution of marijuana to persons under 21 years of age.

- a. No person shall deliver or distribute marijuana, with or without consideration, to a person younger than 21 years of age.
  - b. This subsection shall not apply to the delivery or distribution of marijuana to any qualifying patient, as defined by Article XIV, Section 1 of the Missouri Constitution, by any entity licensed by the department of health and senior services for the distribution of medical marijuana or by any parent or guardian of the qualifying patient.
  - c. Any violation of this subsection shall be punished as provided by the provisions of section 1-7.
5. For purposes of this Section, the term "marijuana" shall have the same definition found in Article XIV, Section 2 of the Missouri Constitution.
  6. Subsections 1., 2., and 3. of this section shall not apply to any individual who is found to be in possession of more than twice the amount of marijuana or more than twice the number of marijuana plants authorized by Article XIV, Section 2 of the Missouri Constitution.

(G.O. No. 6784, § 1, 4-17-2023)

Editor's note(s)—G.O. No. 6784, § 1, adopted April 17, 2023, amended section 78-261 in its entirety to read as herein set out. Formerly, section 78-261 pertained to possession of 35 grams or less of marijuana, and derived from G.O. No. 5365, § 1, adopted April 26, 2004.

### **Sec. 78-262. Public consumption of marijuana.**

1. Definitions.
  - a. The term "public place" means any place to which the public or a substantial number of the public have access. The term "public place" includes, but is not limited to streets and highways, sidewalks, transportation facilities, places of amusement, parks, park properties, playgrounds, parking lots, and the common areas of public and private buildings and facilities.
  - b. The term marijuana has the same definition as found in Article XIV, Section 2 of the Missouri Constitution.
2. No person shall consume marijuana in a public place or any vehicle parked in a public place.
3. No person shall consume marijuana in such a manner that marijuana smoke or odor exits a residence or nonpublic place where consumption of marijuana is otherwise lawful. In a multifamily residence or similar dwelling, marijuana shall not be consumed in any common area.
4. Any person who violates this section is subject to a civil penalty not to exceed \$100.00.
5. Any person who is assessed a civil penalty under this section may perform community service in lieu of payment. The rate of pay-down associated with this service option will be the greater of \$15.00 per hour or the minimum wage in effect at the time of judgment.

(G.O. No. 6784, § 2, 4-17-2023)

**Sec. 78-263. Consumption of marijuana in a motor vehicle.**

1. No person shall consume marijuana in any form while operating a motor vehicle.
2. No occupant of a motor vehicle shall consume marijuana by smoking while the motor vehicle is being operated.
3. Any violation of this section shall be punished as provided by the provisions of section 1-7.

(G.O. No. 6784, § 3, 4-17-2023)

**Sec. 78-265. Marijuana accessories.**

1. For purposes of this section, the term "marijuana accessories" means any equipment, product, material, or combination of equipment, products, or materials, which is specifically designed for use in planting, propagating, cultivating, growing, harvesting, manufacturing, compounding, converting, producing, processing, preparing, testing, analyzing, packaging, repackaging, storing, containing, ingesting, inhaling, or otherwise introducing marijuana into the human body.
2. For purposes of this section, the term "marijuana" shall have the same definition found in Article XIV, Section 2 of the Missouri Constitution.
3. Possession of marijuana accessories by persons under 21 years of age.
  - a. No person under 21 years of age shall possess marijuana accessories.
  - b. This subsection shall not apply to any qualifying patient in possession of a qualifying patient identification card issued by the department of health and senior services.
  - c. Any person who violates this subsection shall be subject to a civil penalty not to exceed \$100.00 and forfeiture of the marijuana.
  - d. Any person who is subject to a civil penalty pursuant to this subsection shall be provided the option of attending up to four hours of drug education or counseling in lieu of payment of the penalty. Any such person shall still be subject to forfeiture of the marijuana.
  - e. Any person who is assessed a civil penalty or fine under this subsection may perform community service in lieu of payment. The rate of pay-down associated with this service option will be the greater of \$15.00 per hour or the minimum wage in effect at the time of judgment.
4. Possession of marijuana accessories in schools or correctional facilities prohibited.
  - a. No person shall possess marijuana accessories on the grounds of any public or private preschool, elementary or secondary school, institution of higher education, in a school bus, or on the grounds of any correctional facility.
  - b. Any violation of this subsection shall be punished as provided by the provisions of section 1-7.
5. Delivery of marijuana accessories to persons under 21 years of age prohibited.
  - a. No person shall deliver or distribute marijuana accessories, with or without consideration, to a person younger than 21 years of age.
  - b. Any violation of this subsection shall be punished as provided by the provisions of section 1-7.

(G.O. No. 6784, § 5, 4-17-2023)

# KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

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DATE: June 10, 2024

SUBJECT: Business License Update

CITY DEPARTMENT: Finance

PREPARED BY: Lacy A. King, Finance Director

The City renewed business licenses for 1,028 entities during the 2024 Business License Renewal process and communicated with 151 entities who were either no longer in business or were out-of-town contractors who obtained a City license to complete work within Kirksville.

During the renewal process, City staff implemented Tyler Software ERP 9 for business licensing from the ground up, as none of the data from Springbrook Software was accepted by Tyler Software during implementation. Each business entity took approximately 10-15 minutes to set-up and as renewals were processed, the actual license combined both the City Business License and County Merchants License, when required.

Since February 29, 2024, City staff made multiple attempts to contact businesses who failed to renew their business and ultimately sent renewal delinquencies/revocation notices to 64 entities with a deadline of May 3, 2024, to become compliant with Section 12-29 of the City of Kirksville Municipal Code of Ordinances. Most of those businesses could not obtain the required paperwork to renew and were either working with the State of Missouri to obtain a No Tax Due Certificate or pay property taxes to the Adair County Collector. There were 37 entities that complied and received their business license.

There are currently eight local entities that did not comply, do not have a current business license, and are still trying to obtain the required paperwork. The Codes Department has been given a list of those service-based entities, in case they apply for a permit to work in the City. Two of those entities have been disconnected from water service as outlined in the City of Kirksville Municipal Code of Ordinances and six of those entities are home-based businesses, who are exempt from disconnection.

In preparation for renewals for 2025, all businesses are now in the Tyler ERP 9 software. If the systems operate as intended, the renewal process should be more efficient from start to final license issuance. In addition, a review of the Code is needed to determine what action the City can take regarding businesses that operate without obtaining a business license or continue to operate without renewing their business license.

Many City departments work together to complete this annual process and currently 1,137 active business entities are operating and serving the community.

# KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

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DATE: June 10, 2024

SUBJECT: Wayfinding and Welcome Sign Update

CITY DEPARTMENT: Communications and Tourism

PREPARED BY: Austin Miller, Communications Director, and Sharon Swehla, Tourism Director

City staff began working with local partners such as A.T. Still University, Kirksville R-III and Truman State University to update signage in the community in 2023. The scope covered welcome signs and wayfinding signs in Kirksville.

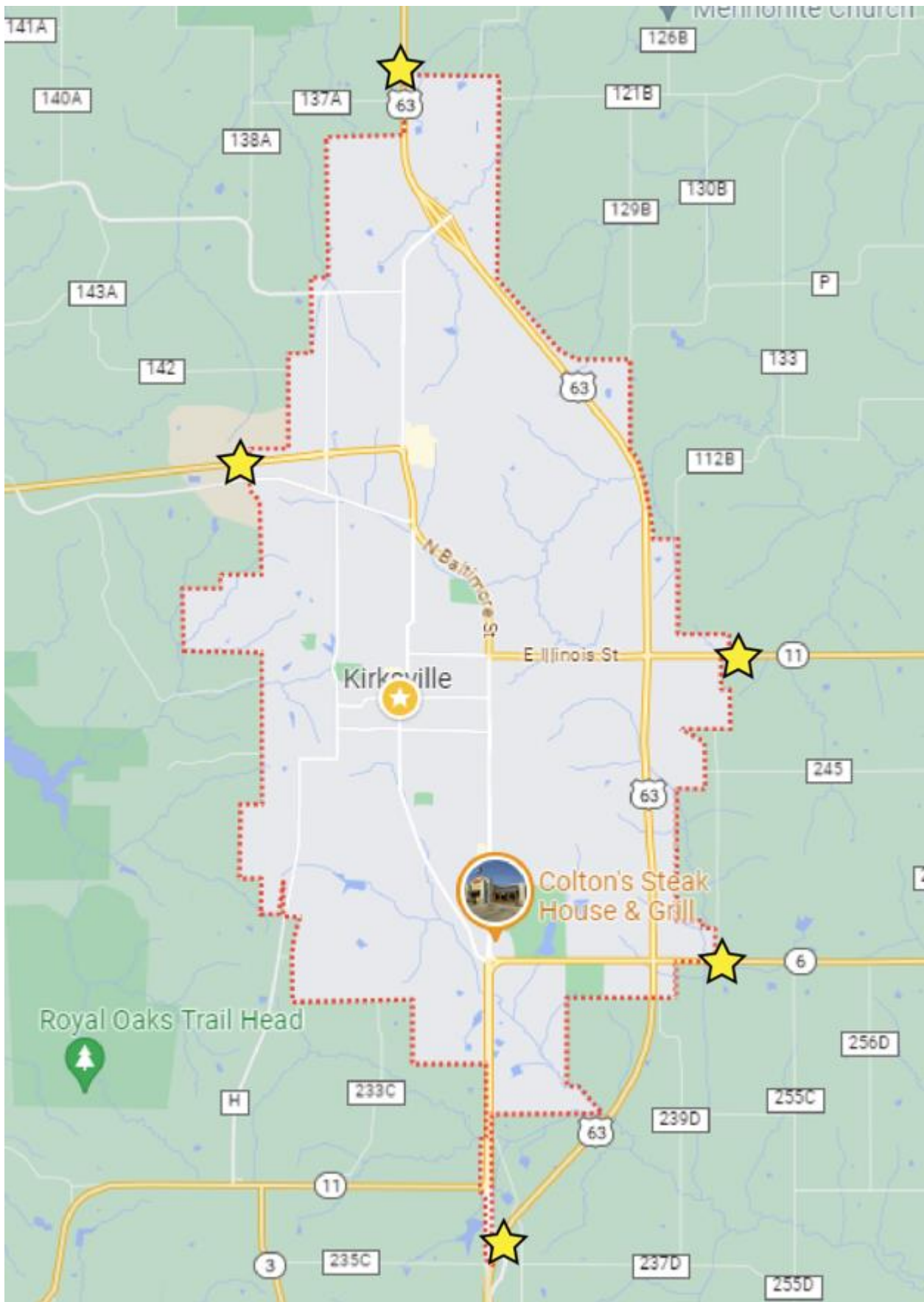
It was determined that the old, wooden monument signs needed to be removed. They date back many years, with some being erected in the 1990s, and have fulfilled their usefulness. They are also out-of-date with MoDOT sign standards. For the one on the south entrance into town and the one near Hobby Lobby, MoDOT said once they are removed, the City will no longer be allowed to use those spaces in its right-of-way. The south sign has already been removed. The one near Hobby Lobby will be taken down sometime in the coming weeks. The north one is on private property. Staff have been in contact with the property owner there to coordinate its removal. The fourth runs along Highway 63 and is on a hill on private land. That one will remain because it is in better shape than the others.

Replacing these signs are metal welcome signs, with the design attached. Staff submitted five locations to MoDOT for approval, covering the five primary entrances into Kirksville. Staff also asked about a larger one to potentially replace a large wayfinding sign near the flyover south of town. We are still waiting on MoDOT's approval and direction on the placement of those welcome signs. Once approved, pricing will be sought from vendors.

For wayfinding signs, the current ones have become faded and MoDOT no longer has the "district" edict for those signs. Instead, the group preferred to direct toward points of interest. That won't have a huge change in what locations are listed. A more modular design has been favored, where each location is on its own smaller sign. That is a more modern design and will allow for easier modification, if needed, in the future without the extra cost of replacing the whole sign.

These signs would go on the poles that were erected as part of the last wayfinding project. City staff recommends removing the wayfinding sign located at the intersection of West Harrison and North Elson streets since there is a desire to remove the flashing red lights downtown in the future and it is attached to one. Staff at ATSU, Kirksville R-III and Truman are coming up with what locations they want to direct toward. Truman was not part of the last wayfinding project, so it will need to erect poles as well.

Quotes will be sought for a top piece and bracket once a design is finalized. The hope is that the City's internal sign department can make specific location pieces since the dimensions should be close to a regular street sign.



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WELCOME  
TO



Kirksville

# Concept 1

Peoria, IL



# KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

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DATE: June 10, 2024

SUBJECT: Complete Streets Policy Update

CITY DEPARTMENT: Community & Economic Development

PREPARED BY: Ashley Young, Community & Economic Development Director

During the month of May of 2023, the Lakes, Parks and Recreation Commission (LPRC), Airport and Transportation Commission (ATC), and Planning and Zoning Commission (P&Z) all viewed a presentation on Complete Streets, culminating with a presentation to the City Council during the June 12, 2023 City Council Study Session. All agreed that City staff should pursue drafting a “Complete Streets Policy.”

To review, according to the United States Department of Transportation (USOT), “Complete Streets are streets designed and operated to enable safe use and support mobility for all users. The concept of Complete Streets encompasses many approaches to planning, designing, and operating roadways and rights of way with all users in mind to make the transportation network safer and more efficient.”

While staffing shortages and other departmental priorities prevented the drafting and presentation of this policy before now, a draft “Complete Streets Policy” is now ready for the Council’s review. This draft policy was taken to the May 7, 2024 meeting of the LPRC; the May 8, 2024 meeting of the P&Z; the May 14, 2024 meeting of the ATC; and again, to the June 4, 2024 meeting of the LPRC.

As of this writing, City staff received significant feedback from the LPRC, whose members advocated for adding a section on enforcement, identifying specific standards that should be followed for the various components of Complete Streets, and identifying relevant programs, policies, and code sections.

Following this Council Study Session, City staff will take the policy to both the ATC and P&Z a second time, during their June 11 and 27, 2024, meetings respectively.

Please see the draft “Complete Streets Policy” attached to this report. If ultimately adopted, and then implemented by City staff, this City Council policy would result in a safer and more efficient transportation network for all users. City staff look forward to reviewing this draft policy with the Council.

# Complete Streets Policy

## PURPOSE:

The purpose of this policy is to set forth guiding principles and practices for use in all transportation projects, where practicable, fiscally responsible, and otherwise in accordance with applicable law, so as to encourage walking, bicycling, and other nonmotorized forms of transit, in addition to normal motorized transit, including personal, freight, and public transit vehicles. All uses must be designed to allow safe operations for all users regardless of age or ability. The ultimate goal of this policy is the creation of an interconnected network of Complete Streets that balances the needs of all users in pleasant and appealing ways in order to achieve maximum functionality and use.

## COMPLETE STREET DEFINED:

A Complete Street is designed to be a transportation corridor for all users: pedestrians, cyclists, and motorists. Complete Streets are designed and operated to enable safe continuous travel networks for all users. Pedestrians, bicyclists, and motorists of all ages and abilities are able to safely move from destination to destination along and across a network of Complete Streets. Transportation improvements, facilities, and amenities that may contribute to Complete Streets and that are considered as elements of a "Complete Street" may include: street and sidewalk lighting; pedestrian and bicycle safety improvements; access improvements, including compliance with the Americans with Disabilities Act (ADA); public transit facilities accommodation including, but not limited, to pedestrian access improvement to transit stops and stations; street trees and landscaping; drainage; and street amenities.

## VISION:

The City of Kirksville, Missouri will provide a safe and efficient transportation system that provides mobility choices for all users, modes, ages, and abilities, connects the community, and improves the quality of life for all citizens by:

- Accommodating all users, ages, and skill levels in the community (everyone from 8 years of age to 80+).
- Planning for future growth that protects environmental resources and maintains quality public services at affordable costs.
- Creating and implementing a practical bicycle and pedestrian infrastructure system that connects public spaces and provides access to transit services.
- Including active recreation and active transportation opportunities for journeys to work, school and key destinations in the community.
- Using public engagement and outreach to provide citizens and decision-makers with appropriate information about Complete Streets, the benefits of Complete Streets, and the benefits of an active community.
- Providing for all transportation projects guidelines, policies, and processes that will improve infrastructure efficiently creating access and mobility for all users and reducing costs to the community and its residents.
- Expanding and enhancing the City's trail system to provide connections to City parks from neighborhoods and to the overall transportation system.
- Identifying parking needs for all users including bicyclists.
- Incorporating Complete Streets into all departments, processes, plans, and codes.

## GUIDING PRINCIPLES:

The City of Kirksville, Missouri will consider the following principles in design of all projects:

1. Accessibility and ease of use
  - a. Projects should maintain or improve the usability of the transportation network.
2. Fiscal Responsibility
  - a. All projects should be worthwhile and fiscally responsible.
3. Connectivity
  - a. Projects should improve mobility for all users.
4. Aesthetics
  - a. All projects shall maintain or improve the aesthetics of the City wherever possible.
5. Environment
  - a. No project shall cause harm to the environment of the City.
6. Safety
  - a. Projects should maintain or improve the safety of all users regardless of age, background, or mode.

#### EXPECTATIONS:

The City of Kirksville, Missouri will pursue Complete Streets through improvements in four categories:

1. Education
  - a. The City will improve safety and awareness by educating all users to interact safely and courteously and raising awareness of the benefits of Complete Streets through public information / communications.
  - b. The City will train pertinent City staff on the technical aspects of Complete Streets principles.
2. Enforcement
  - a. All projects, regardless of funding source, and all private or public developments, shall adhere to the Complete Street Policy.
3. Engineering
  - a. The City will use the latest design guidance, standards, and recommendations available in the implementation of Complete Streets.
  - b. The City shall design and operate an efficient, convenient, and safe multi-modal transportation network.
4. Evaluation
  - a. The City will evaluate Complete Streets implementation, track progress, and modify recommendations and actions as needed.
  - b. The City will establish standards that will measure the effectiveness of the overall transportation system.

#### TOP PRIORITIES

The City will prioritize projects that address urgent, critical problems, such as:

1. Maintain existing street pavements.
2. Remove sidewalk trip hazards.
3. Achieve Americans with Disabilities Act (ADA) compliance.
4. Connect missing links in the sidewalk network.
5. Develop the Kirksville Active Mobility Plan (KAMP).

#### IMPLEMENTATION

The City's existing THINK Kirksville 2040 Comprehensive Plan includes strategic objectives (i.e. goals) for the implementation of Complete Streets.

The "Goal Statement" for "Chapter 4: THINK Mobility & Transportation" of the Plan states: "*Kirksville's*

*multimodal transportation network safely and conveniently moves people and goods.” The second objective of Chapter 4 – “Objective 2” – states: “Provide a more complete and accessible multimodal transportation system.” The first strategic direction for “Objective 2” reads as follows: “Develop a reliable multimodal transportation system that allows people to use a variety of transportation modes, including walking, biking, and other mobility devices, as well as public transit where practical.”*

What follows that Strategic Direction are a total of seventeen (17) strategic objectives – or goals – for the implementation of Complete Streets in the City.

# KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

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DATE: June 10, 2024

SUBJECT: Kirksville Active Mobility Plan (KAMP) Update

CITY DEPARTMENT: Community & Economic Development

PREPARED BY: Ashley Young, Community & Economic Development Director

As part of both preparing for this report, and in anticipation of moving forward with a Complete Streets policy, City staff have evaluated the City Council-approved striping plans from previous years that were recommended as part of the City's ongoing implementation of the Kirksville Active Mobility Plan (KAMP). Please see below:

2019

- Osteopathy Street from West Elizabeth Street to West Scott Street:
  - Two driving lanes and two bicycle lanes, one on each side of the street, from West Elizabeth Street to West Burton Street: **COMPLETED**
  - Two driving lanes, one bicycle lane on the east side of the street, and parking on the west side of the street from West Burton Street to the southern property line of Jaycee Park. The bicycle lane on the west side of the street will transition into, and out of, the driving lane where the parking spaces are located through the use of a bicycle traffic merge symbol. Within this section, the western driving lane will contain street sharrows: **COMPLETED**
  - Two driving lanes and two bicycle lanes, one on each side of the street, from the southern property line of Jaycee Park to West Gardner Street: **COMPLETED**
  - Two driving lanes with street sharrows from West Gardner Street to West Missouri Street / Missouri Trail: **COMPLETED**
  - Two driving lanes and two bicycle lanes, one on each side of the street, from West Missouri Street / Missouri Trail to West Scott Street: **COMPLETED**

2021

- North Elson Street from West Cottonwood Street to West Illinois Street:
  - Two driving lanes and two bicycle lanes, one on each side of the street, from West Cottonwood Street to West Illinois Street: **COMPLETED**
  - Addition of a crosswalk at intersection of North Elson Street and West Hickory Street: **INCOMPLETE (scheduled for 2024)**
  - Addition of a crosswalk at North Elson Street and West Buchanan Street: **COMPLETED**
  - Addition of a crosswalks at North Elson Street and West Illinois Street: **INCOMPLETE (scheduled for 2024)**
  - Reconfiguration of parking from perpendicular parking to parallel parking on North Elson Street from West Buchanan Street to West Illinois Street: **COMPLETED**
- Illinois Street from North Elson Street to North Marion Street:
  - Street sharrows on Illinois Street from North Elson Street to North Marion Street: **COMPLETED**

- Addition of a crosswalk at North Elson Street: **INCOMPLETE (scheduled for 2024)**
- Addition of crosswalks at North Franklin Street: **INCOMPLETE (scheduled for 2024)**
- Addition of crosswalks at North Marion Street: **INCOMPLETE (scheduled for 2024)**
- East LaHarpe Street at Cottage Grove Place:
  - Addition of a crosswalk at East LaHarpe Street at Cottage Grove Place: **COMPLETED**

## 2022

- Street sharrows on Walnut Street from West Burton Street to West Potter Avenue: **COMPLETED**
- Street sharrows on Lincoln Street from Route P to Maple Street: **COMPLETED (and striped to Emmett Street; see plan in 2024 recommendations)**
- Street sharrows on West Cottonwood Street from North Osteopathy Street to North Centennial Street: **COMPLETED (should have requested street sharrows to North Elson Street; see plan in 2024 recommendations)**
- Street sharrows on Cottage Grove Avenue from East Illinois Street to East Patterson Street: **INCOMPLETE (scheduled for 2024)**
- Street sharrows on East Jefferson Street from South Baltimore Street to Cottage Grove Avenue: **INCOMPLETE (scheduled for 2024)**
- Street sharrows on East Patterson Street from South Baltimore Street to Cottage Grove Avenue: **INCOMPLETE (scheduled for 2024)**
- Street sharrows on West LaHarpe Street from RR ROW to First Street: **INCOMPLETE (scheduled for 2024)**
- Bike Lane on East LaHarpe Street from South Franklin Street to South Baltimore Street: **COMPLETED**

The Street Maintenance Division of the Public Works Department plans to complete all approved striping designated above as “INCOMPLETE” during the course of this year (i.e. 2024).

For the 2024 striping plan, City staff plan to present the following striping plans to the Planning and Zoning Commission for a recommendation to the City Council. Outside of the first two recommendations below, these areas are part of the 2024 Paving Program and lay within KAMP Focus Corridors:

## 2024

- Street sharrows on North Lincoln Street from Maple Street to Emmett Street (to retroactively approve the striping already completed in this area)
- Street sharrows on West Cottonwood Street from North Centennial Street to North Elson Street (to complete the street sharrows on new pavement)
- Street sharrows on Cottage Grove Avenue from East Patterson Street to East Hamilton Street
- Street sharrows on East Patterson Street from South Baltimore Street to South Franklin Street
- Street sharrows on Halliburton Street from East Jefferson Street to East Patterson Street

The first two recommendations listed above are to address street striping that either was completed, or should have been completed, as part of the 2022 striping plan. The last three will be made *pending* review by the City Engineer. The City Engineer would like to evaluate streets sharrows in these areas in light of the existing speed limit. To review, these recommendations are taken from the Missouri Department of Transportation (MoDOT) Traffic Engineering Assistance Program (TEAP) study of KAMP Focus Corridors completed in 2020.

It should be noted that the 2024 Paving Program includes work within other KAMP Focus Corridors where City staff simply do not have the funding secured, or planning completed, to move forward with the TEAP study recommendations mentioned above (or, in one instance, no change was recommended). In the interest of transparency, those areas are as follows:

- Dear Street, from North New Street to Woodland Drive: **2020 TEAP Study of KAMP calls for a sidewalk with a parkway connecting to a future trail system. The City is not prepared to move forward with this plan at this time.**
- Woodland Drive, from East Meadow Lane to Dear Street: **2020 TEAP Study of KAMP calls for a sidewalk with a parkway connecting to a future trail system. The City is not prepared to move forward with this plan at this time.**
- Cottage Grove Avenue, from Overbrook Drive to East Illinois Street: No Change
- West Burton Street, from North Main Street to North Elson Street: **2020 TEAP Study of KAMP calls for sharrows and a sidewalk with a parkway on the north side. The City is not prepared to move forward with this plan at this time (should be a part of a larger Burton Street project).**

Beyond street striping, considerable progress is planned in completing other elements of KAMP implementation, specifically in regards to sidewalks.

A MoDOT Transportation Alternatives Program (TAP) grant was secured to assist with the construction of 2,114 ft. of sidewalk in Rotary Park. The section of North New Street on the west side of Rotary Park lays within a KAMP Focus Corridor, which means this grant is assisting with the implementation of the KAMP by constructing sidewalk within a Focus Corridor for easier pedestrian access to one of the City's most active parks.

A MoDOT TAP grant was also secured to connect the new Forest Lake Area Trail System (FLATS) Trailhead to the Downtown by adding 1,545 ft. of sidewalk along the north side of West Washington Street. This section of West Washington Street is also a KAMP Focus Corridor, and this project will at long last realize the goal of connecting our Downtown to FLATS.

Of the \$140,542 in the 2024 Budget for general KAMP implementation, \$35,000 has been allocated to purchase supplies, etc. for the completion of the street striping discussed at the beginning of this report. The remainder will go towards increasing the City's match for the two TAP grants mentioned above due to higher than anticipated project costs.

Looking forward to future KAMP implementation projects, the addition of 1,400 ft. of trail from North Baltimore Street to North New Street / Pear Tree Lane within the old BNSF railroad right-of-way is within a KAMP Focus Corridor. This project was also made possible in part through a MoDOT TAP grant, the match for which is planned to be included in the City's 2025 Budget.