

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 their time to learn from those invited to present. Study materials and presentations are largely the responsibility of City staff. Individuals outside the City's organization may be asked 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 City Council Meetings for citizen input. The City Council Meetings are held on the first and third Mondays of each month, excluding Martin Luther King, Presidents, and Labor Day.

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: February 10, 2025

TIME: Immediately following the 5:30 pm Interagency Meeting for the Interagency Meeting on Culture at the Economic Development Alliance

PLACE: Kirksville City Hall Council Chambers

- Inflow and Infiltration Update
- Oil and Grease at the WWTF
- Kirk Tran Update
- Housing Update
- New Terminal Building Update
- Splash Pad Bid Update
- Marijuana Sales Tax
- Proposition B – Purpose Built Update
- Grants Management Policy
- Legislative Matter
- Newsletter Review

INFLOW AND INFILTRATION UPDATE

The City Council has been informed about issues with our northeast sanitary sewer lift station and the potential for overflow during rain events. This lift station serves a significant area of the community. Over the years, there have been events whereby the volume of effluent coming into the lift station has exceeded normal daily limits, and these events are during rain events.

The City Council authorized funding to contract with an engineering firm to study and evaluate the situation to help identify and address the issues.

Benton & Associates was selected and approved as the engineering firm to assist us with this project in July 2023. The City Council has been briefed once on the progress of this project. A second update will be provided on Monday.

OIL AND GREASE AT THE WWTF

In November, the City Council approved a sludge lagoon cleaning contract for the wastewater treatment facility. This lagoon receives accumulated solids from the digesters, clarifiers, and private contractors who collect fats, oils, and grease (FOG) from businesses. The most recent sludge lagoon cleaning contract cost the City over \$100,000 last year to remove 500 tons of sludge, and the cost in 2025 will be around \$112,000.

It is expensive, and the city is responsible for managing the fats, oils, and grease to ensure we do not overflow our sludge basin and maintain compliance with the Missouri Department of Natural Resources regulations.

Accepting fats, oils, and grease (FOG) at our wastewater treatment facility is not a lawful requirement; it has been a service. FOG creates additional operational and maintenance costs for the City's sewer utility, which could contribute to increases in sewer utility fees and potential permit violations.

City staff will discuss our recommendation to eliminate the acceptance of fats, oils & grease to reduce the amount of sludge, reduce costs, and improve operations at the wastewater treatment facility.

KIRK TRAN

The City assumed responsibility for the overall operation of the Kirk Tran transportation service in 2023, and it is currently in its second year of operations. Because the program is still new and work on the route and overall services still need to be evaluated, staff has been asked to give the City Council an update.

The next renewal with OATS will be in June.

HOUSING UPDATE

The City Council received the results of a Housing Needs Assessment and an update on that assessment in September. Because the City is working on various housing initiatives, we felt it important to give the City Council an update earlier in the budget year.

NEW TERMINAL BUILDING UPDATE

The grant awards for this project are in place, and the construction agreement is in the final phase of completion and is expected to be completed in the next week. There have also been final discussions with the Transportation Security Administration.

Staff is working on a groundbreaking event. If the City Council desires any other actions regarding the groundbreaking, bring these actions forward on Monday.

SPLASH PAD BID UPDATE

The City solicited bids for the Brashear and PC Mills Parks Improvement project, including installing splash pads at both parks on October 11, 2024. No bids were received, with local contractor Lawson Construction indicating that a bid would have been submitted, but they could not get a quote in writing for the precast concrete restroom facility that is required for installation at P.C. Mills Park. The bid was re-advertised for November 15, 2024, and Lawson Construction could not obtain a quote for the construction and delivery of the precast concrete restroom facility. Deputy City Manager Rodney Sadler began discussing the project with Lawson Construction, who was determined to be qualified to complete the project. These conversations were in accordance with City Council Policy #31 – Purchasing, Section IV, B, 6, which allows City staff to work with a vendor after rebidding a project with no success.

It had been hoped that a negotiation with Lawson Construction would bring this project forward for City Council approval before the end of the year. Those negotiations were not completed. Final numbers have been received and are above the budget for both projects.

This newsletter includes a Staff Report from Deputy City Manager Sadler recommending that the City move forward with the PC Mills project due to its overall needs. The City Council is asked to support this recommendation.

MARIJUANA SALES TAX

Voters approved the marijuana sales tax in April 2023, which went into effect on October 1, 2023. The City Council decided to present the tax to the voters, stating that 50% of the funds collected would go to law enforcement and 50% to community development efforts.

The details of how the funds would be used for these two targeted areas were minimal since the City did not know what the collections from this new revenue source would be. The City Council discussed a desire to support the housing rehabilitation program.

Revenue Estimates

At the time of our election, 198 licensed marijuana dispensary facilities were approved to operate in Missouri, three of which are in Kirksville.

BLOC Dispensary – 400 N. Baltimore
Heya Wellness Retail LLC – 120 S. Main Street
Missouri Health and Wellness – 215 E. Charles Street

The estimated monthly sales tax provided to the City of Kirksville was approximately \$3,000 per month. Those estimates were provided through the Missouri Municipal League based on the sales of medical marijuana facilities across the state of Missouri. Most of these facilities are in urban areas—St. Louis, Kansas City, Springfield, Columbia, and the cities in St. Louis and Jackson Counties. This would have resulted in annual receipts of \$36,000 per year, which would mean a distribution of \$18,000 for law enforcement and \$18,000 for community support.

The collections have been sporadic. Only one of the providers consistently submits their taxes in a timely. The other two have either missed monthly submissions or combined several months when submitting. This makes it challenging to ascertain comfortably that we know how much the collections are for each month. The range of collections was high at \$60,995. and a low of \$0 and the next lowest of \$4,053.53. Removing the high and low months, the average collection is \$31,000 or \$15,500 each for law enforcement and community development efforts, annualized \$186,000.

The City Council received information recently explaining that the costs of the Tasers and police vehicles totaled \$223,676.34.

The City Council also has two projects, the police station and the community center, that need furnishings. It is suggested that the funds needed to support these projects would be obtained in part from the marijuana sales tax.

The City Manager and Finance Director have discussed these funds and the proposed sales tax and fully intend to manage these dollars as we have for all other public funds: to maximize their use and minimize additional costs to our citizens. Instead of identifying how to allocate these funds on Monday, it is recommended that the City Council complete this determination after the April election. This will allow the Finance Director to determine how much should be allocated toward the payment and support of the building projects and furnishings.

PROPOSITION B – PURPOSE BUILT UPDATE

The previous Newsletter noted that the final details for the Proposition B – Purpose Built education campaign would be provided and discussed with the City Council. The City Council is encouraged to participate when possible.

We will review the details on Monday evening and add items deemed ideal.

So far, we have provided information through the Kirksville Connection, distributed and made available a one-pager, established a website, and shared a PowerPoint presentation with City employees and a few boards and commissions. Requests for meetings before the Chamber Board, K-REDI Board, and MREIC boards are pending.

- Noon Rotary Club – Wednesday, March 19 at noon
- Kiwanis Club – Thursday, March 20 at noon
- Meeting with Adair County Commission – March TBD
- Commission Meetings –
 - Planning and Zoning – Wednesday, February 12 at 6:00 pm
 - Friends of Forest-Llewellyn – Thursday, February 20 at 4:00 pm
 - Airport and Transportation Commission – Tuesday, March 4 at 12:00 pm
 - Watershed – Thursday, March 20 at 5:30 pm
 - Historic Preservation Commission – Wednesday, April 2 at 4:00 pm
- Public Presentations - targeted 6:00 pm on Wednesday, March 26, Monday, March 31, and Tuesday, April 1.
- Building Tours – Police Department and City Hall
- For the Police Department, we can only accommodate five (5) people at a time due to the 24-hour operation. For City Hall, we can host larger groups. We are looking at Saturday, March 22, and a possible weekday tour. Y
- Other Opportunities
- Interagency Meetings
 - Cultural, Monday, February 10 at 5:30 pm
- State of the City – February 24
- Board and Commission Banquet – March 24

The City Manager is also sending out emails to contacts with larger employers asking that information be shared with the employees. These include – A.T. Still University, Complete Family Medicine, Kirksville R-III, Kraft Heinz, Mark Twain, Northeast Missouri Health Council, Northeast Regional Hospital, Preferred Family, and Truman State University.

GRANTS MANAGEMENT POLICY

Grants can allow governments to fund desired programs and projects that may lack the financial resources needed. They can also sometimes support ongoing operations, such as transportation. Grants are sometimes the final piece of a funding puzzle. However, these grants are not given without requirements that must be followed. These requirements expect accountability, financial reporting, monitoring, and the possibility of funding a program or project after the grant expires.

Failure to meet grant requirements typically has negative consequences. In addition, grants may, either as a condition of the grant itself or politically, commit a government to financially maintaining a program or asset after the grant expires. An effective grants

policy provides guidance to staff regarding associated processes and procedures to maximize the benefits and minimize the risks.

There are benefits and costs associated with grant awards, and an effective grants policy will provide guidance to City staff regarding processes and procedures to maximize the benefits and minimize the risks.

The Government Finance Officers Association has outlined a best practice for establishing an effective grants policy.

1. *Grants identification and application.* A grants policy should require that the department or agency seeking a grant provide notice to the appropriate authority, administration, and finance so that the effects on the City's budget, cash flow, procurement requirements, financial reporting, or compliance requirements can be reviewed and understood beforehand.
2. *Strategic alignment.* A grants policy should include a requirement for assessing the extent to which a grant is consistent with the City's Mission, strategic priorities, and/or adopted plans. Accepting a grant inconsistent with the overall strategic direction of the City creates a risk that vital funds needed to support other aspects of the City may need to be spent to support a grant inconsistent with the overall strategic direction or commit the City to local funds beyond the grant period. Such a requirement could be for a formal strategic analysis, including creating outcome measures, or simply a statement of how the grant would further the organization's mission or strategies, followed by a review by administration and finance.
3. *Funding analysis.* Along with a review of strategic alignment, a grant policy should require a multi-year cost/benefit analysis before application or acceptance. The analysis should include matching funds and any other direct costs associated with a grant, the extent to which overhead costs will be covered, in-kind contributions, audit and close-out costs, and potential costs that might need to be incurred by the government beyond the grant period. The analysis should note how long the City will need to cover the costs before grant reimbursement.
4. *Evaluation before renewal or grant continuation.* A grants policy should include an overall approach to grant renewals. Additionally, a grant policy should require an evaluation of the impacts of the grant-funded program or asset before deciding whether to continue a grant at the end of the initial grant period. Creating outcome measures before receiving a grant will help the government determine the extent to which the grant program or asset has produced the desired benefits. Such an analysis should also include a review of actual costs and the potential benefits of using general revenues associated with the grant for other purposes.
5. *Administrative and operational support.* A grant policy should also require the government to understand grant terms and conditions and specify how the grant will be monitored. Examples of what should be required include the establishment of procedures related to:
 - a. The development of a project plan that would include how new programs or activities funded by the grant would be implemented and who would be responsible for implementation.

- b. Provide training for those responsible for the grant to effectively carry out their roles.
- c. Terms and conditions for grant-funded personnel, such as severance and unemployment costs related to employees who are terminated upon the expiration of the grant or operating and maintenance costs for acquired assets.
- d. The system/process will be used to charge expenses against the grant and obtain reimbursement. This might require technical procedures to account for time materials and reporting and training for employees so that they fully appreciate the importance of correctly charging time and materials.
- e. Identify the individual/department responsible for the grant and ensure that proper resources are available to support that grant.

LEGISLATIVE UPDATE

The Mayor, Mayor Pro Tem, and City Manager will meet with Senator Cindy O’Laughlin and Representatives Danny Busick and Greg Sharpe later this month. These visits will allow us to discuss issues of concern that we may have as a community. As a reminder, Senator O’Laughlin was elected president pro tempore of the Missouri Senate for the 103rd General Assembly. Senator O’Laughlin noted this was an opportunity for our area.

This study Session packet includes a list of the legislative issues identified by the Missouri Municipal League. Sometimes, the League’s priorities are not necessarily the issues most impacting our community.

Also, the City Council was expected to sign letters for our state legislators asking for their assistance with legislative matters important to our community. With a face-to-face meeting, this letter may not be necessary.

NEWSLETTER

Attachments

- I & I Staff Report
- I & I Report from Benton & Associates
- Oil & Grease Staff Report
- Kirk Tran Update Staff Report
- Housing Update Staff Report
- Airport Terminal Staff Report
- Splash Pad Bid Update
- Proposition B Staff Report
- Legislative List

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: February 10, 2025

SUBJECT: Inflow and Infiltration Study Update

CITY DEPARTMENT: Public Works

PREPARED BY: Adam Dorrell, Director of Public Works

In June of 2024 Benton & Associate, Inc. provided an update on their finding to date of the Wastewater Collection System Study. Those findings were based on the flow monitoring efforts and identified areas of high inflow and infiltration that warranted further investigations through smoke testing.

The smoke testing was completed in November of 2024 and B&A is attending to present the results and the next phase off the study.

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|  | Benton & Associates, Inc. Consulting Engineers/Land Surveyors 2414 South Franklin Street Kirkville, MO 63501 Voice (660) 665-3575 email: info@bentonassociates.com www.bentonassociates.com | <h1>MEMO</h1> |
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To: Adam Dorrell, P.E., Director of Public Works
City of Kirkville, MO
From: Doug Erickson, P.E.
Josh Stewart, P.E.
Subject: Wastewater Collection System Study
February 2025 Update
Date: February 4, 2025

Mr. Adam Dorrell:

In June 2024, we provided our first progress update on the Wastewater Collection System Study that began in early Fall 2023. At that time, we presented findings from our flow monitoring efforts that indicated storm water inflow and infiltration was occurring throughout the study area, but more heavily in certain areas of the City.

At the upcoming study session, we will show the City Council how the areas with observed peak flows correspond to areas where we performed smoke testing. The goal of the smoke testing is find areas where storm water inflow and infiltration is happening. I am happy to report that this goal was achieved, and we look forward to sharing these results with the Council.

In summary, consider the following:

1. The entire Northeast Drainage area that comprises the study area consists of approximately 279,000 feet of sanitary sewer main. Between November 11 and 15, 2024, the B&A team, with invaluable assistance from Kirkville City staff, smoke tested approximately 123,000 linear feet of sewer main; predominately in areas where peak flows had been observed. These areas are close to downtown Kirkville and immediately adjacent to neighborhoods to the north and east of downtown.
2. Over that week of smoke testing, 342 "observations" were made and geolocated utilizing GIS equipment. These observations were further classified as follows:
 - a. Inflow from Public Storm Water Infrastructure – These observations include City storm water infrastructure, such as inlets or storm water pipes, that had smoke coming from them. This indicates these storm water assets are tied directly to the City's sanitary sewer system. These are the most concerning of our observations as they potentially collect significant amounts of stormwater and convey it directly into the sanitary sewer system.
 - b. Infiltration from Public Sanitary Sewer Infrastructure – These observations include smoke emanating from areas adjacent to public sewer infrastructure. This typically happens at significantly cracked or fractured sewer pipe and leak prone manholes.
 - c. Inflow from Private Property – Storm water inflow from private property would include observing smoke coming from gutters or downspouts or interior fixtures like sinks and sump pits.
 - d. Infiltration from Private Property – Infiltration from private property would include observing smoke on the ground over sanitary sewer laterals, broken clean-outs, or other private sanitary

sewer assets.

- e. Miscellaneous Observations – The smoke testing team made a variety of “other” observations including instances where blockages or plugs might be likely because smoke was not observed in areas it was expected TO BE observed. These observations may or may not be indications of storm water inflow and/or infiltration.

When mapping these observations, we start to see more clearly where storm water inflow is most prevalent, and separation investments are most needed. There is a corridor with significant inflow observations between Main Street to the west and High Street to the east, stretching from Washington Street to the south and Burton Street to the north. At this point of our study, we can confidently say storm water and sanitary sewer separation investments in this area will have significant impacts on peak flows in the sanitary collection system.

The next phase of this project includes pipeline and manhole inspections to try to further identify the points in which these storm-to-sanitary cross connections are occurring and get a better assessment of the overall condition of the sanitary sewer mains. Our proposal with the City includes approximately 10,000 linear feet of CCTV camera inspection. At the February Council Study Session, we intend to provide the City with a map showing our recommendations for these inspections. They will predominately be in the corridor previously discussed but will also include some sewer mains outside of this corridor to better understand the conditions of the entire subject sewer shed.

If you have any questions prior to the Study Session, please feel free to reach out to us with any questions. As always, thank you for your trust in B&A throughout this study as we look forward to continuing to tackle this important project for Kirksville.

Best regards,

Doug Erickson
Josh Stewart

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: February 10, 2025

SUBJECT: Oil and Grease at the WWTF

CITY DEPARTMENT: Public Works

PREPARED BY: Adam Dorrell, Director of Public Works

The City's Wastewater Treatment Facility (WWTF) currently has a letter of agreement with two private haulers which allows them to dispose of waste at our Facility. One is allowed to dispose of portable restroom and septic tank waste and one is allowed to dispose of septic tank waste and grease trap waste.

Private haulers are charged to dispose of waste. \$10 per one thousand gallons is charged for porta potty/septic tank waste. Our current pricing for contractors to land apply sludge is \$224 per dry ton for 2025 and this is passed along to private haulers disposing of oil and grease. Porta potty and septic tank waste are domestic wastewater while grease trap waste is pumped from the grease traps of facilities where food is processed or prepared. These traps keep the oil and grease and other floatables from entering our wastewater collection system and must be periodically cleaned out.

Portable restroom and septic tank waste are deposited into the influent pump station and flows through our normal treatment process. Grease trap waste is deposited into the sludge holding basin and is disposed of by land application. Land application of sludge is performed by the City and by outside contractors. We have been recently working through some warranty repairs to our sludge digesters. These repairs have increased our sludge generation rates thus filling our sludge basin more quickly, and heightening our awareness of what we were receiving from private haulers. The sludge holding basin is limited in capacity and our ability to land apply is limited by weather and workload. This has led to issues in the past leading to nearly filling our sludge basin.

We have checked with surrounding wastewater facilities and some do accept septage, but none accept oil and grease as we do. MDNR noted that we are not barred from accepting it, however, the risk includes unknown contaminants that could find their way into oil and grease dumped at WWTFs. It has caused issues with other systems and impacted their ability to land apply sludge or caused the WWTF to be out of compliance.

Oil and grease haulers have other options for disposal. They are allowed to land apply by a MDNR general permit or they can haul to a landfill. Not all landfills accept oil and grease. Maple Hills in Macon County does not unless it has been dried enough to pass a paint filter test. The Columbia landfill does accept food oil and grease.

Due to the risks involved and our limited capacity for storage, It is my recommendation that we provide a 60 day notice to the haulers currently depositing oil and grease at the WWTF that we will no longer accept it.

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: February 10, 2025

SUBJECT: Kirk-Tran Update

CITY DEPARTMENT: Community & Economic Development

PREPARED BY: Ashley Young, Community & Economic Development Director

This annual Kirk-Tran update is an opportunity to review both the prior year of 2024, and look forward to our current year of 2025.

As last discussed during the City Council's Annual Budget Planning Meeting this past September, City staff anticipated Kirk-Tran ridership would end the year down from previous years. The target Performance Measure in the 2024 Budget was 15,000 riders served annually (based on number of trips). The actual number at the end of the year was 12,032: a decline, as anticipated. While correlation is not always causation, this drop does coincide with the closure of Community Opportunities' Frederick Rollins Sheltered Workshop, which City staff suspect is largely responsible for this decline in ridership. The target Performance Measure in the 2025 Budget was reduced to 11,000 riders served annually, again, based on the number of trips.

Financially, Kirk-Tran continues to operate under the agreement with OATS, Inc. approved by the City Council this past July. The 2024 Budget – as amended – included total revenues of \$133,588, and total expenditures of \$141,898. The 2025 Budget included total estimated revenues of \$136,527, and total estimated expenditures of \$157,240, leaving an estimated Fund Balance of \$162,739 at the end of 2025: an estimated loss of \$20,713 for 2025. Operating Kirk-Tran at a loss is obviously not sustainable in the long term, and our target reserve balance remains \$100,000, following the discussion with the City Council during the Annual Budget Planning Meeting this past September.

One potential solution – besides increasing ridership fees – includes continuing to grow ridership to and from High Hope Employment Services (HHES) in Milan, MO, from Kirksville, through the reimbursement received from the Missouri Department of Mental Health (MoDMH). Additionally, increasing advertising revenue, and exploring Medicaid Transportation Waiver reimbursement, remain other possible solutions for increasing Kirk-Tran revenue.

Shifting our focus to the Deviated Fixed Route, City staff recently learned that the Missouri Department of Social Services is in the process of purchasing the former Hy-Vee Food Store / former Northeast Regional Medical Center Health & Fitness Center at 2814 S. Baltimore St. If and when that purchase, renovation, and relocation is completed, the Deviated Fixed Route stop at Diner 54 (stop No. 18), would be shifted to this new location.

Additionally, stop No. 10 at 1612 N. Osteopathy St. – which is the former location of social services and currently serves Callyn Heights Apartments and Town & Country Mobile home Park – will need to be evaluated. Lastly, additional entity currently served by Kirk-Tran that was considering relocation has since decided against doing so. With that question put to rest, City staff plan to proceed with changes to the Deviated Fixed Route.

On a related note, repairs and relocation are still needed for two bus shelters along the Deviated Fixed Route, and while those projects were not completed during the 2024 calendar year, they will be prioritized for the coming spring construction season, as soon as weather allows.

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: February 10, 2025

SUBJECT: Housing Needs Assessment (Housing Study) Update

CITY DEPARTMENT: Community & Economic Development

PREPARED BY: Ashley Young, Community & Economic Development Director

On September 19, 2022, the City Council approved a Housing Needs Assessment conducted by Bowen National Research (BNR) to serve as a guide for addressing housing needs within the City. The report made fourteen recommendations, which were split into four different categories as follows: Goal Setting; Education and Outreach; Housing Preservation and Development Tools; Monitor Market Conditions & Keep Community Informed. Prior to reviewing the status of those fourteen recommendations, the following are national and local data to provide context.

Nationally, per the Associated Press (in an article from January 24, 2025), *“Sales of previously occupied U.S. homes fell in 2024 to a nearly 30-year low for the second time in as many years as elevated mortgage rates, rising home prices and few properties on the market freeze prospective homebuyers out of the market. The National Association of Realtors said Friday that existing U.S. home sales totaled 4.06 million last year, a 0.7% decline from 2023. That is the weakest year for home sales since 1995, echoing the full-year results from 2023. The median national home price for all of last year rose 4.7% to an all-time high \$407,500, the NAR said.”*

Locally, twenty-three (23) new housing units were constructed in 2024. In the twelve (12) year period between 2013 and 2024 – inclusive – 606 new units of housing were constructed in the City of Kirksville (237 single-family homes, 62 duplexes, and 23 multiplexes of various sizes). Additionally, all of the monies budgeted in 2024 for the City’s new Demolition Grant Program were committed, with four Demolition Grant Program projects approved by the City’s Affordable Housing Board, and one Housing Rehabilitation Loan Program project was recently approved by the City Council – on the recommendation of the Affordable Housing Board – during their February 3, 2025 meeting.

Below you will find an update built around the “Recommendations” section of the Executive Summary of our Housing Needs Assessment:

| Category | Recommendation | Objective | Update |
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| Goal Setting | Establish Housing Priorities | <i>"The Kirksville market has a variety of housing issues, with some of the most pressing issues associated with the existence of residential blight/poor housing conditions, the lack of available housing, and the need for more affordable housing. The community should consider prioritizing these housing issues along with others they believe are critical to the community and then develop a corresponding plan to address these issues ..."</i> | One Housing Rehabilitation Loan Program application approved; Four Demolition Grant Program applications approved; Dogwood Subdivision Infrastructure construction bids to be opened February 6, 2025. |
| Goal Setting | Establish Housing Production Goals | <i>"Set realistic annual and long-term (five- or ten-year) goals of the number and type (rental, for-sale, senior, etc.) of housing units advocates want to see built. Estimates should be based on, or at least guided by, quantifiable metrics, such as the housing gap estimates provided in this Housing Needs Assessment. These housing gap estimates show an overall gap of 791 rental units (mostly for affordable product with rents at or below \$875/month) and 438 for sale housing units (mostly for product priced between \$187,001 and \$280,000) ..."</i> | Annual and long-term goals not established; gap estimates remain questionable, especially in light of the nearly three years that have passed since the study, and the number of returned letters received as part of the lead service line mailing to utility customers. |
| Goal Setting | Establish Housing Funding Goals | <i>"Funding housing development, particularly developments serving lower income households, can be complicated and often requires numerous funding sources. Using housing production goals outlined in the preceding recommendation, an analysis should be done to estimate the overall funding requirements to meet such goals. From this, advocates should determine the level of resources that should be provided from government, nonprofits, philanthropists, and other sources to help offset private sector costs of developing affordable housing ..."</i> | Funding goals not established. |
| Education and Outreach | Identify and Retain Expertise to Advise on and/or Lead Housing Initiatives | <i>"Housing development and financing are complicated, requiring a significant level of expertise and time to adequately navigate housing issues. Consideration should be given to hiring a housing specialist (part-time or full-time) that would be responsible for facilitating housing initiatives on a regular basis ..."</i> | Housing specialist not hired. |

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| Education and Outreach | Identify and Establish Housing Partnerships | <i>"Due to the complexity associated with housing development and the large-scale housing needs of the Kirksville area, it would be beneficial for the community to consider building broad but strong partnerships between both the public and private sectors. This may include Community Action Partnership of Northeast Missouri, Kirksville Housing Authority, Northeast Missouri Area Agency on Aging, AM Housing, Inc. and other nonprofit groups, and for-profit developers ..."</i> | The beginnings of a partnership is taking shape for transitional housing in Kirksville, led by the City; no other official partnerships have been formed. |
| Education and Outreach | Develop a Marketing Plan to Attract Potential Developers and Investors | <i>"As shown in this report, there is a significant housing need among a variety of housing product types and affordability levels. A plan should be developed to promote housing development opportunities within the city to prospective developers, financial institutions, housing advocates, philanthropists, and investors."</i> | No city-wide marketing plan has been developed. |
| Education and Outreach | Develop a Housing Education Program | <i>"Using both existing and newly created housing education initiatives, develop an overarching education program with a more unified objective. The program could, for example, include educating landlords on the Housing Choice Voucher program, informing potential homebuyers on homebuying requirements and assistance (credit repair, down payments, etc.), and advising existing homeowners on home repair assistance ..."</i> | Finals edits underway to "Healthy Home Maintenance Checklist." |
| Education and Outreach | Learn from Others | <i>"Kirksville is not alone in the challenges they face with limited available housing supply, lack of affordable housing, and various housing development and preservation challenges. It would benefit the local community to research and communicate with communities of similar size, particularly those in Missouri ..."</i> | Currently participating in "Comparison Communities Project" led by the City of Rolla's City Planner. |

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| Housing Preservation & Development Tools | Consider Establishing a Land Bank | <i>"Consideration should be given to establishing a land bank that can acquire, remediate, and dispose of land/buildings for the purpose of facilitating properties into more productive uses. Most land banked properties are existing buildings and/or land that have been neglected / abandoned, are in disrepair, and / or tax delinquent ..."</i> | Former Governor Parson signed into law - and the law took effect 8/28/2024 - legislation allowing Missouri municipalities to form land banks; not yet explored. |
| Housing Preservation & Development Tools | Explore the Creation of an Affordable Housing Trust Fund | <i>"The community should explore the establishment of an affordable housing trust fund to facilitate real estate development and / or preserves housing that meets specific housing goals via financial assistance, land conveyance, partnership building, etc. This could be an effective tool in a market like Kirksville with a notable number (nearly 300 units) of blighted residences."</i> | Not explored. |
| Housing Preservation & Development Tools | Consider Implementing / Modifying Policies to Encourage or Support the Development of New Residential Units | <i>"One of the key findings from this report is that there is limited availability among the existing housing stock in the city. While demographic growth over the next few years will be significant and will require a steady introduction of new residential units to keep pace with the growing housing demand, there are relatively few units in the Kirksville development pipeline. The local governments should support housing policies such as expanding residential density to allow for more units, modifying unit size requirements (allowing for smaller units), requiring fewer parking spaces, offering tax abatements / rebates, supporting or expanding TIF districts, waiving/deferring/lowering government fees, and exploring other measures specifically targeted to the types of housing (e.g., affordable, senior, etc.) that lead to meeting housing goals."</i> | A package of proposed Code changes and fee reductions is being assembled. |

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| Housing Preservation & Development Tools | Explore / Expand Programs, Funding Sources, and Initiatives that Support the Development and Renovation / Preservation of Housing, Particularly Affordable Housing | <i>"A significant challenge in the city is the imbalance between the costs/rents associated with the existing housing stock and the ability of households to pay for such housing. As shown in this report, while there are very few available rental alternatives, there appears to be a relatively large inventory of lower priced for-sale homes that may be affordable to lower-income households but are often in disrepair and require significant improvements that many households cannot afford ..."</i> | One Housing Rehabilitation Loan Program application approved. |
| Monitor Market Conditions & Keep Community Informed | Periodically Assess / Monitor Key Market Data to Adjust Goals & Priorities | <i>"It is important that the community establish benchmark data (e.g., rents / home prices, vacancies, shares of affordable housing, cost burdened households, etc.) that they believe are key metrics to help understand the health and trends of the local housing market. These metrics should be updated periodically (annually or every couple of years) and evaluated to understand the level of progress in housing efforts and to identify new or ongoing problems."</i> | Benchmarks not updated since 2022. |
| Monitor Market Conditions & Keep Community Informed | Keep the Community Informed | <i>"It is recommended that housing advocates develop a means to communicate to the general public the progress that has been made in addressing housing issues, acknowledge notable housing challenges that remain, and outline plans for the near future. This education and outreach effort will hold advocates and stakeholders accountable for efforts made, motivate advocates to build on recent successes, and help public officials to make more informed decisions."</i> | What progress has been made (see above) has been communicated via the City's external communication channels. |

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: February 10, 2025

SUBJECT: Kirksville Regional Airport Terminal Update

CITY DEPARTMENT: Airport

PREPARED BY: Jeffery LaFountain, Airport Director

City staff have been working closely with the Woolpert Aviation, project engineer, Coil Construction, project general contractor, and the Missouri Department of Transportation, granting authority, as the start of construction on the new Kirksville Regional Airport Terminal is approaching. The City is excited to move forward with the project, which will serve as an opportunity to welcome visitors to the Kirksville community, and provide a better travel experience for everyone in Northeast Missouri who uses the terminal.

The City was successful in acquiring the funding necessary to construct the new terminal facility, including portions of the building that will be occupied by the Transportation Security Administration (TSA) and Contour Airline offices. Woolpert Aviation assisted in the process in obtaining multiple federal passthrough grant program funds, specific to airport improvement planning and constructions, as well as assistance with the request for funding through state appropriations bill, HB 2004. With this additional state funding, the City is able to fund the portions of the project that were not eligible for federal reimbursement, as well as the required City's local match.

Currently the City is working to complete the contract review and approval process with Coil Construction, and initial planning is underway for a groundbreaking ceremony that will be held in early March. Additionally, the project pre-construction meeting has been scheduled for February 13. Construction is anticipated to begin in early March, and the total length of the contract is 360 working days, which will include three separate phases; construction of the new terminal, parking lot redesign, and demolition of the existing terminal.

During construction, Woolpert Aviation will serve as the City's representative and project engineer, and Airport Director Jeff LaFountain will be the on-site City representative. Throughout construction, City staff will work with the City's Communication Department to provide residents with construction updates. Additionally, future updates will be provided to the City Council as the project progresses.

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: February 10, 2025

SUBJECT: Splash Pad Project Bid Update

CITY DEPARTMENT: Parks and Recreation

PREPARED BY: Robin Harden, Parks and Recreation Director

The Brashear and P.C. Mills Parks Improvement project, which includes the installation of splash pads at both parks, was first advertised for bid on October 11, 2024. There were no bids submitted, with local contractor Lawson Construction indicating that a bid would have been submitted, but they could not get a quote in writing for the pre-cast concrete restroom facility that is planned for delivery and installation at P.C. Mills Park. The bid was readvertised on November 15, 2024, and once again Lawson Construction was unable obtain a quote for the construction and delivery of the precast concrete restroom facility.

City Council Policy #31 – Purchasing, section IV, B, 6, a, states that following an unsuccessful re-bid process, “a department may choose to work directly with a qualified vendor, provided the department made direct contact via telephone, email, or formal correspondence with vendors as part of the re-bid process.” Additionally, this section also states, “Unusual circumstances relating to the reason or reasons why a local vendor was unable to bid, may be considered by the City Council in determining whether or not to accept a bid from a local vendor who had been solicited to submit a bid and failed to do so either in the initial bid request or re-bid.”

City staff worked directly with Lawson Construction in December 2024 to obtain bid pricing. Unfortunately, the bid pricing provided by Lawson Construction, in combination with the other anticipated expenses associated with the improvements (playground, shelter, design costs) exceeded the budgeted funding by approximately 34%. City staff asked Lawson Construction to provide line-item pricing for certain portions of concrete construction associated with the project, to provide the City with options for moving forward with a portion of the project at both parks. The requested line-item pricing deducts included concrete at Brashear Park for sidewalks connecting to the western parking spaces, the concrete pad for the proposed shelter addition, and the proposed add alternate shade structures. A pricing deduct was also provided for removing the additional parking along Baird Street, the proposed the associated sidewalk connector to the splash pad at P.C. Mills Park, and the add alternate shade structures. Additionally, Lawson Construction was able to provide a more accurate installation and overhead cost for the purchase of the pre-cast concrete bathroom structure at P.C. Mills Park. These pricing adjustments still reflected a cost that is 13% above total budgeted funds for the complete project. These adjustments would also leave the project uncomplete at both

parks, requiring additional development in future years. Below is an updated breakdown of these project costs:

- Current Lawson Construction bid for improvements at both parks: \$1,029,430
- Estimated cost for new playground at Brashear Park, installed: \$125,000
- Estimated cost for shelter construction at Brashear Park: \$30,000
- Design and Construction Administration costs for Waters Edge Aquatic Design: \$57,000
- Total budgeted project cost for all improvements: \$1,100,000
- Deferred/Delayed Improvements removed from Lawson's Bid: \$204,500

When preparing budget estimates for these types of park improvements, City staff uses pricing estimates provided by the contracted project engineer, as well as recent similar project costs from other communities. Unfortunately, projects costs are higher than estimated. Additionally, there was little interest from both local and regional contractors to bid on the project. This likely is due to the inclusion of the plumbing and construction of the splash pad features, which is a more specialized type of construction. The lack of interested contractors engaging in a competitive bidding process, paired with increasing costs for park construction projects likely led to the higher than anticipated bid pricing.

These park improvement projects are included in the Comprehensive Parks and Recreation Master Plan, and these new amenities will enhance the visitor experience in both parks. As the current bid price and remaining internal costs for the project exceed the budgeted funds, City staff would like to move forward with the improvements at P.C. Mills Park only in 2025. Additionally, City staff would like to continue to use the provision of City Council Policy #31 – Purchasing, section IV, B, 6, a to work directly with Lawson Construction on bid pricing for the P.C. Mills Park improvements. Moving forward in this manner may also allow City staff to utilize some grant funding provided from the Thousand Hills Rotary Club to assist with the purchase of shade structures at P.C. Mills Park.

If the City Council is agreeable to this approach, then the Brashear Park improvements including the construction of sidewalks, shelter pad, site grading, shade, and splash pad construction will be presented as a capital project for City Council consideration for 2026. This will allow for more accurate cost estimation, and if approved by the City Council, would allow for a competitive bidding process prior to construction. City staff would also plan to prepare a Request for Proposals to work directly with a playground manufacturer for the playground installation at Brashear Park, and obtain quotes for the construction the Brashear Park Shelter in 2026.

KIRKSVILLE CITY COUNCIL STUDY SESSION ATTACHMENT

DATE: February 10, 2025

SUBJECT: Prop B Information Campaign

CITY DEPARTMENT: Communications Department

PREPARED BY: Austin Miller, Communications Director

City staff began the informational campaign for Prop B: Purpose-Built last week with an introductory press release. A website going over all aspects of the project is live at Kirksville.gov/p/purposebuilt. Thus far staff have presented to the Tax Increment Financing Commission; Lakes, Parks and Recreation Commission; Tourism Advisory Board; Adair County Extension and the Chamber of Commerce's Governmental Affairs group.

Over the coming months, staff will present to various service clubs and organizations and remaining Boards and Commissions. The City Manager is reaching out to the leaders of local education institutions and large employers to get information to them and their staff. We have two more Kirksville Connection newsletters between now and the election that will be used to share information. We also have several Area Scene dates that will be used for this.

Additionally, we will have multiple in-person presentation options for the public to attend. We are finalizing dates but have targeted March 26 and 31 and April 1. We will also host tours of City Hall and the Police Station to give residents an in-depth look at those facilities. The Police Station can accommodate five people at a time, so we will have people sign up for time slots on certain days. We'll have a similar method for City Hall, though it won't need registrations since larger groups can be accommodated.

We are also working on multiple pieces of social media content to engage residents who rely on those channels for information. Video ideas include: virtual tours, showing the response time from the Fire Station to the north side of the city, explanation of the financing/cost to residents, explanations of the many ways emergency services serve residents and more.

By using these various methods, we hope to meet people where they are and provide them with accurate information.

The Capitol experienced a bustling week, with numerous advocacy groups actively engaging in the hallways and committee rooms to voice their opinions on key legislative matters. Both the House and Senate witnessed a flurry of hearings. Legislation is now moving from committees and will soon appear on the floor calendars, signaling the commencement of floor debates. The Senate successfully perfected and passed several bills this week, although some encountered resistance and had to be set aside. It is anticipated that the House will begin floor action next week.

Specific Items of Interest

Sunshine Law

The [House Legislative Review Committee](#) convened in executive session on Thursday morning to consider [HB 145](#), sponsored by Representative Bill Falkner (R-St. Joseph). This bill permits the closure of records containing personally identifiable information of minors 17 years of age and under if held by a public governmental body, such as a city, town, village, or park board. A House Committee Substitute was proposed, incorporating the contents of [HB 59](#) into [HB 145](#). Without any discussion, the committee advanced [HCS HB 145](#) with a unanimous vote of 10-0. An amendment will be proposed on the House floor to ensure that the [HB 59](#) park provisions specify that only the addresses of park registrants will be classified as closed records. (Support)

Financial Statements

The Senate debated [SB 2](#), sponsored by Senator Sandy Crawford (R-Buffalo), on Tuesday afternoon. The bill introduces a one-time fine forgiveness program for cities and counties that fail to file financial statements on time. The bill was perfected without amendments and passed by a voice vote. On Thursday, [SB 2](#) was reviewed by the Senate Committee on Fiscal Oversight and received a "do pass" recommendation with a unanimous vote of 9-0. This allowed the bill to be scheduled for a third reading on the Senate floor later that morning. Without further discussion, [SB 2](#) was third read and passed by a vote of 32-0. It now proceeds to the House for further consideration. (Support)

Meanwhile, the House Committee on Local Government convened on Wednesday morning to discuss [HB 352](#), sponsored by Representative Peggy McGaugh (R-Carrollton). This bill serves as the House companion to [SB 2](#). Following brief deliberation, the committee approved the bill with a 16-0 vote. (Support)

Repeal of Sunset on Design-Build

The [Senate Committee on Local Government, Elections, and Pensions](#) convened on Monday afternoon in an executive session to consider [SB 10](#), sponsored by Senator Lincoln Hough (R-Springfield). This bill proposes to repeal the current sunset date of Sept. 1, 2026, for political subdivisions' authority to use the design-build method for construction projects. During the session, a Senate Committee Substitute was adopted that includes construction-at-risk as an acceptable delivery method for political subdivisions. After these modifications, the committee passed the bill with a unanimous vote of 7-0. The legislation was subsequently brought to the

Senate floor for debate on Wednesday afternoon but was ultimately set aside before being perfected. (Support)

Special Taxing Districts

[The House Committee on Ways and Means](#) met on Monday evening in an executive session to vote on [HB 660](#), introduced by Representative Ben Keathley (R-Chesterfield). This legislation proposes several modifications to the laws governing Community Improvement Districts (CIDs) and Transportation Development Districts (TDDs), including a requirement for a two-thirds majority of district voters to approve any district sales tax proposal. The committee passed the bill with a 6-3 vote without any discussion. (Opposed)

Property Assessments

[The House Committee on Ways and Means](#) also voted on [HJR 4](#), sponsored by Representative Jeff Coleman (R-Grain Valley). This resolution seeks, upon voter approval, to change how real property is assessed and reassessed. During the committee discussion, a House Committee Substitute was adopted, which removes the language narrowing the bill to a homeowner's primary residence and allows for rental properties to be included. Once modified, the committee passed the [HCS HJR 4](#) by an 8-1 vote. (Opposed)

Totaled Vehicle Impacts on Property Tax

[The House Committee on Ways and Means](#) held a public hearing on [HB 708](#), sponsored by Representative Philip Oehlerking (R-Ballwin). This bill proposes establishing a proration program for payments of personal property taxes on totaled motor vehicles by local taxing authorities. According to the bill, a prorated property tax credit may be issued during the same year the tax is owed on the totaled motor vehicle. Informational testimony was given by the Missouri Municipal League, which interpreted the bill as having no direct involvement with assessors, asserting that the program is completely voluntary and that each taxing district would need to enact it individually. (Neutral)

Missouri Works Program

[The Senate Committee on Government Efficiency](#) held a public hearing on [SB 103](#), sponsored by Senator Mike Bernskoetter (R-Jefferson City), on Monday afternoon. This bill aims to extend the Missouri Works Program incentives, which are currently set to expire on June 30, 2025, to June 30, 2031. The Department of Economic Development, in support of the bill, emphasized that this extension would allow Missouri to remain competitive with neighboring states like Arkansas and Kansas, which have similar programs. Additional supporting testimonies were provided by the Missouri Municipal League, Missouri Economic Development Council, Missouri Community College Association, Associated Industries of Missouri, and Missouri Chamber of Commerce and Industry. Notably, there was no opposing testimony presented to the committee. (Support)

Video Lottery Terminals

[The House Committee on Emerging](#) Issues convened in an executive session on Monday

evening to review [HB 970](#), sponsored by Representative Bill Hardwick (R-Dixon). The bill aims to establish the "Honoring Missouri Veterans and Supporting MO Education Act," that seeks to legalize and regulate video lottery terminals (VLTs) for placement in fraternal organizations, veteran organizations, truck stops, convenience stores, bars, restaurants, liquor stores, and grocery stores. Each authorized location may host up to 12 terminals.

During the committee discussion, a House Committee Substitute was adopted which:

- **Municipalities receive 10% of the state fee on the video lottery game adjusted gross receipts.**
- **Two hundred dollars shall be transmitted to the municipality in which the video lottery game terminal is located.**
- **A municipality, county, or other political subdivision of this state shall not impose, levy, collect, or assess any license requirement, tax, or fee.**
- **Any municipality or county ordinance enacted prior to Aug. 28, 2025, prohibiting or restricting video lottery game terminals is deemed invalid and shall not be enforced to prohibit or restrict video lottery game terminals in such a municipality or county.**
- **A municipality is prohibited from adopting any ordinance prohibiting or restricting video lottery game terminals within the limits of such municipality until one year after the operational date as set forth in the Act.**
- Lowers the penalty provisions from a felony to a misdemeanor.
- Clarifies that the bill does not affect VFW bingo games.
- Allows the Missouri Lottery to promulgate reasonable rules for placement, which cannot include prohibition.
- Specifies that the contract must be per location and not per retailer.

After these modifications, the committee passed the bill with a vote of 8-5.

(Position note: MML's membership-adopted 2024-2025 policy opposes the expansion of unregulated gambling devices, including no-chance gaming devices, beyond the current constitutional framework without a statewide vote.)

Pre-Empting Local Ordinances for Certain Licensed Professions

[The House Committee on Economic Development](#) held a hearing on [HB 325](#), sponsored by Representative Jim Murphy (R-St. Louis). The bill aims to prohibit local governments from interfering with the practice of any medical professional, including chiropractors, dentists, physicians, physician assistants, surgeons, nurses, anesthesiologist assistants, licensed therapists, respiratory care therapists, athletic trainers, optometrists, psychologists, professional counselors, social workers, pharmacists, and veterinarians.

The Municipal League of Metro St. Louis spoke for informational purposes only, explaining that municipalities currently have no authority to enact such ordinances. This legislation is more relevant to counties and their health departments. (Oppose)

Building Codes

[The House Committee on Commerce](#) held an executive session on Wednesday morning to discuss passage of [HB 939](#), sponsored by Representative Mike Jones (R-Kansas City). The bill prohibits counties and municipalities from enacting any ordinance, regulation or other policies that require owners, builders or developers to implement green energy efficiency building design and construction practices for family dwellings if it threatens the affordability of the construction, maintenance, repair or renovation. After no discussion, the committee passed the bill by a 6-3 vote. (Oppose)

Banks and Trust Companies Modifications

[The Senate Committee on Insurance and Banking](#) convened on Tuesday afternoon for a public hearing on [SB 99](#), sponsored by Senator Sandy Crawford (R-Buffalo). This bill proposes several modifications to existing provisions regarding banks and trust companies.

Senator Crawford informed the committee that a Senate Committee Substitute will be forthcoming, which will combine the provisions of [SB 99](#), aimed at preventing fraudulent activity on bank accounts, and [SB 657](#), which introduces new provisions for banks that secure public funds.

Supporting testimony was presented by the Missouri Bankers Association and the Missouri Municipal League. (Support)

Revitalizing Missouri Downtowns and Main Streets Act

[The Senate Committee on Economic and Workforce Development](#) conducted a public hearing on [SB 35](#) on Wednesday. Sponsored by Senator Steven Roberts (D-St. Louis), [SB 35](#) aims to authorize taxpayers to claim a tax credit equal to 25% of qualified conversion expenditures, as defined in the act, or 30% of qualified conversion expenditures for upper-floor housing, as described in the act, incurred for converting nonresidential real property from office use to residential, retail, or other commercial use.

Missouri Municipal League, Missouri Main Street Connection, Greater St. Louis, Inc., St. Charles County Executive Steve Ehlmann, Missouri Chamber of Commerce and Industry, Centers for Community Enrichment, Historic Revitalization for Missouri, Missouri Economic Development Financing Board, Associated General Contractors, Missouri Bankers Association, St. Louis Electrical Connection, City of Kansas City, AGC Builders of Kansas City, and AARP testified in favor of the bill. No opposition was voiced to the committee. (Support)

Business License Tax

[The Senate Committee on Economic and Workforce Development](#) also convened in executive

session on Wednesday to review [SB 145](#), sponsored by Senator Mary Elizabeth Coleman (R-Arnold). This legislation aims to prohibit cities from imposing a business license tax on any business with less than \$10,000 in gross receipts in a calendar year. Committee members from Kansas City expressed that the bill requires some modifications and are hopeful that the sponsor will collaborate with them to refine the language as the bill progresses to the floor. Following these discussions, the committee advanced the bill with a vote of 5-2. (Oppose)

Eliminating Income Taxes Through Spending Caps

[The House Special Committee on Tax Reform](#) met on Tuesday afternoon for a public hearing on [HJR 1](#), sponsored by Representative Bishop Davidson (R-Republic). Representative Davidson's income tax proposals have been identified as the legislative package to watch in the Capitol on income tax issues. The sponsor informed the committee of his intention to offer a House Committee Substitute and presented to them based on it. Upon voter approval, the Resolution places a spending cap on the General Assembly's appropriation authority, creates the Tax Reform Fund for any surplus revenue collections, repeals the prohibition on sales and use tax expansions, eliminates the Missouri income tax and Missouri personal capital gains taxes immediately, and imposes a state sales tax on lobbying services of 6%. The sponsor's main goal of the legislation is to eliminate income taxes.

The committee then turned its attention to a public hearing on [HB 100](#), which is also sponsored by Representative Davidson. This legislation seeks to implement the same changes as [HJR 1](#) but in statute rather than by a statewide vote. (Neutral)