

think KIRKSVILLE 2040

Comprehensive Plan City of Kirksville, Missouri



DEAR NEIGHBORS:



This is an exciting time for the City of Kirksville as we work together to realize our community's vision for the next 20 years.

We have a solid foundation as a forward-focused, safe, active, growing, prepared, supportive, and sound community. This foundation provides opportunities as we look toward the future to ensure Kirksville maintains its resiliency, offering prosperity for everyone.

The *THINK Kirksville 2040 Comprehensive Plan* serves as an update to the current Comprehensive Plan, developed from insightful input from many, and will guide us forward as Kirksville continues to develop and grow. The plan addresses the following areas: community identity; neighborhoods and housing; economy; mobility and transportation; infrastructure and public facilities; and planning and land use.

Kirksville, in itself, is a partnership of all who live here. It is a place where we come together to achieve great things; a place that represents our dedication to one another; a place that recognizes that disagreement is not the same thing as disrespect; and a place where we allow many ideas to come together to find common ground.

This Comprehensive Plan outlines opportunities for connection, reinforcing who we are as a community, by leveraging partnerships, anticipating the needs of our neighbors, improving our infrastructure, and developing programming to enhance Kirksville's quality of life.

We sincerely appreciate the collective efforts that helped create this important plan. We look forward to working with you to implement its contents. There are great things in store for Kirksville.

Sincerely,

City of Kirksville City Council

Zac Burden, Mayor
Chuck Long, Mayor Pro Tem
Phillip Biston, Councilmember
Jessica Parks, Councilmember
Rick Steele, Councilmember

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ACKNOWLEDGMENTS

CITY COUNCIL

Zac Burden, Mayor
Chuck Long, Mayor Pro Tem
Phillip Biston, Councilmember
Jessica Parks, Councilmember
Rick Steele, Councilmember

Mari E. Macomber

City Manager

Ashley Young
Assistant City Manager

Chayton True
City Planner

PLANNING & ZONING COMMISSION

James Hendler, Chair
Betty McLane-Iles, Vice-Chair
Kelsey Aurand de Razo, Commissioner
Chuck Heckert, Commissioner
Jeremy Hopkins, Commissioner
Dan Martin, Commissioner
Jessica Parks, Council Representative
Patricia Sexton, Commissioner

CITY STAFF

Glenn Balliew, Public Works Director and Airport Manager
Jon Cook, Fire Chief
Steve Farnsworth, Police Chief
Chris Killday, E-911 Communications Director
Lacy King, Finance Director
Len P. Kollars, P.E., City Engineer
Pat Meredith, Human Resources Director
Rodney Sadler, Parks and Recreation Director
Reid Yardley, Code Enforcement Director





STEERING COMMITTEE

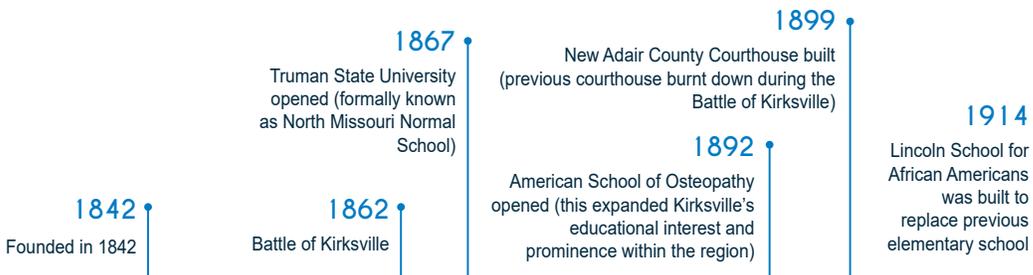
- Kaden Anderson, Kirksville High School (Student)
- Kelsey Aurand de Razo, Resident
- Thom Bahr, Hollister, Inc.
- Monica Barron, Resident
- Christopher Best, Resident
- Sean Bonnell, Resident
- Debi Boughton, Kirksville Tourism Office
- Ranee Brayton, Northeast Regional Medical Center
- Ryan Canaan, A.T. Still University (Student)
- Teresa Cody, United States Department of Agriculture
- Amy Crawford, Missouri Department of Transportation
- Don Crosby, Alliant Bank
- Adam Dorrell, Benton and Associates
- Mindy Flickinger, Resident
- Axel Fuentes, Rural Community Workers Alliance
- Zach Gaines, Truman State University (Student)
- Mary Giovannini, Resident
- Janet Gooch, Truman State University
- Elizabeth Gregory, Moberly Area Community College
- DeRaye Hansen, Resident
- Erick Hanson, Century 21 Lifetime Realty
- Jeanne Harding, Truman State University
- Matt Heeren, A.T. Still University
- Betsy Hoschied, Resident
- Tony Keene, Northeast Regional Medical Center
- Michelle Mollick, A.T. Still University
- Ryan Persinger, Thousand Hills State Park
- Patti Preston, Kirksville Housing Authority
- Kat Probst, Adair County Ambulance District
- Tricia Reger, Kirksville R-III School District
- Kristen Saephanh, Resident
- Naomi Scott, Preferred Family Healthcare
- Eric Shanahan, Resident
- Lori Shook, Resident
- Gaylah Sublette, A.T. Still University
- Annette Sweet, Ameren UE
- Heidi Templeton, Resident
- Brian Todd, Missouri Department of Conservation
- Betsy Tornatore, Kirksville Area Technical Center
- Jennifer Vaughn, Resident
- Robert Webb, Kirksville R-III School District
- Sandra Williams, Kirksville Area Chamber of Commerce
- Richard Yampanya, Chain of Christian Solidarity



INTRODUCTION

PURPOSE

The *THINK Kirksville 2040 Comprehensive Plan* serves as an update to the City's current Comprehensive Plan, which was adopted in 2014 and then updated in 2016. This Comprehensive Plan serves as a guide for how the City of Kirksville, Missouri should develop into the future over the next 20 years. The document defines the vision, goals, objectives, strategies, and policies, developed by input from various stakeholders through an extensive engagement process over the course of seven months, which will help the community prosper into 2040 and beyond.



HISTORY

1840	1850	1860	1870	1880	1890	1900	1910	1920	1930	1940
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PLANNING

1840s - 1850s

Original town platting consisted of the following boundaries James Street, Illinois Street, McPherson Street, Mulanix Street, and Normal Avenue

1920s - 1930s

Kirksville's development shifts to an automobile-centric design with department stores. Kirksville had a surge of multifamily housing to accommodate growing population of students and teachers.

1926

Franklin Street became Highway 63 and grew auto-related businesses along the corridor.

1930

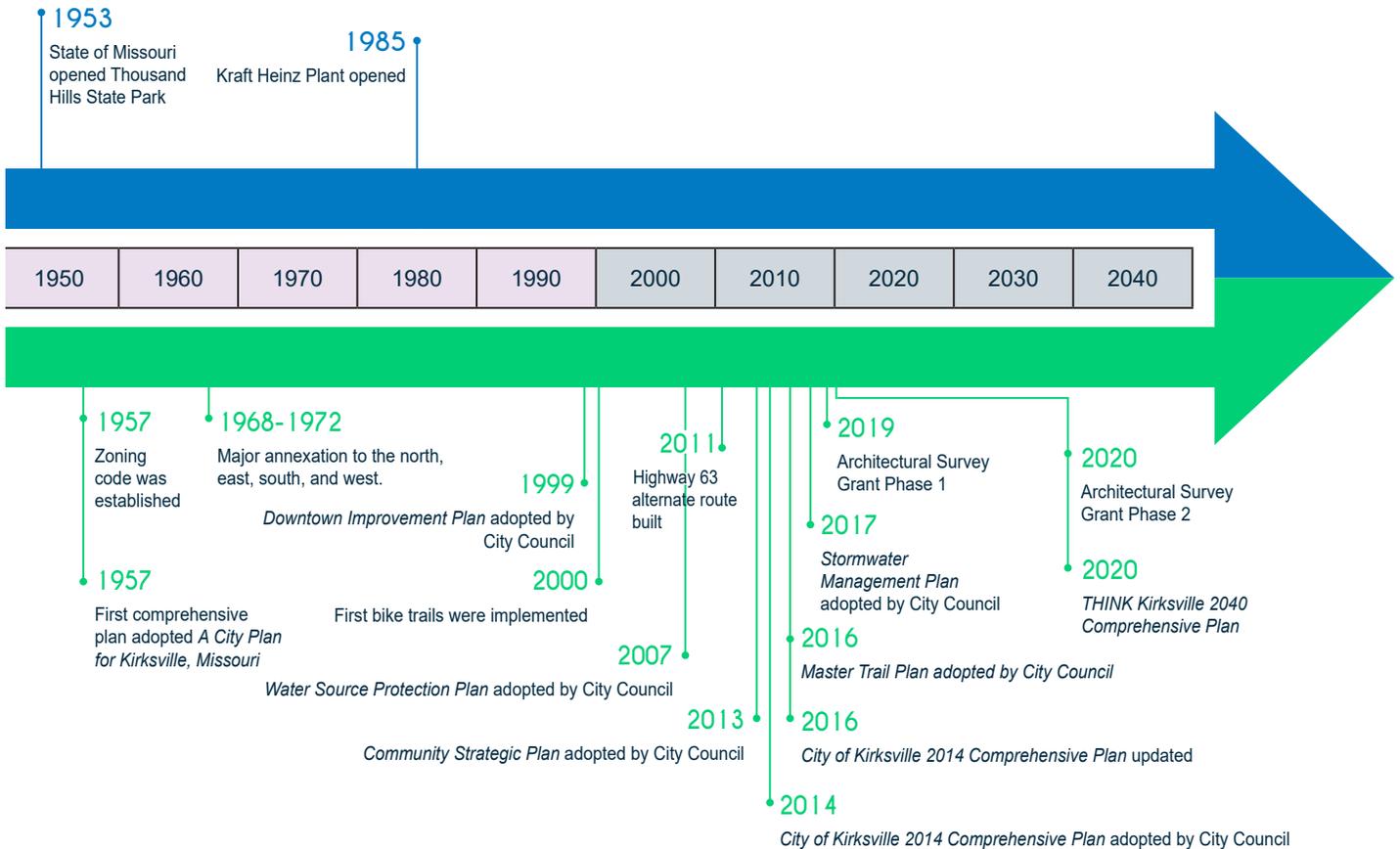
Kirksville Regional Airport was built

ALIGNMENT

In recent years, the City of Kirksville has adopted a number of planning initiatives. The *THINK Kirksville 2040 Comprehensive Plan* incorporates understanding of and recommendations from existing plans to act as an overarching framework to support the many initiatives already underway. Additional plans and initiatives conducted by the City, though not adopted by City Council, were reviewed as reference.

The referenced adopted City plans include:

- Downtown Improvement Plan, 1999*
- Water Source Protection Plan, 2007*
- Community Plan (Strategic Plan Update), 2013*
- Comprehensive Plan, 2014*
- Master Trail Plan, 2016*
- Stormwater Management Plan, 2017*
- Kirksville Active Mobility Plan (KAMP), 2019*



PLANNING PROCESS

DETERMINE CURRENT CONDITIONS

Discussions during the Comprehensive Plan process rested on a base of facts – an evidence-based description and analysis of current conditions and the best possible projection of future trends, such as land use, development, environmental factors, the economy, and population changes. A Community Snapshot was created to identify and graphically represent current data related to Kirksville: demographics, education, public safety, housing, economy, utilities, transportation, and existing land use and zoning. Trend Cards were also developed to communicate regional and national trends. In combination, the Community Snapshot and Trend Cards provided the necessary facts to help inform stakeholder discussions. Maps, tables, graphics, and summaries were used in addition to text to convey the information, intent, and relationships of information.

ASSESS STRENGTHS, WEAKNESSES, OPPORTUNITIES, & THREATS

Once facts and key information were gathered, stakeholders participated in a technique developed for strategic planning processes, a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis to identify the major issues facing the community internally (strengths and weaknesses) and externally (opportunities and threats). Community discussions were informed by the SWOT analysis, which took the form of an assessment of the impacts of forecasted changes, global, regional, and local trends, their planning implications, and appropriate responses. Both the THINK Kirksville 2040 Steering Committee and City Officials engaged in a trend sorting activity. In small groups, the participants reviewed the Trend Cards and discussed their probability (low or high) of impacting Kirksville and the magnitude of that impact on the community (low or high), based on their understanding of the community and provided data in the Community Snapshot. Trends that had high probability and high impact were designated as high priority for Kirksville to address moving forward, forming the foundation for future conversations.

DEVELOP A VISION OF THE FUTURE

A vision statement is an image of the community's desired future in terms of its physical, social, and economic conditions. Typically covering a 20-year timeframe, the vision sets the overall framework for the plan's goals, objectives, and policies and informs stakeholders of what the plan seeks to achieve. City Officials were asked to complete an online survey with prompts related to Kirksville – what it will be known for, what it offers, what it prioritizes and encourages, and who it will attract. The responses were collected and then used to form the draft vision statement. During a subsequent workshop, City Officials were able to review the draft vision statement and provide additional feedback and revisions. By the end of the workshop, the participants reached consensus on the final vision statement, which is specific to the *THINK Kirksville 2040 Comprehensive Plan*, yet supportive of the City's overall vision:

In 2040, Kirksville is welcoming to all, progressive, resilient, and thriving because of its community-minded residents. Kirksville is known for its rich culture, history, vibrant Downtown, and charming neighborhoods. Kirksville offers exceptional educational opportunities from pre-school to post-graduate. Kirksville prioritizes health, happiness, and well-being. People enjoy our natural resources, diverse business opportunities, and well-maintained community. When I THINK Kirksville, I THINK big city offerings with a hometown feel.





SET GOALS IN SUPPORT OF THE VISION

Goals are statements of community aspirations for achieving the vision. They are implemented through public programs, investments, and initiatives. The goals were established through discussion with the City Officials and Steering Committee to align with the six primary chapters of the Comprehensive Plan: Community Identity, Neighborhoods & Housing, Economy, Mobility & Transportation, Infrastructure & Public Facilities, and Planning & Land Use.

SET OBJECTIVES IN SUPPORT OF THE GOALS

Objectives are measurable targets to be met through community action in carrying out the goals. The objectives were developed by engaging Steering Committee members in a scenario planning game that helped to identify and prioritize objectives and their respective strategies for each of the Comprehensive Plan chapters. The American Planning Association (APA) best practice suggestions for objectives and strategies were also included in this process. Objectives are specific, measurable, relevant, and attainable steps to support achieving the overall goals.

SET POLICIES TO GUIDE DECISION MAKING

Policies are the specification of principles guiding public and private actions to achieve the goals and objectives presented in the Comprehensive Plan. The policies were developed with the City Project Team based on stakeholder engagement and previous City of Kirksville plans. They will be used to guide the City Council and Planning & Zoning Commission in their decision-making processes.

DEFINE ACTIONS TO CARRY OUT THE PLAN

The implementation section of the plan identifies commitments to carry out the plan, including actions, timeframes, responsibilities, funding sources, and provisions for plan monitoring and updating. The Steering Committee provided input regarding timeframes and responsibilities for each of the action items through an implementation matrix worksheet. The input was reviewed and further refined by the City Project Team.

AUTHENTIC PARTICIPATION

The planning process aimed to actively engage stakeholders from all segments of the community throughout the entirety of the process. The Steering Committee selection process and public engagement efforts strived to include a wide range of participants across generations, gender, ethnic groups, and income ranges. Information and materials were made available in multiple, easily accessible formats and communication channels, and translated into Spanish and French where appropriate. Authentic engagement is important to ensure that the Comprehensive Plan accurately reflects community values and addresses community priorities and needs. Additionally, it builds public understanding and ownership of the adopted plan, leading to more effective implementation. It is important for an effective planning process to continue to engage stakeholders during the implementing, updating, and amending of the Comprehensive Plan, so that the public remains involved with ongoing proposals and decisions.



PLANNING PROCESS



PROJECT WEBSITE

- Kirksville Current Snapshot
- Kirksville Existing Plans Review
- Survey links (English, Spanish, and French)
- Think Kirksville 2040 Interest Form

236
Thought
Bubbles

SOCIAL MEDIA



4

Posts

2,667 views

50 reactions, comments, shares

PRESS RELEASES

4

September 30, 2019
October 24, 2019
November 8, 2019
January 15, 2020

844 delivered emails

1,860 delivered text messages

COMMUNITY MEETINGS

#1

Red Barn Arts & Crafts Festival
September 21, 2019
Pop-up with community input opportunities and project outreach

100+ people reached

#2

THINKapalooza!!!
Open House
January 28, 2020

COMMUNITY SURVEY

October 24, 2019 – December 30, 2019
Surveys available in English, Spanish, and French

555 responses to English survey

7 responses to Spanish survey

9 Questions
Demographics | Strengths | Challenges

COMMUNITY COLLABORATION KIT

10 + **89**

Organizations Participants

The Crossing Life Group
Kiwanis
The Pines
Chamber of Commerce
Moberly Area Community College
Kirksville Guild of Brewers
Truman State University Class with Dr. Miner
Airport and Transportation Commission
Lakes, Parks, and Recreation Commission
Kirksville Historic Preservation Commission

ACTIVITIES

Opportunities and Challenges worksheet | Trend Card Sorting | Think Bubbles

STEERING COMMITTEE

43

Members

4

Meetings

Meeting #1 – September 19, 2019
Meeting #2 – October 24, 2019
Meeting #3 – November 21, 2019
Meeting #4 – January 30, 2019

ACTIVITIES

Critical Questions Discussion | Trend Card Sorting | Think Bubbles
Scenario Planning Game | Review of Draft Plan

CITY OFFICIALS WORKSHOP

17

Members

2

Meetings

Meeting #1 – September 20, 2019
Meeting #2 – November 22, 2019

ACTIVITIES

Critical Questions Discussion | Trend Card Sorting | Think Bubbles
Vision Statement Survey and Creation | Land Use Activities

DEVELOPERS WORKSHOP

7

Participants

1

Meeting

Meeting #1 – October 23, 2019

ACTIVITIES

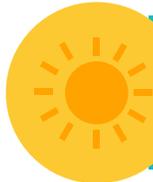
Housing redevelopment | Development process | Past development
Barriers to affordable housing | Future development | Opportunities

THINK KIRKSVILLE 2040 VISION

IN 2040...



Kirksville is **WELCOMING TO ALL, PROGRESSIVE, RESILIENT, AND THRIVING** because of its community-minded residents.



Kirksville is known for its **RICH CULTURE, HISTORY, VIBRANT DOWNTOWN, AND CHARMING NEIGHBORHOODS.**



Kirksville offers **EXCEPTIONAL EDUCATIONAL OPPORTUNITIES** from pre-school to post-graduate.



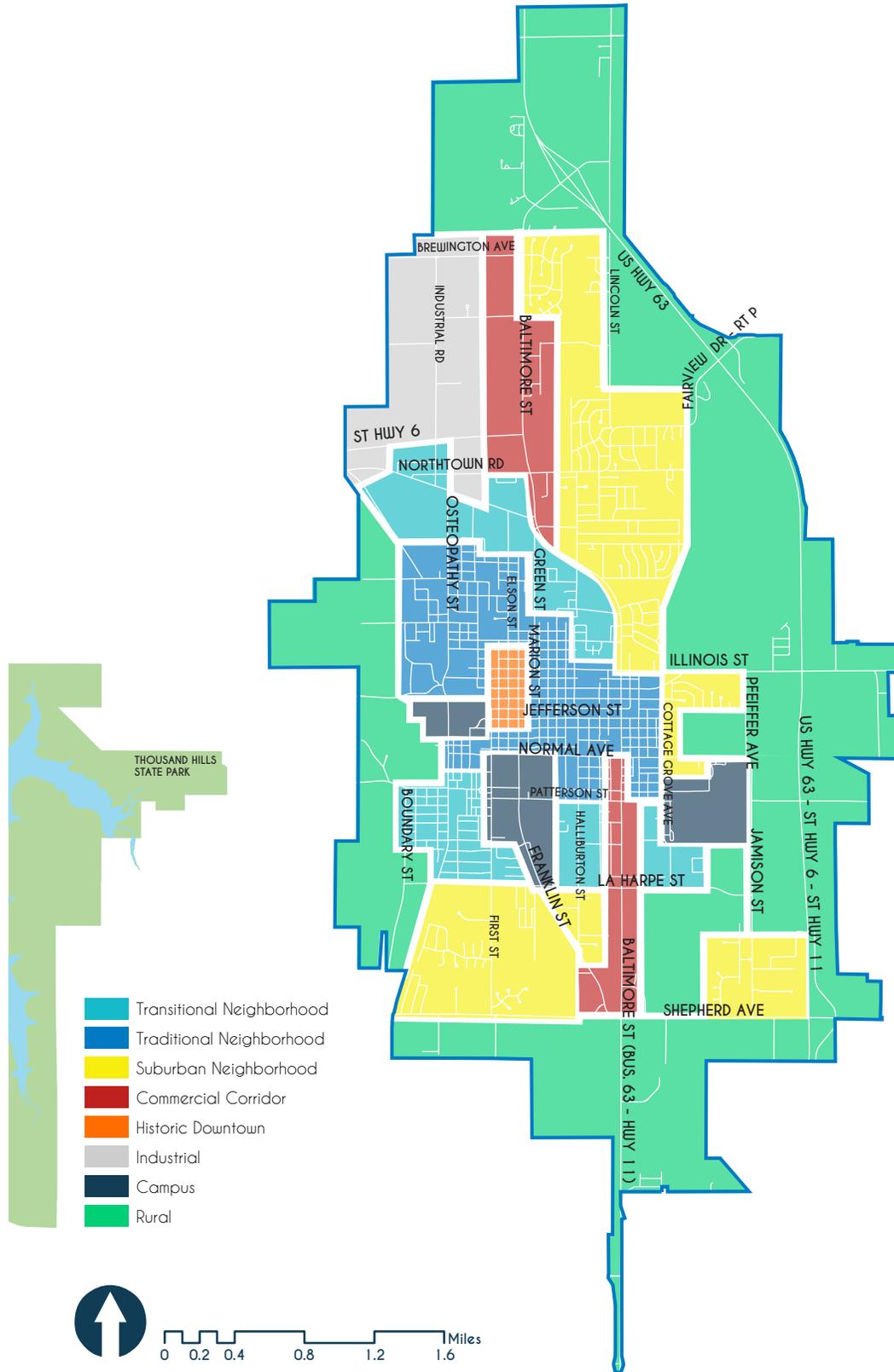
Kirksville prioritizes **HEALTH, HAPPINESS, AND WELL-BEING.**



People enjoy our **NATURAL RESOURCES, DIVERSE BUSINESS OPPORTUNITIES, AND WELL-MAINTAINED COMMUNITY.**

When I **THINK** Kirksville, I **THINK** big city offerings with a hometown feel.

CHARACTER AREAS



Industrial

Setbacks: Large
 Lot Size: Large
 Building Footprint: Large
 Building Height: 1-3 Stories
 Tree Coverage: Minimal

Impervious Surface: Abundant
 Zoning: Light and Heavy Industrial
 Parking: Off-Street
 Sidewalks: Little to none
 Green Space: Yes

Historic Downtown

Setbacks: Small
 Lot Size: Small
 Building Footprint: Varies
 Building Height: 2-3 Stories
 Tree Coverage: Little to none

Impervious Surface: Abundant
 Zoning: Commercial and Mixed-use
 Parking: On-Street and Off-Street
 Sidewalks: Yes
 Green Space: Minimal

Commercial Corridor

Setbacks: Large
 Lot Size: Large
 Building Footprint: Varies
 Building Height: 1-2 Stories
 Tree Coverage: Little to none

Impervious Surface: Abundant
 Zoning: Commercial and Office
 Parking: Off-Street
 Sidewalks: Little to none
 Green Space: Minimal

Transitional Neighborhood

Setbacks: Small to Medium
 Lot Size: Small to Medium
 Building Height: 1-2 Stories
 Tree Coverage: Ample
 Housing Typologies: Trailers, Varied Multi-family, Infill,
 Single Family

Parking: On-Street and Off-Street
 Sidewalks: Little to none
 Garages: Detached or None
 Streets: Grid and Curvilinear

Traditional Neighborhood

Setbacks: Small
 Lot Size: Small
 Building Height: 1-2 Stories
 Tree Coverage: Yes
 Housing Typologies: Varied Multi-family, Infill, Single Family

Parking: On-Street
 Sidewalks: Some
 Garages: Some
 Streets: Grid

Suburban Neighborhood

Setbacks: Large
 Lot Size: Large
 Building Height: 1-2 Stories
 Tree Coverage: Minimal
 Housing Typologies: Single/Multi-family

Parking: Off-Street
 Sidewalks: None
 Green Space: Attached
 Streets: Cul-de-sacs

Campus

Setbacks: Large
 Lot Size: Medium to Large
 Building Footprint: Large
 Building Height: 1-5 Stories
 Housing Typologies: Multi-family, Academic housing

Sidewalks: Expansive
 Green Space: Ample

Rural

Setbacks: Little to None
 Lot Size: Large
 Building Footprint: Small to None

Impervious Surface: Minimal
 Sidewalks: None
 Streets: Unpaved/Dirt/Gravel



CHAPTER 1: THINK COMMUNITY IDENTITY

GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

GENERAL CONTEXT

The City of Kirksville is the second-largest city in the Northeast Missouri Region. It serves as the county seat for Adair County. According to the 2017 American Community Survey (ACS), Kirksville has a population of 17,519 and a density of 1,234 people per square mile. The ACS reported Adair County's population at 25,437 in 2017. Kirksville is a regional hub for services, shopping, entertainment, and employment, with primary industries of education, health care and community assistance, and food processing.

to Kirksville both socially and economically through the celebration of Kirksville's and Adair County's history and significance to the region. These include the Adair County Historical Society Museum, Adair County Veterans Memorial Plaza, A.T. Still University Museum of Osteopathic Medicine, Kirksville Arts Association and their anticipated Sue Ross Art Center, Native American Petroglyph Shelter at Thousand Hills State Park, Ruth W. Towne Museum & Visitors Center, Truman State University Observatory, and Del & Norma Robison Planetarium.

There are a number of recreational amenities offered within the bounds of the City's limits. These encompass ten municipal parks, including one dog park, and five semi-public park spaces. Outside the City's limits are additional nearby recreational amenities. These include: Thousand Hills State Park; Big Creek Conservation Area; and Hazel Creek Lake, which is maintained by the City.

Population



ADAIR COUNTY



MISSOURI



Source: 2017 American Community Survey

Kirksville is predominantly white with small percentages of the population consisting of racial and ethnic minorities. The presence of the City's educational institutions, along with several of the large employers like Kraft Heinz, have expanded the cultural diversity of the community with their demographics of students and employees.

Kirksville is home to a wide range of unique, engaging, and educational cultural amenities. These provide great benefit



DAYTIME POPULATION = **20,873**



19.9% in population due to commuting workers.

Source: *proximityone.com, Census 2010*



GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 1

Enhance human connections bringing meaning to our lives.

Kirksville is home to many civic, educational, and community organizations that all strive to make Kirksville a thriving community and desirable place to live.

With a significant student population between Truman State University (Truman), A.T. Still University (A.T. Still), and Moberly Area Community College (MACC), there is great potential to engage students in employment, volunteering, and mentorship opportunities.

ARTS & CULTURE

Kirksville is home to several institutions and facilities that support arts and culture. These amenities offer an opportunity for education and connection, while improving the quality of life for Kirksville residents. Museums like the Museum of Osteopathic Medicine at A.T. Still, the Adair County Historical Society, and the Ruth W. Towne Museum & Visitor Center help celebrate and share the rich history of Kirksville. The Kirksville Arts Association is currently constructing the new Sue Ross Art Center offering gallery and community space, which will provide a wonderful amenity especially in such a central location. Truman also offers the community the Del & Norma Robison Planetarium and the Truman State University Observatory. There are a few organizations in town that also support the arts by bringing theater to Kirksville.



- Kirksville Arts Association
- Curtain Call Theatre Company
- Truman State University Kohlenberg Lyceum Series
- Del & Norma Robison Planetarium and Multimedia Theater
- Ruth W. Towne Museum
- Museum of Osteopathic Medicine
- Parks and Recreation Department Plays
- Truman State University Performances

FESTIVALS & EVENTS

There are several annual festivals and events that take place in Kirksville, drawing a large population of visitors and residents alike. These events enrich the vitality of the community by bringing life, activity, and connection through the celebration of music, culture, food, crafts, and fun. A well-established seasonal community event is the Kirksville Arts Association's Summer on the Square. Each Friday evening of June, July, and August, individual musical acts are booked to perform on the southside of the Adair County Courthouse lawn. Area residents gather together to enjoy the free entertainment, while connecting with the greater community in Downtown Kirksville.

Phi Mu Alpha Jazz Fest	Missouri Livestock Symposium
Vincent Price Film Festival	NEMO Fair
Red Barn Arts & Crafts Festival	Summer on the Square
Midwest Antique Fest	Sally Mountain Bluegrass Festival
Great Lakes Conference Track Event	Kirksville Art Walk
Red, White and Blue Festival	Community Roots Festival
Red Rock Threshers Tractor Ride	BBQ for Books
Round Barn Blues	Christmas on the Square
Young Farmers Tractor Pull	Kirksville Diversity Festival

STRATEGIC DIRECTION: Strengthen partnerships and community promotion.

★	1.1.A.	Promote the experience of living in Kirksville because of the many positive elements of the community.
★	1.1.B.	Continue to promote the Central Business District as the consistent center of activity, culture, commerce, and community life.
★	1.1.C.	Strengthen and expand partnerships between the County, City, universities, and community organizations to increase cooperation and collaboration.
	1.1.D.	Strengthen and promote volunteer and mentorship opportunities to increase the involvement of students in the community.
	1.1.E.	Identify opportunities to strengthen and promote Kirksville's sense of community pride (e.g., community mascot, apparel). Consider establishing a City tree and/or flower that would be encouraged to be planted throughout the community.

STRATEGIC DIRECTION: Increase opportunities for interaction.

	1.1.F.	Partner with Main Street Kirksville and Adair County to enhance the Courthouse lawn as an important communal gathering space Downtown that would attract residents, students, and visitors while providing opportunities for interaction and building relationships.
	1.1.G.	Promote and strengthen the Diversity Festival to celebrate Kirksville's culture and diverse populations. Consider establishing a festival to honor Kirksville's history.
	1.1.H.	Improve the physical, social, and cultural connections of Truman and A.T. Still to Downtown Kirksville and other community gathering places.

★ Community Identified Priority



GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 2

Increase all people's sense of belonging to the community.

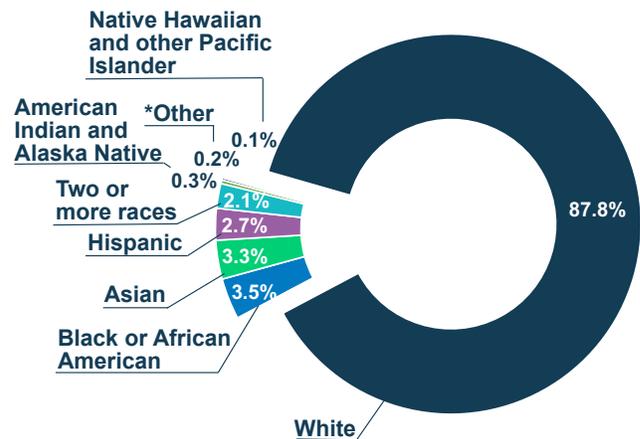
Kirksville is a community of disparate groups, all of whom have strong identities. The sense of belonging within each group is strong, which helps explain why 'sense of community' ranked in the top five of Kirksville's greatest strengths, according to respondents of the Think Kirksville 2040 Community Survey.

However, these groups desire for a stronger sense of belonging with each other and the larger Kirksville community. This is made evident with 'diversity and inclusion' ranking in the top five biggest challenges for Kirksville in the Community Survey.

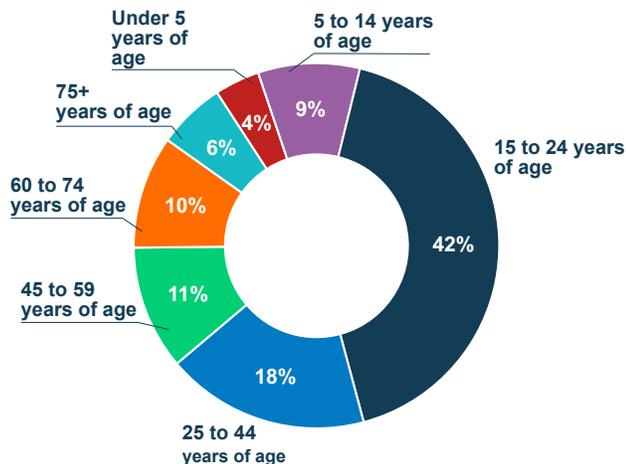
DIVERSITY

Kirksville is home to a large population of college students, typically only living in the community for the duration of their education. On the opposite end of the spectrum, Kirksville also has a significant number of residents that have lived in the community for over 20 years. Kirksville has a growing elderly population, 10.9% of the population that lives with a disability, and a population with a wide range of incomes. There are several foreign language communities in Kirksville including the Spanish-speaking Latinx community and the primarily French-speaking immigrants from the Democratic Republic of Congo (DRC), most of whom moved to Kirksville for employment opportunities. Additionally, there are 21 places of worship in Kirksville providing a diversity of faith communities.

Race & Ethnicity



Population by Age



Source: 2017 American Community Survey

Higher Education

	TRUMAN	A.T. STILL	KATC	MACC
American Indian	0%	1%	0%	0%
Asian	3%	14%	0%	2%
Black or African American	4%	7%	6%	5%
Hispanic/Latino	3%	9%	3%	1%
Native Hawaiian or other Pacific Islander	0%	0%	0%	0%
White	78%	56%	88%	86%
Two or more races	4%	5%	0%	3%
Race/ethnicity unknown	1%	6%	3%	2%
Non-resident alien	7%	3%	0%	0%

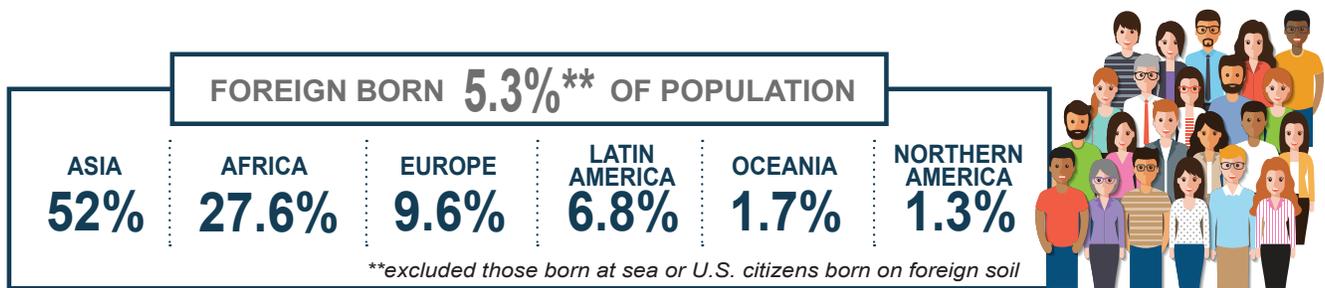
Source: 2018-19 National Center for Education Statistics

SOCIAL TAPESTRY

Kirksville residents are also categorized more broadly based on social behaviors. The Environmental Systems Research Institute (ESRI) has developed 'tapestry segmentation' to describe groups within a community based on lifestyle choices, retail habits, and free-time behaviors. According to this research, Kirksville residents generally conform to the following groups: In Style, Salt of the Earth, Prairie Living, Old & Newcomers, Down the Road, Set to Impress, Small Town Simplicity, College Towns, and Dorms to Diplomas.

INCLUSION

With the more recent influx of immigrants to Kirksville, the Kirksville Integration Coalition was formed in 2017 to help new residents integrate into the community. To date, the coalition has helped both the Latinx and Democratic Republic of Congo (DRC) immigrant communities, with the mission of supporting any and all immigrants, now and into the future, that call Kirksville home.



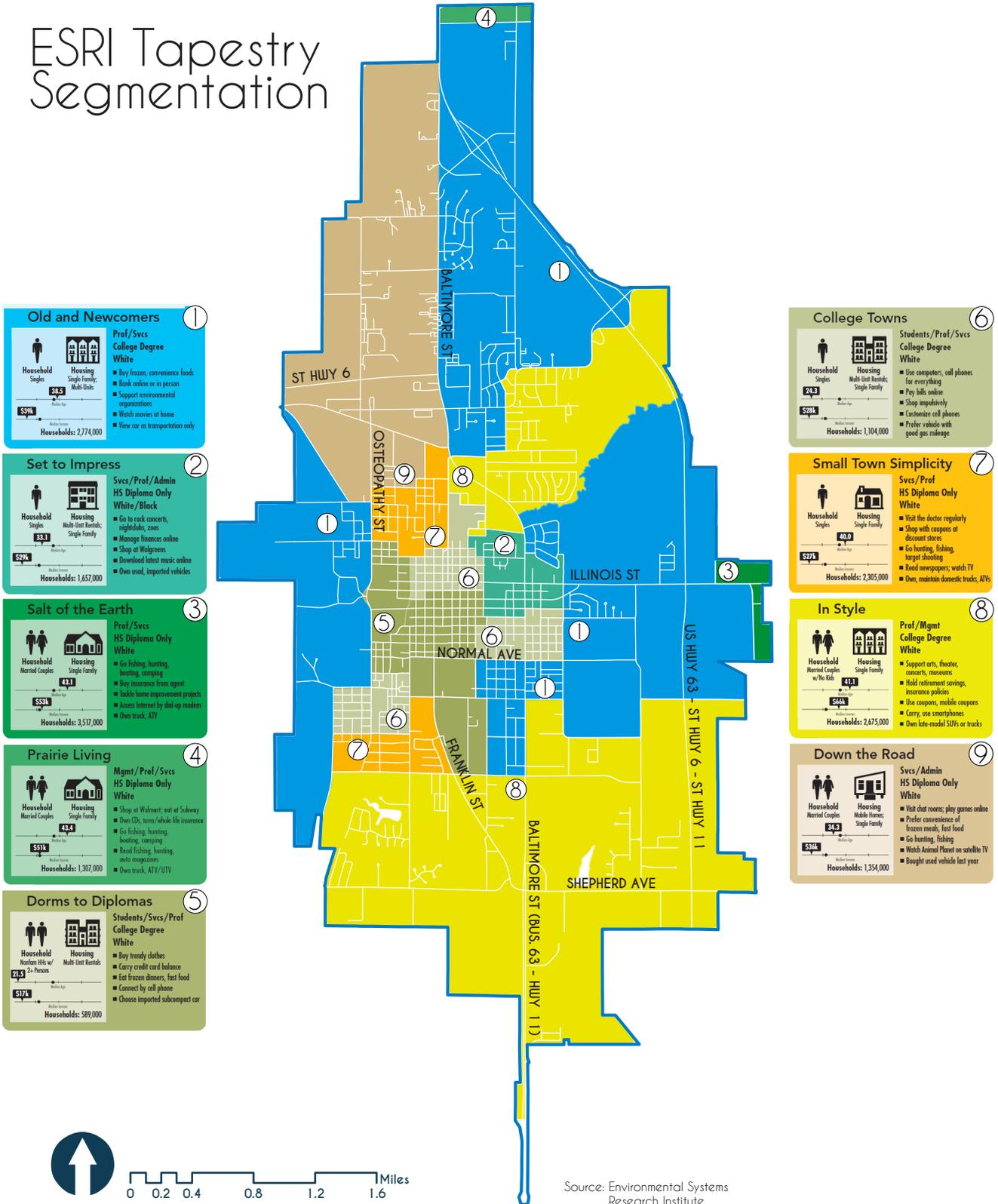
Source: 2017 American Community Survey

STRATEGIC DIRECTION: Promote meaningful engagement of all people regardless of race, color, national origin, age, sexual orientation, or income in the development, implementation, and enforcement of environmental laws, regulations, and policies.

★ 1.2.A.	Increase the number of opportunities for people of all ages and abilities to be involved throughout the community.
1.2.B.	Promote community events to the college students and promote university events to the community.
1.2.C.	Provide continued support and encouragement of the efforts by the Kirksville Integration Coalition to integrate all immigrants to Kirksville.
1.2.D.	Partner with universities and service organizations to recognize contributions and accomplishments of students and community members making an impact in Kirksville.
1.2.E.	Host an annual event to recognize City volunteers.

★ Community Identified Priority

ESRI Tapestry Segmentation



Old and Newcomers ①

Household: Singles
Housing: Single Family, Multi Units
Median Age: 35.5
Median Income: \$39k
Households: 2,774,000

Prof/Svcs College Degree White

- Buy frozen, convenience foods
- Bank online or in person
- Support environmental organizations
- Watch services at home
- View car as transportation only

Set to Impress ②

Household: Singles
Housing: Multi-Unit Row/Loft, Single Family
Median Age: 35.1
Median Income: \$29k
Households: 1,657,000

Svcs/Prof/Admin HS Diploma Only White/Black

- Go to rock concerts, nightclubs, zoos
- Manage finances online
- Shop at Walgreens
- Download latest music online
- Own used, imported vehicles

Salt of the Earth ③

Household: Married Couples
Housing: Single Family
Median Age: 45.1
Median Income: \$53k
Households: 3,517,000

Prof/Svcs HS Diploma Only White

- Go fishing, hunting, boating, camping
- Buy insurance from agent
- Shop at Walgreens
- Access Internet by dial-up modem
- Own truck, ATV

Prairie Living ④

Household: Married Couples
Housing: Single Family
Median Age: 45.4
Median Income: \$51k
Households: 1,307,000

Mgmt/Prof/Svcs HS Diploma Only White

- Shop at Walmart, eat at Subway
- Own CDs, tapes, DVD/HD-DVD insurance
- Go fishing, hunting, boating, camping
- Read fishing, hunting, auto magazines
- Own truck, ATV/UTV

Dorms to Diplomas ⑤

Household: Nonfam HHs w/ 2+ Persons
Housing: Multi-Unit Row/Loft
Median Age: 24.5
Median Income: \$17k
Households: 589,000

Students/Svcs/Prof College Degree White

- Buy trendy clothes
- Carry credit card balance
- Eat frozen dinners, fast food
- Connect by cell phone
- Choose imported subcompact car

College Towns ⑥

Household: Singles
Housing: Multi-Unit Row/Loft, Single Family
Median Age: 24.3
Median Income: \$28k
Households: 1,104,000

Students/Prof/Svcs College Degree White

- Use computers, cell phones for everything
- Try fast, online
- Shop impulsively
- Customize cell phones
- Prefer vehicle with good gas mileage

Small Town Simplicity ⑦

Household: Singles
Housing: Single Family
Median Age: 42.0
Median Income: \$27k
Households: 2,305,000

Svcs/Prof HS Diploma Only White

- Visit the doctor regularly
- Shop with coupons at discount stores
- Go hunting, fishing, target shooting
- Read newspapers; watch TV
- Own, maintain domestic trucks, ATVs

In Style ⑧

Household: Married Couples w/ No Kids
Housing: Single Family
Median Age: 41.1
Median Income: \$44k
Households: 2,675,000

Prof/Mgmt College Degree White

- Support arts, theater, concerts, museums
- Hold retirement savings, insurance policies
- Use coupons, mobile coupons
- Carry, use smartphones
- Own late-model SUVs or trucks

Down the Road ⑨

Household: Married Couples
Housing: Mobile Home, Single Family
Median Age: 41.3
Median Income: \$34k
Households: 1,354,000

Svcs/Admin HS Diploma Only White

- Visit chat rooms; play games online
- Prefer convenience of frozen meals, fast food
- Go hunting, fishing
- Watch Animal Planet on satellite TV
- Buy used vehicle last year



Source: Environmental Systems Research Institute

GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 3

Improve access to quality, integrated, and supportive resources, so they are available for all members of the community.

A public service is a service performed for the benefit of the people who live in, and sometimes those who visit, the jurisdiction. Public services and healthcare should be located so that all members of the public have safe and convenient transportation options to reach quality services and facilities that meet or exceed industry standards for service provision. Minority and low-income neighborhoods are often underserved by public services and facilities and healthcare providers.

Access to community services and resources is vital to any community, but especially those that have significant populations who are elderly, disabled, immigrants, and impoverished. Respondents of the Think Kirksville 2040 Community Survey ranked ‘senior services’ and ‘social services’ last among Kirksville’s greatest strengths, with ‘services for disabled population’ receiving only a slightly better rating. Additionally, ‘poverty’ was ranked second of Kirksville’s biggest challenges.

SERVICES

While Kirksville serves as a hub for healthcare and social services for the Northeast Missouri Region, many residents may not be fully aware of all services that are available to them, their fellow Kirksville community members, and surrounding areas. There are a number of agencies within the community that offer a range of services including, but not limited to, the Adair County Health Department, Harry S. Truman Memorial Veterans’ Hospital, Missouri Department of Social Services, Rural Advocates for Independent Living, Specialized Support Services, Adair County Child Support, American Red Cross, Kirksville Housing Authority, and Community Action Partnership of Northeast Missouri (CAPNEMO).



STRATEGIC DIRECTION: Educate residents about existing services available in Kirksville.



1.3.A.	Encourage local emergency and medical providers to offer translation services to ensure language is not a barrier to accessing these resources.
1.3.B.	Work to ensure quality daycare is available throughout the community to assist those families that rely on such services to be employed.
1.3.C.	Improve and streamline the Kirksville Welcome Packet to provide new residents and students information about all key City services, amenities, and events.
1.3.D.	Increase the number of residents enrolled to receive City notifications.
1.3.E.	Plan for equitable access to health care providers, schools, arts, parks, City Hall, and cultural facilities through land use policies so they are reachable by all persons, regardless of social or economic backgrounds.
1.3.F.	Embrace and support, when possible, evolving technology to encourage accessibility for all residents and businesses.

★ Community Identified Priority

GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 4

Improve public safety and the perception of public safety.

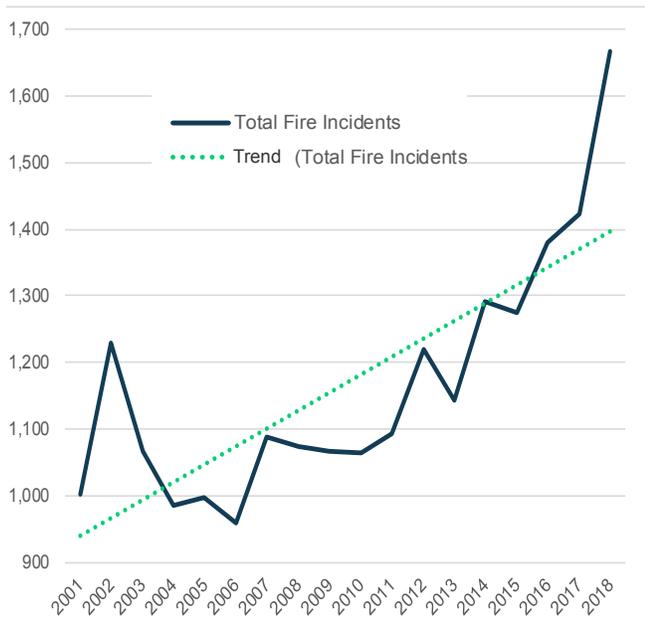
Kirksville is a safe community, with violent and property crimes trending down over the last twenty years. 'Safe community' was ranked as Kirksville's fourth greatest strength in the Think Kirksville 2040 Community Survey, predominantly by respondents who have lived in the community for more than ten years. However, some have the perception that Kirksville is not safe. This negative perception of safety by some in the community is a result of concern regarding specific areas within the community where property appearance needs improvement or certain incidents that have occurred.

POLICE & FIRE

The City of Kirksville employs 28 full-time officers, which includes a Student Resource Officer for the public-school system, and two full-time detectives. The City also employs 22 full-time firefighters, two reserve firefighters, and one volunteer firefighter, based out of one fire station.



Public Safety - Fire

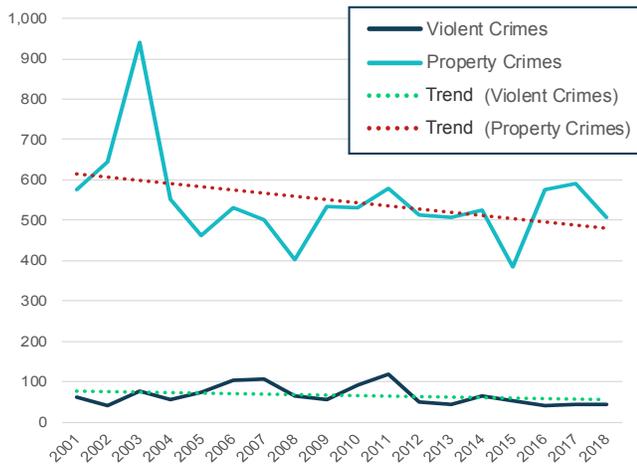


2018 Fire Service Calls



*Other includes special incident, overpressure rupture, explosion, and overheat

Public Safety - Crime



Source: Missouri State Highway Patrol

ISO RATING

The City of Kirksville has an insurance class rating of 3 by the Insurance Services Office (ISO). The ISO rating, a scale of 1 to 10 (10 being the worst), helps rank fire protection in cities and towns according to fire department quality, water supply system, and fire alarm and communications systems. Insurance companies use the ISO to calculate insurance risk for properties.

E-911

In February 2000, a joint agreement established the Kirksville/ Adair County E-911 Joint Communications Center to improve public safety, gain economy of operations, and improve coordination of emergency call answering and processing. This venture represents the partnership between the Adair County Commission, Adair County Ambulance District, City of Kirksville, and Truman. The E-911 services include call answering, related dispatch processing, and notification services to nine emergency service providers in the region.



STRATEGIC DIRECTION: Increase education and awareness.

1.4.A.	Plan for improved safety for all residents of Kirksville regardless of race, ethnicity, socioeconomic status, geography, gender, age, sexual orientation, behavior, or disability.
1.4.B.	Partner with community and neighborhood groups to provide public education about crime prevention best practices.
1.4.C.	Encourage the establishment of neighborhood watch groups.
1.4.D.	Maintain existing disaster preparedness plans and procedures.

STRATEGIC DIRECTION: Make improvements to the physical environment to increase safety.

1.4.E.	Conduct a study to determine which areas are most unsafe, or have the highest perception of being unsafe, and identify best practice techniques to rectify the areas of concern.
1.4.F.	Evaluate lighting throughout the community to improve safety.
1.4.G.	Improve the appearance of specific neighborhoods by reducing blighted properties.



★ Community Identified Priority

GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 5

Improve community physical and mental health.

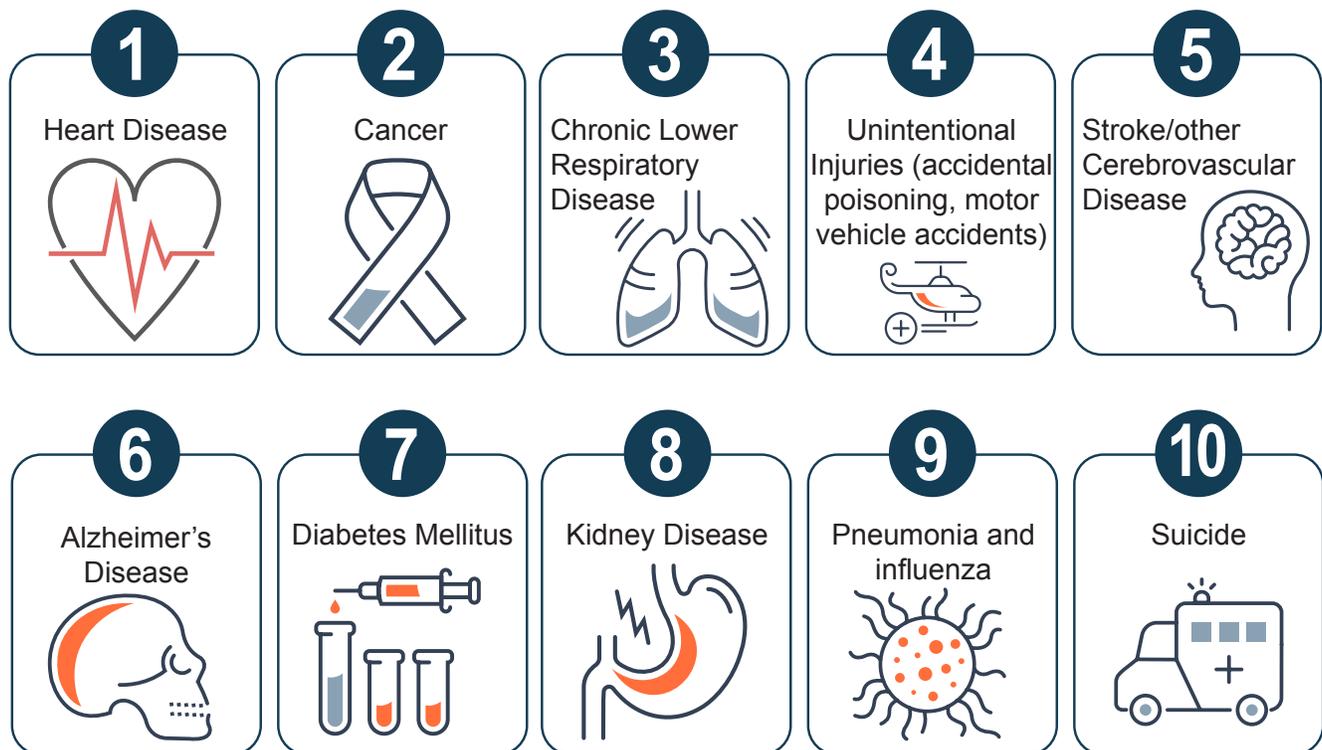
A healthy lifestyle is characterized by individual practices and behavioral choices that enhance health and well-being. Barriers to the design of the physical environment can influence rates of physical activity and health benefits. Active transportation facilities (e.g., sidewalks and bike lanes) and accessible, equitably distributed recreational opportunities support physical activity and healthy lifestyles.

PHYSICAL HEALTH

U.S. News & World Report rates Adair County as having an overall population health score of 65 out of 100. The average life expectancy for the county is 78 years, which is just under the national median of 79 years. According to the report, 12.3% of the county's population does not have health insurance, which is higher than the national average of 9.9%. The county also has a health behavior score of 50 out of 100,

with 22.3% of residents who smoke, 26.4% of adults who don't have leisure-time physical activity, and 29.1% who are obese, all above the U.S. averages. The top three causes of death in Adair County are heart disease, cancer, and chronic lower respiratory disease.

Leading Causes of Death in Adair County



Source: Missouri Public Health Information Management System (MOPHIMS)

MENTAL HEALTH

According to the American Hospital Association, individual behavioral health is essential to the overall health of the greater community. Nearly one in five Americans are affected by behavioral health disorders, yet less than half receive treatment. Adair County scores a 47 out of 100 for mental health, with an above-average number of poor mental health days per month and deaths resulting from despair. Respondents to the Think Kirksville 2040 Community Survey confirmed this with 'addiction and mental health' ranking as the third biggest challenge for the community. The Missouri Department of Mental Health reports that in 2017, 446 Adair County residents received treatment for severe mental illness, primarily anxiety disorder and mood disorder. Adair County students in grades 6 through 12 were asked about their mental health with an overwhelming majority reporting feeling grouchy or in a bad mood, over half reported feeling sad or experiencing changes in sleep. About 20% reported self-harm.

ADDICTION

The National Institute on Drug Abuse reports that illicit drug use in the U.S. has been increasing, with the highest use among people in their late teens and twenties. Underage drinking and driving under the influence of alcohol have both declined. The nation does face a significant gap in treatment.

Drugs and addiction also are serious challenges for Kirksville and the surrounding Adair County. In 2017, Adair County reported 69 Driving While Intoxicated (DWI) arrests, 71 liquor law violations, and 169 drug-related arrests. Reports show that Adair County youth have their first experience with alcohol and cigarettes at the average age of 14 and marijuana at the average age of 15, comparable to state averages. In 2017, 275 county residents received treatment for substance abuse, the majority for alcohol and marijuana.

Health Care Coverage

	KIRKSVILLE	MISSOURI
With health insurance	93.0%	89.6%
No insurance	7.0%	10.4%
Population under 19 years of age without health insurance	1.5%	6.1%

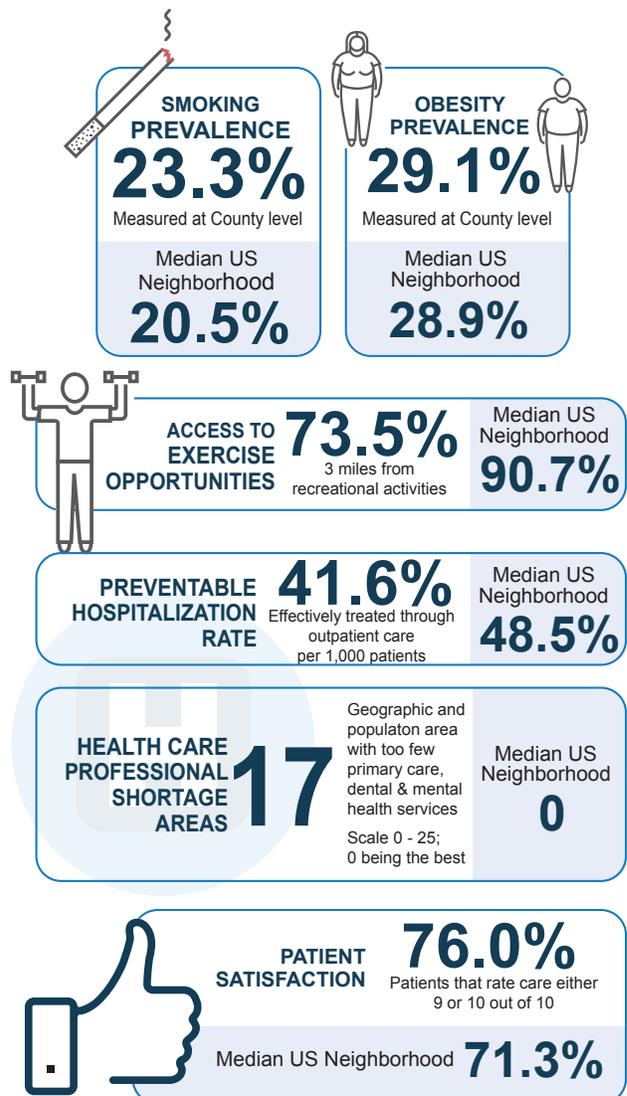
Source: 2017 ACS

Overall Health in Adair County

Physically unhealthy **4.6 days** per month

Mentally unhealthy **4.2 days** per month

Source: Missouri Public Health Information Management System (MOPHIMS)



Source: AARP Livability Index

DISABILITIES

Kirksville and Adair County are home to many residents with disabilities. Over 8,000 residents with disabilities lived within 25 miles of Kirksville in 2017. Disabilities include ambulatory difficulty, cognitive difficulty, independent living and self-care difficulty, and hearing and vision difficulty. Three age groups categorically have the highest percentage of disabled individuals compared to their groups' population – ages 75 and older with 33%, ages 35 to 64 with 33.4%, and ages 18 to 34 with 17.7%.

People with Disabilities

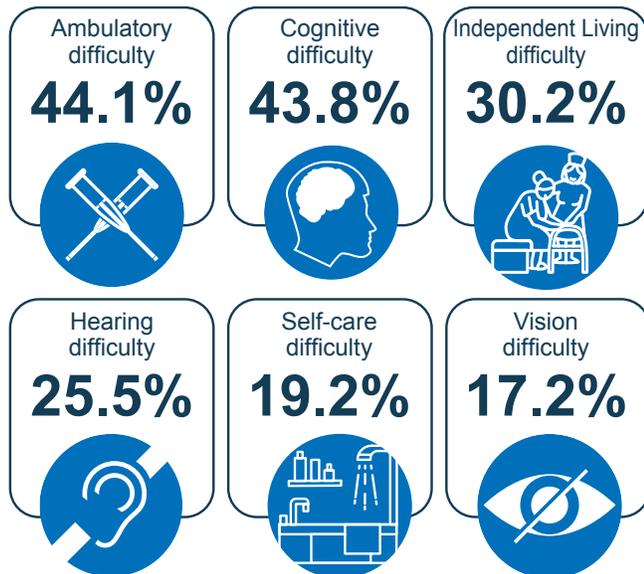
An estimated **8,097** people with a disability in 2017 live within **25 miles** from Kirksville



Non-institutionalized population with a disability in 2017 = 10.9%

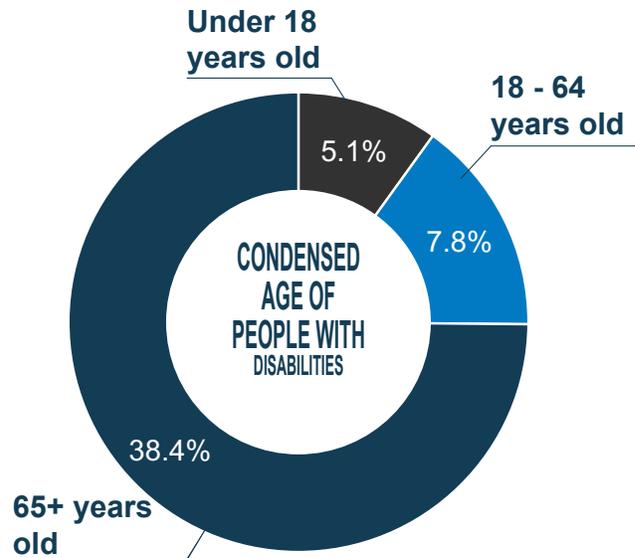
Source: American Factfinder 2017

Types of Disabilities:



Source: American Factfinder 2017

People with Disabilities Living in Kirksville



HEALTHCARE FACILITIES & SERVICES

With healthcare as one of the primary industries, Kirksville serves as a hub for healthcare services for the Northeast Missouri region. There are eight medical and healthcare facilities in Kirksville, with an additional five nursing and assisted living facilities. According to U.S. News & World Report, Adair County scores 7.6 for hospital bed availability (per 1,000 residents) which far exceeds the national and state averages at 3.3 and 3.8, respectively. Additionally, the county also boasts great primary care doctor availability (per 1,000 residents), scoring a 130.1, compared to 75.6 at the national level and 70.6 at the state level.

Additionally, Truman is repurposing the historic Greenwood Elementary School to serve as the home for the Greenwood Center, the first interprofessional institution in Northeast Missouri for autism and other neurodevelopmental disorders. This institution will provide a great benefit to the community and Northern Missouri.

STRATEGIC DIRECTION: Promote outdoor recreation and activity for people of all ages and abilities.

1.5.A.	Ensure Kirksville’s Parks & Recreation Department considers persons of all ages and abilities when developing fitness programming when needed.
★ 1.5.B.	Continue to build partnerships between the City of Kirksville Parks & Recreation Department, Truman, A.T. Still, and the local YMCA to increase access to physical health education and activities in Kirksville. Address space constraints by evaluating existing City land and facilities for possible shared recreation and/or expanded use.
1.5.C.	Implement the <i>Kirksville Active Mobility Plan (KAMP)</i> to promote healthy, accessible outdoor activity.

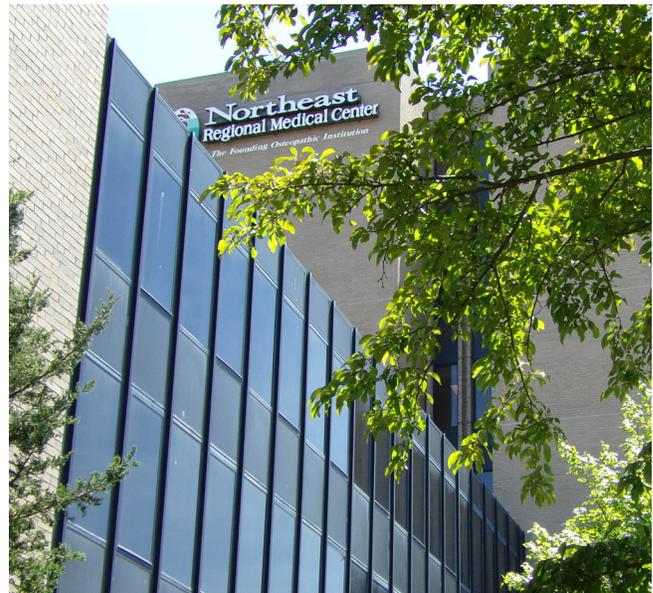
STRATEGIC DIRECTION: Increase services to combat mental health issues in the community.

★ 1.5.D.	Partner with local social service agencies to identify gaps and/or deficiencies in existing mental health services. Increase access to and quality of services.
1.5.E.	Improve and expand health, drug, and mental health awareness education for the youth.
1.5.F.	Continue to incorporate mental health training into emergency service response systems to ensure that individuals receive comprehensive care.

STRATEGIC DIRECTION: Encourage healthy eating.

1.5.G.	Explore ways to allow access to healthy, locally grown foods for all neighborhoods.
1.5.H.	Encourage partnerships with the University of Missouri Adair County Extension to grow safe and healthy foods for the community.
1.5.I.	Help promote community events focused on healthy lifestyles.

★ Community Identified Priority



GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 6

Improve the visual appearance of major commercial corridors, gateways, and historic sites.

A beautiful and maintained community is important. Appearance helps build community spirit, welcome visitors, and attract and retain residents.

APPEARANCE

Kirksville has several entry points that serve as gateways to the community. Their current appearance does not present a sense of community pride, nor does it offer a friendly welcome to visitors. There are also several neighborhoods throughout the City that have not been well-maintained over the years – characterized by run-down, vacant buildings, and generally neglected property.

The majority of Downtown and other commercial corridors in Kirksville lack street trees. In the 1970s, awnings were added to most of the Downtown building façades to provide shade. However, these additions changed the look and feel of the historic Downtown. According to Kathleen L. Wolf in her December 2005 article *Business District Streetscapes, Trees, and Consumer Response*, studies indicate that trees and landscaping within business districts have the ability to increase retail sales and overall district vitality. Adding trees to these areas provides shade and improves appearance, creating a more comfortable and desirable environment that will attract patrons to businesses more frequently.

POLICIES & ENFORCEMENT

A lack of Downtown design guidelines allowed for the opportunity for some vacant commercial first-floor storefronts to be converted to residential use over the years, altering the character of Downtown and reducing the critical mass needed to support a thriving commercial activity.

The City recently initiated a *Downtown Revitalization Program* to encourage and assist building owners in improving the appearance of their storefronts and facades. This program was established as part of the *1999 Downtown Improvement Plan*, which also established finance programs to help fund improvements. The first project under this program finished construction in the Fall of 2019.



STRATEGIC DIRECTION: Beautify Kirksville. Add amenities such as street trees, new green spaces, and new sidewalks connecting to schools, shopping, services, and parks to improve the attractiveness of the neighborhood and encourage property owners to make improvements to and better maintain their homes.

1.6.A.	Define and improve gateways to the community with new signage, creating a sense of place and providing a spirited and welcoming first impression of Kirksville to residents and visitors alike.
1.6.B.	Identify appropriate wayfinding techniques and implement throughout the community, starting with the KAMP Focus Corridors, to provide better identification of community assets and attractions and provide more direct navigation for all modes of travel throughout Kirksville.
1.6.C.	Expand the Adopt-A-Street program. Consider other programs such as Adopt-A-Trail, Adopt-A-Park, and Adopt-A-Spot.
1.6.D.	Initiate programs to improve the physical appearance of Kirksville. (<i>Community Plan 2013</i>)
★ 1.6.E.	Incorporate safe, convenient, accessible, and attractive design features to promote walking and biking, and beautification of the community (e.g., sidewalks, street furniture, bicycle facilities, street trees, gateway monuments, and wayfinding signage).
1.6.F.	Guide and provide, when possible, the installation of street furniture and amenities to improve the appearance of commercial corridors (e.g., planters, benches, trash cans, and recycling bins).
1.6.G.	Undertake regular clean-up and paint programs, keep sidewalks and streets in good condition, and continue implementation of the <i>Downtown Revitalization Program</i> .
1.6.H.	Define Neighborhood Improvement Districts (NIDs) to fund improvement and beautification projects in targeted areas.

STRATEGIC DIRECTION: Improve and expand City policies and enforcement.

1.6.I.	Provide consistent, timely code enforcement and consider proactive code enforcement in targeted areas where City service requests are greatest.
1.6.J.	Enact Downtown Design Guidelines.
1.6.K.	Expand involvement in the City’s Housing Rehabilitation Loan Program to assist property owners that are unable to make the necessary improvements to their property.
1.6.L.	Update zoning and subdivision code elements, such as signage, building setbacks, exterior staircases, and parking, to better support maintaining a beautiful and welcoming appearance.
1.6.M.	Offer additional bulky item trash collection to reduce illegal dumping and items in yards.

★ Community Identified Priority

GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 7

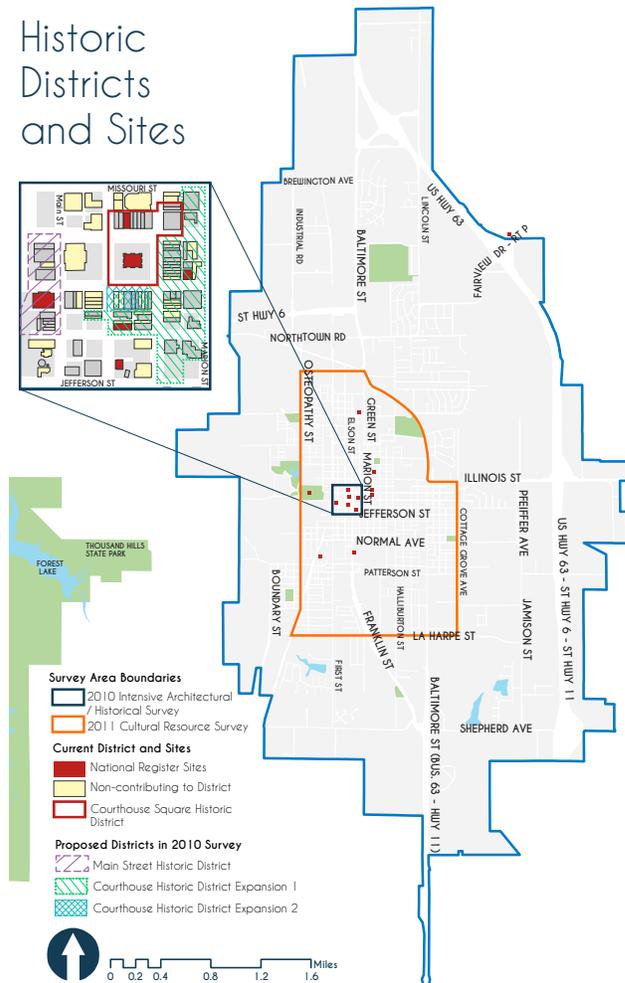
Preserve Kirksville’s history and cultural legacy.

Historic resources are buildings, sites, landmarks, or districts with exceptional value or quality for illustrating or interpreting the cultural heritage of a community. They can include resources eligible for listing on the National Register of Historic Places, a state inventory of historic resources in association with a program approved by the secretary of the interior, or a local inventory of historic resources in association with a program approved by a state program or directly by the secretary of the interior (in states without approved programs). It is important to address the conservation and reuse of historic resources due to their cultural and historic significance to a community and the role they play in enhancing a community’s sense of place, economy (through tourism and other economic activity), and environment (by reducing the need to construct new buildings that consume land and resources).

HISTORICAL ASSETS

The City of Kirksville has 13 historic landmarks listed on the National Register of Historic Places, including the Lincoln School, the Adair County Courthouse, Sojourners Club, and Grim Building, as well as several private homes and places of worship. Kirksville has one national historic district, the Kirksville Courthouse Square Historic District. The City is a Certified Local Government (CLG), a status granted by the state of Missouri confirming Kirksville’s commitment to historic preservation. Portions of the Downtown Central Business District are within the Kirksville Courthouse Square Historic District, with a greater extent within the Central Business District Zoning Area. Additionally, the Orié J. Smith Black and White Stock Historic District, commonly known as Round Barn, is just three miles northeast of Kirksville. This district received its designation with the National Register of Historic Places in 2001.

Historic Districts and Sites



PRESERVATION

The Kirksville Historic Preservation Commission (KHPC) recommends policy and ordinance changes to the Planning & Zoning Commission and City Council that affect landmarks or historic districts in Kirksville. Additionally, they approve plans for modifications to historic structures and provide recommendations on the nomination of new local landmarks or historic districts. Additionally, the Adair County Historical Society, located in Kirksville, gathers and preserves historical artifacts, documents, histories, and genealogy files from Kirksville and Adair County.

In 2010, the City conducted an Architectural/Historical Survey of Downtown Kirksville, followed by a *Cultural Resource Survey Plan* in 2011. The survey resulted in the proposal of a new Main Street Historic District in addition to two potential expansions to the Courthouse Square Historic District. The City of Kirksville will undertake another Architectural/Historical Survey with funding provided through the Historic Preservation Fund Grant from the Missouri State Historic Preservation Office (SHPO). In 2019, Phase 1 focused on the Depot District/Old Town, with Phase 2 in 2020 focusing on Memorial Park/Old Town.

STRATEGIC DIRECTION: Preserve and appropriately reuse historic resources such as buildings, sites, landmarks, or districts with exceptional value, quality, or that illustrate the cultural heritage of Kirksville.

1.7.A.	Establish a local Downtown Historic District with a zoning overlay.
1.7.B.	Create a partnership with Truman to identify potential threats to the preservation of historic structures located between Downtown and the Truman campus to maintain a seamless transition between campus and surrounding neighborhoods.
1.7.C.	Conduct additional district surveys for the areas east of Baltimore Street, south of Still Street, areas surrounding and adjacent to Downtown, and north of Cottonwood Street. (<i>Cultural Resource Survey Plan 2011</i>)
1.7.D.	Leverage the Kirksville Historic Preservation Commission (KHPC) to increase the public’s awareness of Kirksville’s local and national landmarks and districts, and their historic, cultural, and economic significance to the community.
1.7.E.	Continue efforts to get the Main Street Historic District and Courthouse Square Historic District Expansions listed on the National Register, as recommended by the 2010 Architectural/Historical Survey.
1.7.F.	Preserve and protect historic buildings and sites from adverse development by continuing to identify and designate significant cultural resources through the City’s local landmark program.
1.7.G.	Maintain City-owned historic properties.

STRATEGIC DIRECTION: Improve historic districts’ physical elements to preserve the community’s authentic character and sense of place.

1.7.H.	Leverage the <i>Downtown Revitalization Program/Façade Assistance Program</i> to improve building façades and remove added awnings from Downtown buildings so more historic structures can apply for landmark designation.
1.7.I.	Conduct a historic survey to identify features to be required for future infill development to maintain the integrity of the character areas.
1.7.J.	Maintain brick streets to preserve the historic character of the neighborhoods in which they are located.
1.7.K.	Ensure commercial use of all first floor spaces in Downtown.



CHAPTER 2: THINK NEIGHBORHOODS & HOUSING

GOAL STATEMENT

Create quality, accessible neighborhoods with a range of housing types and price ranges.

GENERAL CONTEXT

Kirksville has a high percentage of renter occupied housing compared to owner occupied housing, in large part due to the number of students in Kirksville. The vacancy rate for rental properties is higher than the homeowner vacancy rate. Quality, cost, and configuration of many of the available units contribute to the higher rental vacancy rate, in addition to the recent downturn in local higher education enrollment.

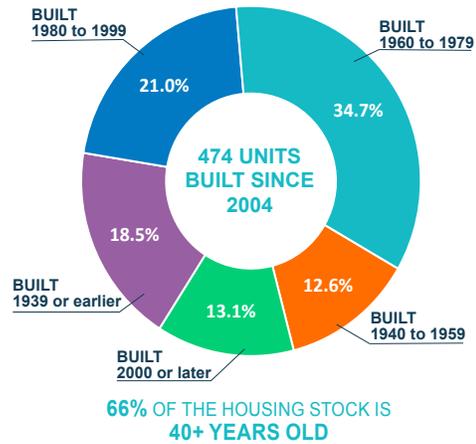
Impacts on the rental vacancy rate also stem from some rental complex owners not renting to low-income individuals or families due to concerns related to rental history and eviction. While this is a violation of the law and not condoned by the City, it remains an issue for the Kirksville rental market.

Generally speaking, the U.S. Department of Housing and Urban Development (HUD) defines housing affordability as households that spend 30% or less per month of their household income. Kirksville renters are severely cost-burdened, with over half of renters paying 35% or more of their household income on gross rent. The student population and their lack of sufficient income partially contribute to this data. The data does, however, suggest that most student renters require a roommate or two to afford rents, despite desires for one-bed/one-bath configurations. The average rent in Kirksville is \$606 per month, with 60% of renters paying gross rents between \$500 and \$900 per month. The average household size for renter-occupied housing is 2.13. Renters in Kirksville are less likely to have access to a vehicle compared to owner-occupied households – 15.2% of renters have no access to a car. In contrast, only 2.6% of homeowners lack access to a car.

Conversely, over half of Kirksville homeowners pay less than 20% of their household income on monthly owner costs. The most common housing value of owner-occupied housing falls in the range of \$50,000 to \$99,999, characterizing 32% of the total owner-occupied housing stock. The average household size for owner-occupied housing is 2.38.

Age of Housing Stock

Source: 2017 American Community Survey

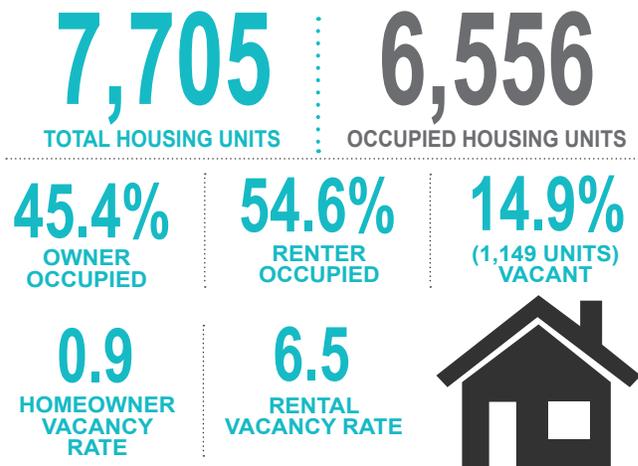


Average Rent 2017 ACS



Housing Data

Source: 2017 American Community Survey



GOAL STATEMENT

Create quality, accessible neighborhoods with a range of housing types and price ranges.

OBJECTIVE 1

Provide a range of housing types – size, configuration, tenure, price, age, and ownership structure – to accommodate changing demands and affordability needs.

Kirksville desperately needs Missing Middle housing, defined as a range of multi-unit or clustered housing types compatible in scale with detached single-family homes to meet growing demand. This type of housing supports walkability, local retail, and multimodal transportation options. It meets the needs of a spectrum of affordability to address the mismatch between the available housing stock and shifting demographics. Neighborhoods and subdivisions that have housing types and values that are all alike create separation within the community based on income.

Infill development is characterized by development or redevelopment of underdeveloped or underutilized parcels of land in otherwise built-up areas, which are usually served by or have ready access to existing infrastructure and services. Focusing development and redevelopment on infill sites takes advantage of this existing infrastructure while helping to steer development away from greenfield sites on the urban fringe, which are more expensive to serve with infrastructure and services.

AFFORDABILITY

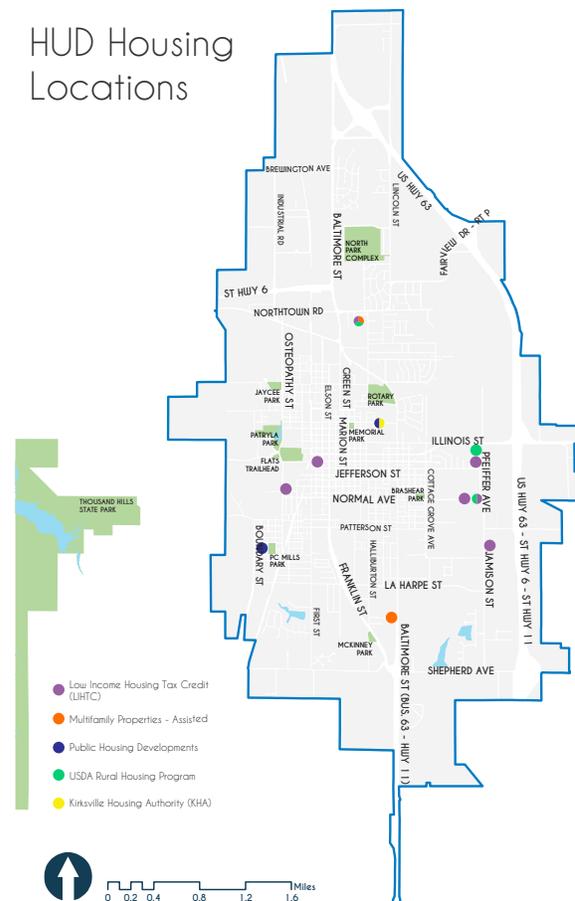
Homes that are available for sale under \$100,000 are in poor condition and need of remodeling. The houses in good condition in the price range of \$80,000 to \$100,000 sell quickly. More housing stock within this range is needed. On the other hand, there are many larger homes priced in the \$300,000 to \$350,000 range, built approximately 15 years ago. These will be increasingly more difficult to sell as new homes come on the market in the same price range with more desirable, contemporary layouts.

Workforce housing is limited, creating issues for the recruitment of teachers in the school district, for example. Increasing housing stock in the \$120,000 to \$160,000 price range would help retain and attract new workforce professionals (e.g., nurses, police officers, teachers, university staff) to the area.

Trailer homes offer an affordable housing option. However, they don't maintain their value and are difficult to repair if deteriorated. The existing trailer park developments in Kirksville are not located near community amenities and don't provide a neighborhood feel.

The Kirksville Housing Authority oversees the building and operation of the low-income housing in Kirksville. They are also responsible for issuing bonds, borrowing money, and accepting grants from the federal government to ensure low-income housing options are available and maintained.

HUD Housing Locations



VARIETY

Demand for student housing is decreasing as enrollment continues to decline, which is consistent with national trends. Homes in the vicinity of Downtown that were once converted from single-family to multi-unit residential to accommodate student housing demand now may need to be renovated and converted back to single-family residences.

Downtown Kirksville and other neighborhoods in the vicinity present great opportunity to offer residential units above commercial space on the first floor. This trending typology supports economic prosperity by increasing density. Additionally, housing of this type is usually available in areas that already have existing building stock that is near community services and transit options.

Accessory dwelling units (ADUs) are also a housing typology that help to increase density in already established neighborhoods. These units are smaller, independent dwelling units on the same property as a primary single-family residence. They create rental opportunities and cater to multi-generational living dynamics (e.g., grandparents, in-laws, returning college graduates).

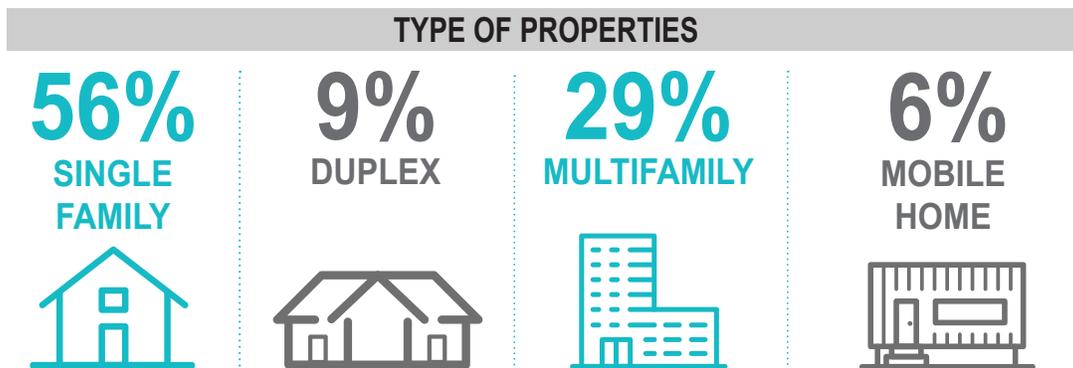
Kirksville attracts retirees and empty-nesters, in addition to the already large number of life-long residents, because of the Regional Medical Center, Veteran’s Center, and Truman. As the senior population continues to increase both locally and nationally, quality senior housing options will become a necessity. Housing styles that allow residents to age-in-place, either through their configuration and/or compliance with the Americans with Disabilities Act (ADA), are important to ensure seniors have quality, safe, and accessible options. Age-in-place housing does not diminish the need to ensure quality options in more traditional senior housing facilities.

INFILL DEVELOPMENT

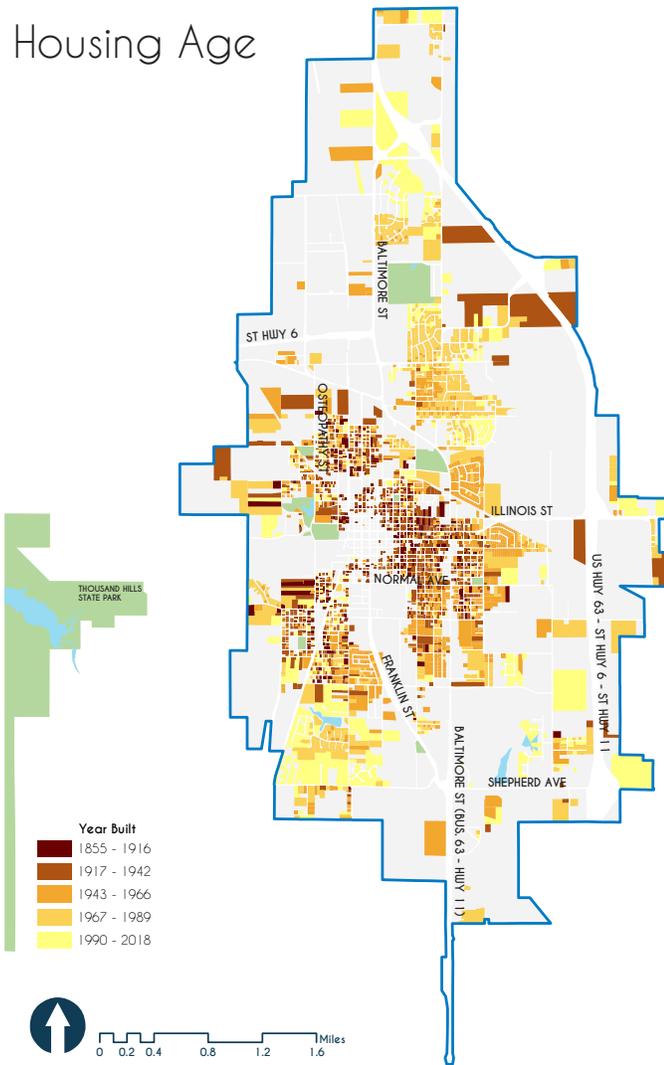
Kirksville offers prime opportunity for infill housing development, especially in the more established, centralized neighborhoods. As remodeling older and dilapidated homes can be more expensive at times due to issues related to asbestos, lead, or the mere amount of work required to update, many homes are being torn down to make way for new development. Despite this, successful infill development has been a challenge in the community. In some cases, multi-unit residences have been built in place of a single-family residence, which has created issues of sizing compatibility with existing City infrastructure in addition to conflicts arising from off-street parking requirements. Much of the new infill housing does not fit well with the context of the surrounding neighborhood – some homes don’t face the street, setbacks are inconsistent with neighboring homes, and parking is often given too much prominence.

CONSTRUCTION MARKET

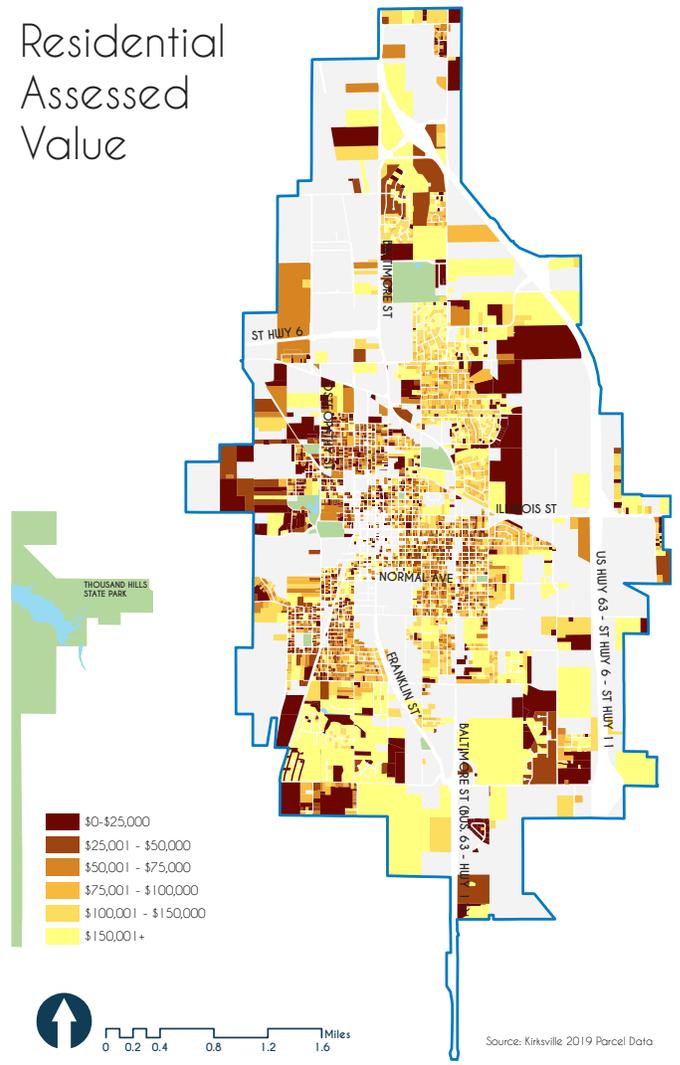
Development of housing has been a challenge for Kirksville in recent years. The Kirksville development community reports a recent increase in the price of materials, making stick-built homes challenging to build for an affordable price. Kirksville’s labor costs are relatively lower compared to the St. Louis and Kansas City markets. Yet, there is a shortage of contractors, especially those that construct within the middle price range. Most of the current builders are working in the high-end single-family housing or multi-unit student housing ends of the spectrum. In 2019, the City approved 16 permits for new single-family construction and 13 for duplex construction. There were no permits approved for single-family additions or multi-family buildings.



Housing Age



Residential Assessed Value



Source: Kirksville 2019 Parcel Data

STRATEGIC DIRECTION: Prioritize infill redevelopment of underutilized parcels of land in built-up areas, served by or with access to existing infrastructure and services.

2.1.A.	Establish a Land Clearance Authority to encourage redevelopment by removing blighted areas within the community.
2.1.B.	Create a Land Trust, a charitable organization that acquires land or conservation easements. The acquired land becomes part of a Land Bank, an aggregation of parcels for future sale or development.
2.1.C.	Designate blighted areas.
2.1.D.	Tear down dilapidated housing.
2.1.E.	Encourage development of infill sites that fits within the character areas by providing incentives to home builders, such as reduced permit fees and density bonuses.
★ 2.1.F.	Partner with developers/property owners to achieve upgraded infrastructure, brought up to City standards, to support infill housing.
2.1.G.	Seek assistance for buyouts of properties experiencing chronic flooding through the State Emergency Management Agency's Pre-Disaster Mitigation Program.

STRATEGIC DIRECTION: Improve access to attainable, diverse housing options in healthy, safe neighborhoods.

2.1.H.	Develop standards to allow for high quality prefabricated (prefab) homes, built off-site, and then shipped in components for assembly on-site. Prefab homes are generally more affordable, more energy-efficient, produce less waste, can be constructed in a shorter time, and are more durable than a stick-built home.
★ 2.1.I.	Allow for alternative housing types (e.g., patio homes, tiny homes, co-housing, and multigenerational housing) to serve a variety of needs.
★ 2.1.J.	Convene non-profit service provider stakeholders, especially addiction treatment facilities, to identify methods to address homelessness.

★ Community Identified Priority



GOAL STATEMENT

Create quality, accessible neighborhoods with a range of housing types and price ranges.

OBJECTIVE 2

Better connect where people live to where they work and play.

Communities that plan residential areas within a five-to-ten-minute walk to employment opportunities, community services, green space, retail shops, and other amenities realize many socio-economic benefits.

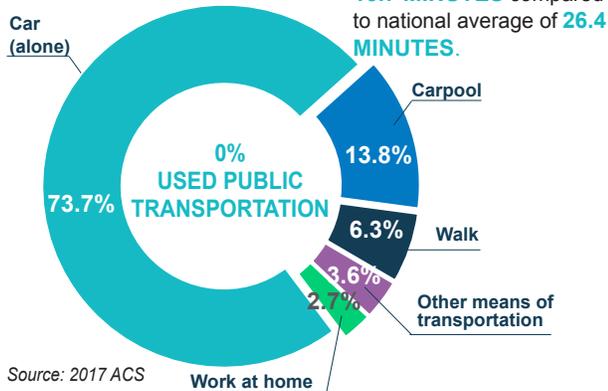
PROXIMITY

Housing near Downtown, Truman, and A.T. Still is in high demand in large part due to their central location and proximity to commercial activity and services. These neighborhoods also provide access to existing infrastructure, which helps reduce costs for the City and developers typically associated with construction of new infrastructure. However, there are few quality units for sale in these areas. Many of the lofts above the Downtown commercial spaces are in poor condition and not habitable. Increasing the supply of quality housing through rehabilitation or new construction, along with implementing planned improvements to walking and biking networks, will only make these neighborhoods more desirable.

Locating quality workforce housing near employment opportunity centers within the community will also strengthen connectivity. Multimodal transportation networks that support walkable neighborhoods and public transit options provide increased connections to daily activities and destinations.



Commute to Work



★ 2.2.A. Plan for mixed land use patterns, with residential and non-residential land uses in close proximity to one another that are walkable, bikable, and easily served by transit.

★ Community Identified Priority

GOAL STATEMENT

Create quality, accessible neighborhoods with a range of housing types and price ranges.

OBJECTIVE 3

Improve the visual appearance and condition of housing and infrastructure in neighborhoods.

Neighborhoods that are well-maintained provide residents with a stronger sense of community and create a more desirable place to live. Improving the overall appearance of a neighborhood also has a positive impact on property values.

MAINTENANCE

The ongoing cost of maintaining a home presents challenges for a wide range of residents in the community. Inconsistent or lack of maintenance leads to deterioration and overall poor appearance of many housing structures.

Historically, developers have subdivided and converted single-family homes in Kirksville into student housing/apartments. Many of these properties have deteriorated and no longer provide quality, safe housing. Even with the decline in the demand for student housing, these structures will be challenging to convert back to single-family homes because of their current condition and the costs associated with proper remodeling.

The Affordable Housing Board, a citizen advisory group to the City, aids in Community Development Block Group (CDBG) grant applications and strategies for rehabilitating property within the community.

LANDLORDS

Kirksville faces challenges with absent landlords, as some live outside of the community. This presents issues related to communication and enforcement. Those that do live in Kirksville typically take more interest in serving their community with quality affordable housing that serves all populations and positively contributes to the overall appearance of the community.

AMENITIES

Some neighborhoods, including newer developments, lack amenities that give them their character and make them desirable places to live. These include sidewalks, street trees, green space, and a central gathering place. Planning residential developments within a ten-minute walk from basic community amenities, like parks and green space, adds to the livability of neighborhoods.

STRATEGIC DIRECTION: Invest in physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods experiencing falling property values, high real estate foreclosure rates, rapid depopulation, or physical deterioration.

★ 2.3.A.	Encourage design standards and adopt codes that align with the community context of Kirksville (e.g., protect the function and aesthetic of each character area; address building placement, building massing, parking, landscaping, etc.).
★ 2.3.B.	Strengthen property maintenance codes and enforcement, including consideration of periodic proactive code enforcement in targeted areas where City service requests are greatest. Define minimum requirements to ensure Code Official inspections consistently meet City standards.
★ 2.3.C.	Provide incentives and information about available assistance programs to encourage property owners to rehabilitate homes.
2.3.D.	Consider licensing rental properties and initiating an inspection program.

★ Community Identified Priority



CHAPTER 3: THINK ECONOMY

GOAL STATEMENT

Increase the community's resilient economic base.

GENERAL CONTEXT

Kirksville is a regional hub for much of the surrounding Adair County and communities in adjoining counties. Similar to most Missouri communities, Kirksville relies heavily on retail sales tax for its general and special revenue funds. With sales and use tax revenue accounting for 48% of the City's General Fund, and additional dedicated sales taxes aimed at supporting long-term investment in public and private improvements and amenities, ensuring the stability of the existing sales tax base and increasing sales to both residents and visitors is critical to the sustainability of Kirksville's economy.

The City of Kirksville's FY2020 budget is \$42.9 million. General Fund revenue sources consist of sales and use taxes, franchise and public utilities taxes, property taxes, lodging, cigarettes, and other sources. Kirksville also has several dedicated sales taxes that support investment for the community's future.

Additionally, the City leverages Community Improvement District (CID) and Tax Increment Financing (TIF) funding programs to subsidize redevelopment, infrastructure, or other community improvement initiatives. These finance tools help encourage economic development and growth.

The majority of Kirksville falls into four Opportunity Zones based on census tracts. Opportunity Zones spur economic development and job creation in distressed communities by providing tax benefits to investors who invest eligible capital into these communities. Qualified Opportunity Funds provide funding for Opportunity Zone development, created by private investors that reinvest their earnings to defer capital gains taxes. The Kirksville Regional Economic Development Inc. (K-REDI) recently completed an Opportunity Zone Prospectus, which identifies the process for utilizing Kirksville as an Opportunity Zone.

Finances

2020 Budget \$ 42.9 million

General Fund Sources:

Sales & Use	48% of revenues
Franchise & Public Utility	25% of revenues
Property Tax	15% of revenues
Other**	8% of revenues
Lodging	3% of revenues
Cigarette	1% of revenues

**other includes: PILOTs (payments in lieu of taxes), business surtax, and financial institution tax.

Investment in the Future

1-CENT	General Sales Tax is unrestricted
1/2-CENT	Parks and Recreation Sales Tax
1/2-CENT	Transportation Sales Tax
1/2-CENT	Economic Development Sales Tax
1/4-CENT	Capital Improvement Sales Tax

Bond Rating

Moody's Investor Services

A+

bond issuance occurred on December 27, 2019 from Standard & Poor Global Ratings

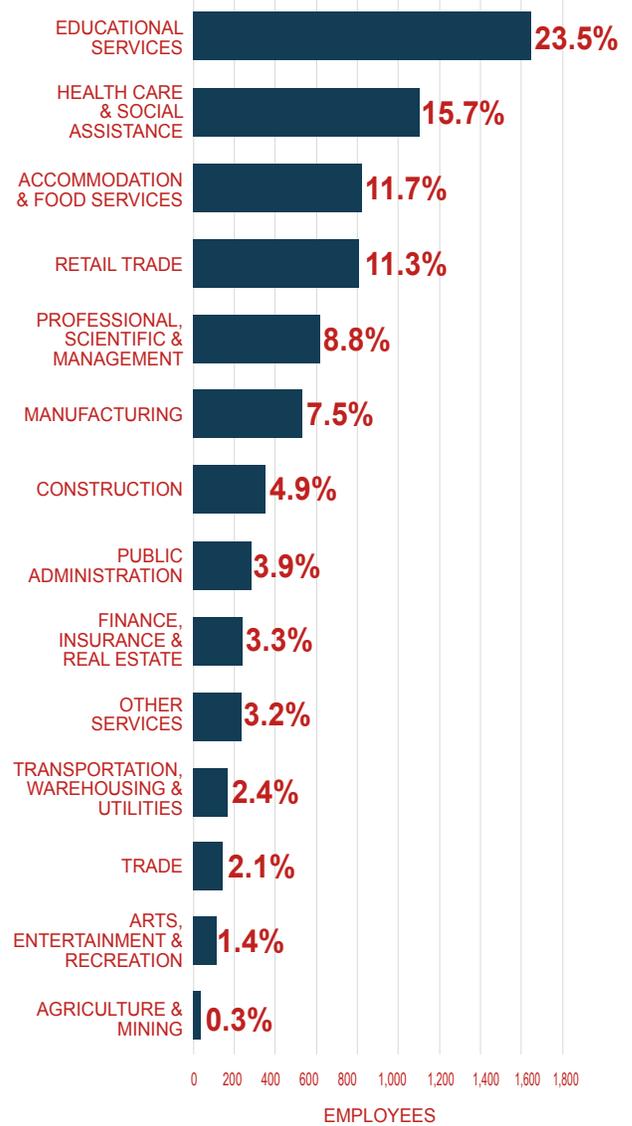
Major Employers

Source: 2017 ACS

- 1 **KRAFT HEINZ**
900 EMPLOYEES
- 2 **TRUMAN STATE UNIVERSITY**
759 EMPLOYEES
- 3 **A.T. STILL UNIVERSITY**
703 EMPLOYEES
- 4 **KIRKSVILLE R-III SCHOOL DISTRICT**
453 EMPLOYEES
- 5 **NRMC**
438 EMPLOYEES
- 6 **HY-VEE FOOD STORE**
326 EMPLOYEES
- 7 **WAL-MART**
302 EMPLOYEES
- 8 **PREFERRED FAMILY HEALTHCARE**
217 EMPLOYEES
- 9 **SODEXO**
215 EMPLOYEES
- 10 **MENARDS**
200 EMPLOYEES
- 11 **CHARITON VALLEY ASSOCIATION**
195 EMPLOYEES
- 12 **CITY OF KIRKSVILLE**
166 EMPLOYEES
- 13 **KIRKSVILLE MANOR CARE CENTER**
118 EMPLOYEES
- 14 **THE PINES**
103 EMPLOYEES
- 15 **HOME DEPOT**
100 EMPLOYEES
- 16 **HOLLISTER, INC.**
98 EMPLOYEES
- 17 **ADAIR COUNTY**
97 EMPLOYEES
- 18 **CENVEO**
60 EMPLOYEES
- 19 **MOBERLY AREA COMMUNITY COLLEGE**
56 EMPLOYEES
- 20 **COMPLETE FAMILY MEDICINE**
54 EMPLOYEES
- 21 **WIRECO WORLDGROUP**
51 EMPLOYEES

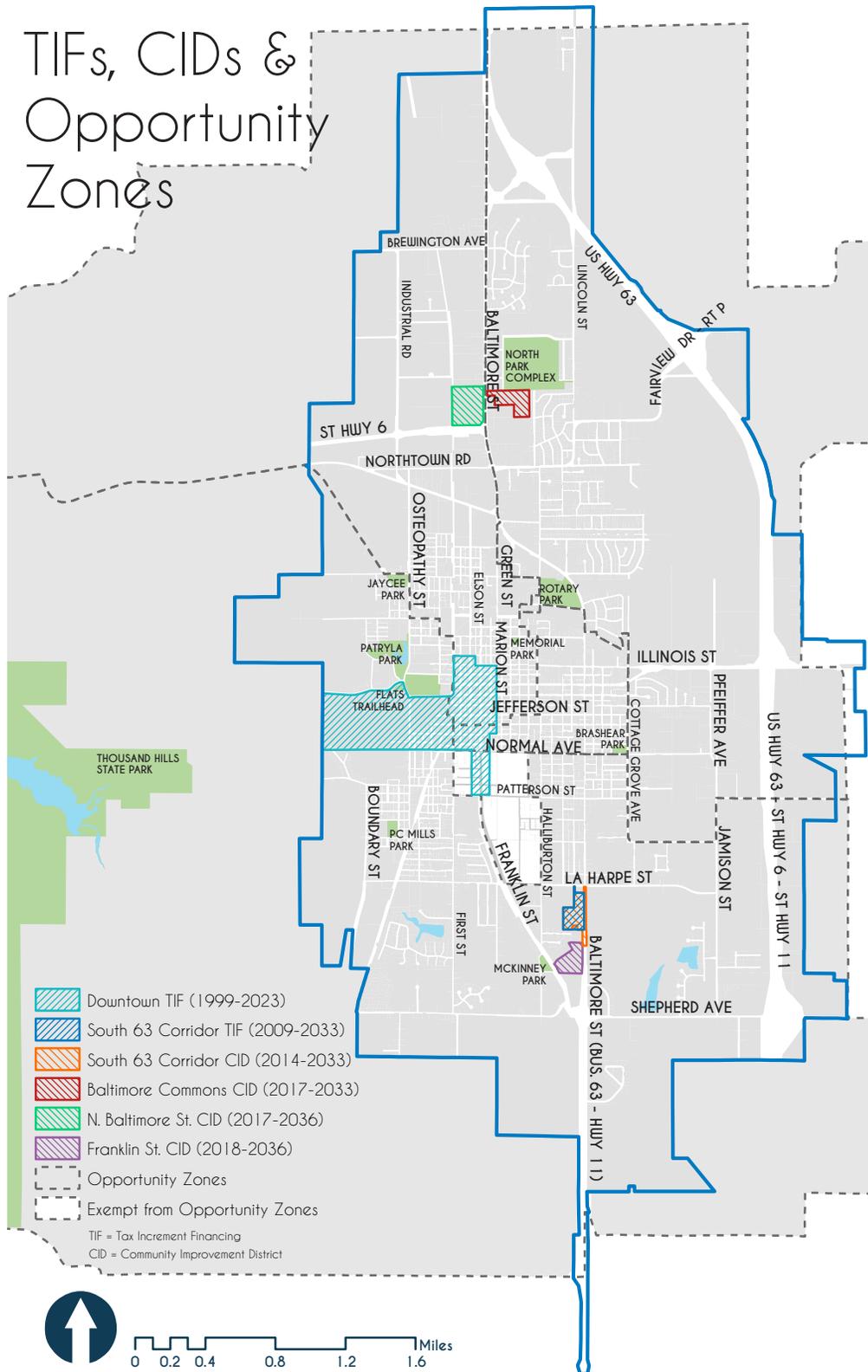
Employment Sectors

Source: 2017 ACS



KIRKSVILLE HAS 21 EMPLOYERS WITH 50 OR MORE EMPLOYEES

TIFs, CIDs & Opportunity Zones



Downtown TIF
 1999-2023
\$2,674,159
 Combined Economic Activity Taxes (EATS)

South 63 Corridor TIF
 2009-2033
\$183,450
 Combined Economic Activity Taxes (EATS)

South 63 Corridor CID
 2014-2033
 1-CENT sales tax
\$74,114 2018 sales tax generated

Baltimore Commons CID
 2017-2041
 1-CENT sales tax
\$103,845 2018 sales tax generated

N. Baltimore St. CID
 2017-2036
 1-CENT sales tax
\$19,937 2018 sales tax generated

Franklin St. CID
 2017-2036
 1-CENT sales tax
\$18,748 2018 sales tax generated



GOAL STATEMENT

Increase the community’s resilient economic base.

OBJECTIVE 1

Increase retail sales per capita to provide additional funding for City services and infrastructure.

Local retail sales are declining nation-wide as more people are shopping online. To combat this trend and increase the retail sales per capita, Kirksville must increase business, retail, and entertainment options strengthening its draw in the region. Kirksville must also preserve and celebrate its unique places, historical attractions, and community events.

Residents and visitors have many opportunities for patronage at retail businesses, restaurants, and entertainment venues within Kirksville. However, the majority of the City’s existing commercial businesses are located along commercial corridors, unevenly distributed and lacking pedestrian connections to neighborhoods. Planning retail as nodes would potentially offer one-stop-shopping options within walkable distances to more local neighborhoods.

DOWNTOWN

The Central Business District is one such area that has the potential to be strengthened as a node, with its central location, proximity to residential neighborhoods and college campuses, existing base of local businesses and services, and draw for County services. Several efforts have initiated improvements to Downtown, including the *2013 Kirksville DREAM Initiative: Downtown Strategic Plan* and the most recent *Façade Assistance Program*. Both aim to attract new retail businesses and services to fill existing vacancies.

Main Street Kirksville, established in 2019, stems from the Kirksville Downtown Improvement Committee which originated in 2002. Main Street Kirksville is well-positioned to lead efforts related to improving Downtown since they are focused on enhancing the community by creating a positive

image, encouraging economic development, and revitalizing and preserving Downtown. Additionally, they promote Downtown as an exciting place to shop, dine, live, work, be entertained, invest, and own a business.

According to Missouri Main Street Connection and the 2017 ESRI Retail Marketplace, Downtown Kirksville’s total supply (retail, food, and beverage sales) far exceeds the demand (retail potential) by over \$100,000 annually. The fact that Kirksville serves as a regional hub and destination for retail and services helps to explain why the supply exceeds the demand. The surplus provides a great benefit to the Kirksville economy and suggests that existing spending power will support new retail businesses.

Downtown Supply & Demand

Industry Summary	Supply (Retail Sales)	Demand (Retail Potential)	Surplus
Total Retail Trade	\$231,639,293	\$136,710,828	\$94,928,465
Total Food & Drink	\$26,778,155	\$14,815,395	\$11,962,760
Total Retail Trade and Food & Drink	\$258,417,448	\$151,526,223	\$106,891,225

Retailers and restaurants are exceeding the demand for retail sales, food and drink by either:

1. Attracting people from outside the trade area to shop or
2. People living within the trade area consume more than would be typically expected given their income levels.

Actual sales exceed potential sales annually by approximately \$100,000 (surplus).

Source: 2017 ESRI Retail Marketplace

TOURISM

Tourism, driven in large part by the area’s many pristine natural resources, is also a significant source of revenue generation, boosting Kirksville’s economic base. These areas provide unique opportunities for agritourism: hunting, fishing, bird watching, camping, boating, biking, hiking, and visiting wineries and farms. In fact, ‘natural areas and agritourism’ ranked second for Kirksville’s greatest strengths by respondents of the Think Kirksville 2040 Community Survey.

“Kirksville has year-round hunting & fishing”
– Outdoor Life

Kirksville’s position as a college town is also a strength. Truman and A.T. Still draw many visitors to the community each year

as families and friends visit students on campus. Annual events, hosted in town and at the NEMO Fairgrounds, attract residents and visitors to spend money in Kirksville. The Red Barn Arts & Crafts Festival in September is one of Kirksville’s largest community events, drawing upwards of 9,000 attendees and generating approximately \$495,000 in revenue each year.

Agritourism

- Kiwanis Farmers’ Market Jackson Country Connections
- Lost Branch Blueberry Farm West Winery at Jackson Stables

12,000
ACRES OF
CONSERVATION AREA

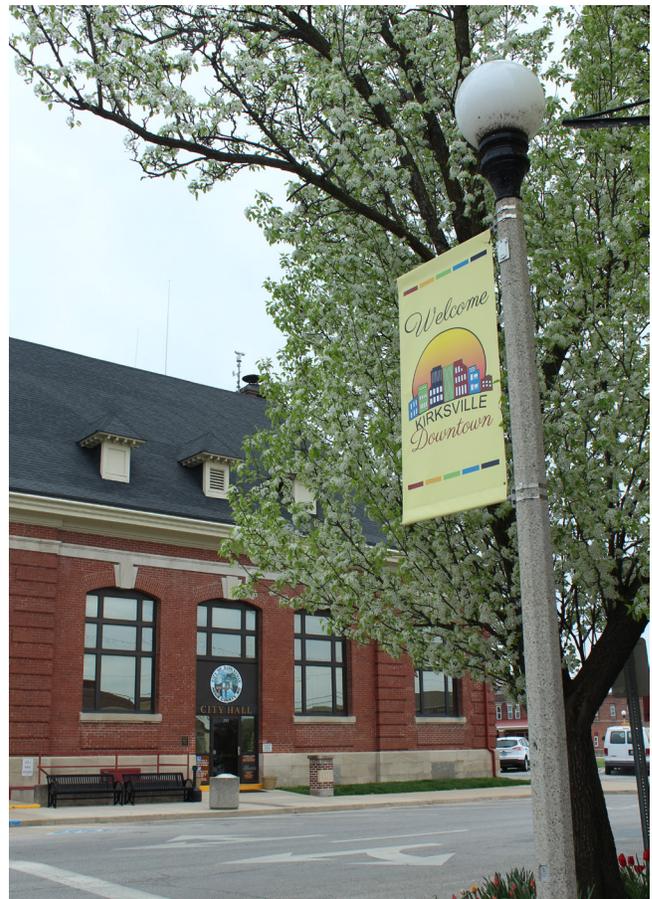
Areas for hunting, fishing, bird watching, camping, boating, biking, and hiking.

- Spur Pond fishing opportunities
- Thousand Hills State Park/Forest Lake
- Hazel Creek Lake
- #1 Whitetail Deer Town in America
- Tree City USA for 22 years



Revenue from Tourism

EVENT	ATTENDEES	REVENUE
Red Barn Arts & Crafts Festival	9,000	\$495,000
Midwest Antique Fest	4,000	\$396,000
Red, White and Blue Festival	2,000	\$173,000
Missouri Livestock Symposium	1,500	\$148,500
Young Farmers Tractor Pull	1,000	\$99,000
Great Lakes Valley Conference Track Event	500	\$99,000
Red Rock Threshers Tractor Ride	300	\$89,100
Round Barn Blues	300	\$29,700
Phi Mu Alpha Jazz Fest	200	\$19,800
Vincent Price Film Festival	150	\$14,850



STRATEGIC DIRECTION: Preserve the character and economic vitality of the Downtown to draw more people and more dollars to it.

★ 3.1.A.	Discourage certain types of businesses best suited for Downtown from developing along U.S. Highway 63. Provide incentives to locate Downtown.
3.1.B.	Support Main Street Kirksville and their efforts to attract increased patronage of Downtown businesses.
3.1.C.	Encourage Downtown business owners to modify their hours of operation to better align with when people are most likely to shop (e.g., evenings after work, weekends, holidays), increasing retail sales.
3.1.D.	Improve the physical, social, and cultural connections of Truman and A.T. Still to Downtown Kirksville and other community gathering places.
3.1.E.	Encourage local educational institutions to explore opportunities that increase their physical presence Downtown, increasing the connection of students and faculty to local businesses.

STRATEGIC DIRECTION: Build upon the strengths of the community by taking advantage of Kirksville’s strengths and celebrating its uniqueness.

3.1.F.	Partner with the Missouri Rural Enterprise and Innovation Center (MREIC) and the Kirksville Area Chamber of Commerce to identify and attract new businesses (retail and restaurants) to Kirksville.
3.1.G.	Support the development of a truck stop near U.S. Highway 63 to capitalize on additional revenue from highway traffic.
3.1.H.	Encourage the NEMO Fair Association to maintain the fairgrounds in good condition to continue to draw regional and unique events to Kirksville.
3.1.I.	Preserve natural resources to ensure the sustainability and expansion of agritourism.
3.1.J.	Partner with the Kirksville Tourism Office, Kirksville’s educational institutions, natural resource agencies, and other economic development partners to identify economic development strategies that protect and expand upon Kirksville’s existing tourism strengths.
3.1.K.	Invest in outdoor recreation to maximize potential of this strength as an economic driver.
★ 3.1.L.	Strengthen partnerships with Truman, A.T. Still, and MACC to plan and implement projects, and attract and promote unique cultural events that benefit both the City and educational institutions.
3.1.M.	Encourage businesses to have language translation available (e.g., websites, marketing, and service materials) so they can equitably offer products and services to the Spanish and French language communities.

★ **Community Identified Priority**



GOAL STATEMENT

Increase the community’s resilient economic base.

OBJECTIVE 2

Sustain the population of Kirksville by focusing on the unique quality of life the community offers residents of all ages, abilities, and backgrounds.

Historically, Kirksville has struggled to retain graduating students from the local universities. Job opportunities are limited, low-paying, or not specialized enough for new graduates, forcing them to look for employment in larger communities.

Kirksville’s population, currently 17,519, has remained relatively steady since 1990. A slight growth from increased employment opportunities at Kraft Heinz with completion of their expanded facility in 2018 was offset by declining enrollment at Truman.

SMALL BUSINESS

Kirksville has a tradition of and culture for small business. There are several services in Kirksville that provide limited support to small businesses and entrepreneurs. However, there is opportunity to expand these services to ensure that all businesses have the ability to succeed and contribute to the economic base. Strong small business development, including succession planning and mentorship programs, provides employment opportunities to support the retention of Kirksville’s youth.

NEW INDUSTRY

Kirksville has existing buildings and greenfield sites prime for industrial expansions which should continue to be marketed. Greenfield sites include both certified and non-certified land in the Industrial Park with access to existing infrastructure. The recent legalization of medical marijuana in Missouri will also provide an opportunity for additional industry through new growing and processing facilities.

STRATEGIC DIRECTION: Leverage the strong educational resources to promote Kirksville.

3.2.A.	Partner with economic development agencies to identify and attract new employers by promoting the workforce available because of trailing spouses of post-graduate students, hospital employees, and higher education faculty and staff.
3.2.B.	Work with local universities to determine what employment opportunities are drawing graduating students to other communities.
3.2.C.	Educate the community youth on local post-graduation opportunities to encourage their retention.
3.2.D.	Expand employment opportunities in the local healthcare industry for students graduating from the osteopathic and dentistry programs. Work with healthcare industry to identify strategies to fill in gaps in local service providers and specialists.

STRATEGIC DIRECTION: Support small business and entrepreneurial development.

3.2.E.	Encourage the development of a maker space to provide a collaborative and shared environment for all residents to encourage small business development.
3.2.F.	Market the Missouri Rural Enterprise and Innovation Center (MREIC) to better communicate their support services for small and entrepreneurial businesses. Provide a centralized resource for small businesses to learn about financial assistance programs.
3.2.G.	Develop a succession planning and mentorship program to connect near-retirement small business owners with potential future owners to build continuity within the community.
3.2.H.	Promote green businesses and jobs (e.g., businesses that sell environmentally conscious products and services; jobs that contribute to preserving or restoring environmental equality).
3.2.I.	Identify resources needed, which may be lacking in the community, that could aid in the physical development of businesses (e.g., architects, surveyors, engineers).
3.2.J.	Manage City regulations to ensure that the cost of doing business in Kirksville is competitive with other communities, while maintaining a high quality of life for the community.

GOAL STATEMENT

Increase the community's resilient economic base.

OBJECTIVE 3

Enhance the skills and abilities of the workforce to support economic development.

Increasing the number of residents that are highly educated and/or highly skilled creates a strong workforce, ultimately benefitting the base economy. Many rural and small communities face Brain Drain, defined as the difficulty retaining educated/trained youth as a result of them leaving for other communities with greater employment opportunities, offering higher wages, or matching specific skill sets. A highly educated and skilled workforce attracts companies and is better able to adapt to changing economy/technology. Higher education attainment combats poverty through higher earning potential and lower unemployment rates.

PUBLIC EDUCATION & TRAINING

Kirksville is known for its quality education, uniquely offering life-long learning opportunities from preschool to post-doctorate. Respondents to the Think Kirksville 2040 Community Survey ranked 'higher education' and 'K-12 schools' as the City's first and third greatest strengths, respectively.

There are five public schools and three private schools in Kirksville. The school system boasts a graduation rate of 92%, which exceeds the state's rate of 89.2%. Kirksville is also experiencing an upward trend in the number of students enrolled in K-12 in comparison to the steady decline at the state level. The Kirksville R-III School District also operates the Kirksville Area Technical Center, which provides training to individuals from high school into adulthood for job-specific competencies and technologies.

3 PRIVATE SCHOOLS
 Faith Lutheran | PK-8th
 Mary Immaculate Elementary | PK-8th
 Life Church | 1st-12th
R-III

- Kirksville Primary | PK-2nd
- Ray Miller Elementary | 3rd-5th
- William Matthew Middle | 6th-8th
- Kirksville Sr. High | 9th-12th
- Kirksville Area Tech Center | 9th-12th + adults

Source: 2018-2019, National Center for Education Statistics

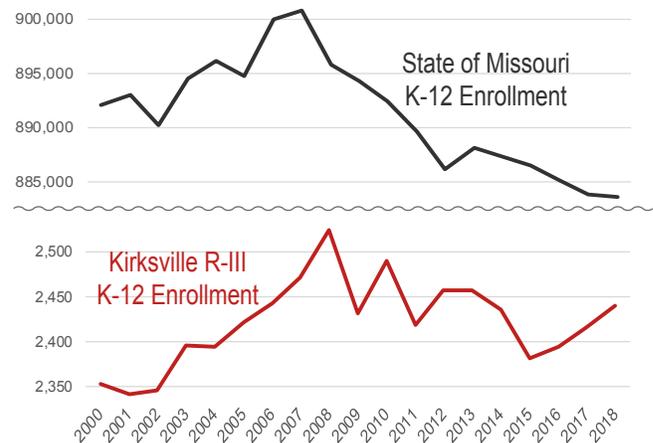
Schools

2018 GRADUATION RATE



Source: Missouri Department of Elementary and Secondary Education

Enrollment

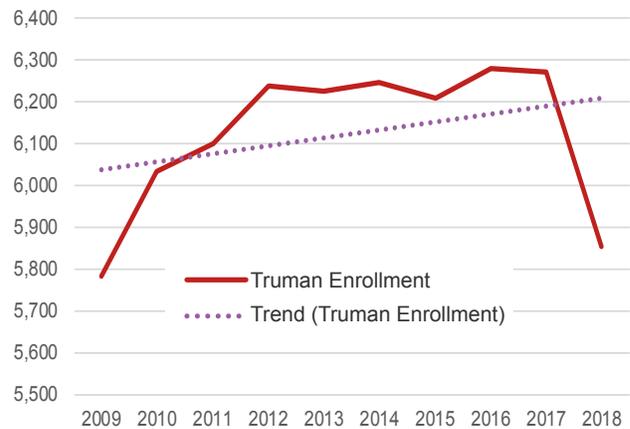


Source: Missouri Department of Elementary and Secondary Education

HIGHER EDUCATION

Kirksville is home to two universities – Truman and A.T. Still, the birthplace of the practice of osteopathy. Additionally, MACC has a satellite campus in Kirksville. The presence of these institutions helps to explain why the majority of Kirksville’s population is between the ages of 15 and 24. In 2018, there were 6,979 students enrolled in higher education programs in Kirksville.

TRUMAN STATE UNIVERSITY



Higher Education & Training

	A.T. STILL	TRUMAN	MACC	KATC
Undergrad part-time	no undergrad	13%	49%	13%
Undergrad full-time	no undergrad	87%	51%	87%
Graduate part-time	23%	28%	no graduate	no graduate
Graduate full-time	77%	72%	no graduate	no graduate
2018 Undergrad	0	5504	203	383
2018 Graduate	889	349	0	0

WORKFORCE

The U.S. Census Bureau collects workforce and employment data across the nation and defines workforce as the number of individuals 16 years of age and over. In 2017, Kirksville had a workforce of 7,228 individuals over the age of 16, and the unemployment rate was 3.7%, compared to Adair County at 5.5% and the state of Missouri at 5.8%. The U.S. Census Bureau reported 47% of the workforce living outside of Kirksville and commuting in for work, 30% living and working in Kirksville, and 23% living in Kirksville but working outside the City.

TRUMAN STATE UNIVERSITY

Degree types:

- 7 Graduate programs
- 1 Graduate Certificate in Data Science
- 132 undergraduate degrees

A.T. STILL UNIVERSITY

Degree types:

- Graduate
- 4-year medical programs and master’s degree in biomedical sciences
- Missouri School of Dentistry & Oral health added in 2013

KIRKSVILLE AREA TECHNICAL CENTER

Degree types:

- Certificate, less than Associate

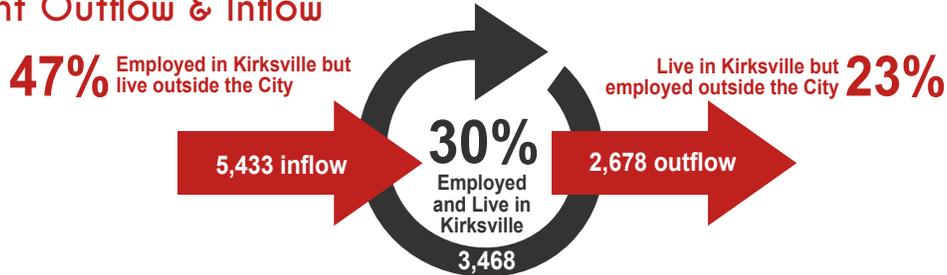
MOBERLY AREA COMMUNITY COLLEGE

Degree types:

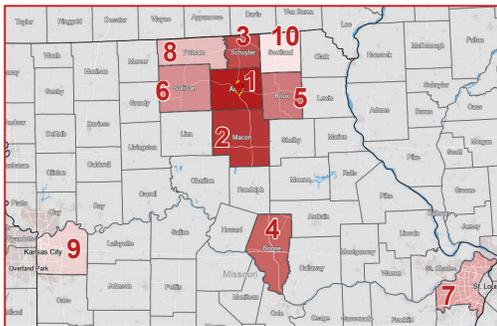
- Certificate, less than Associate
- Associate



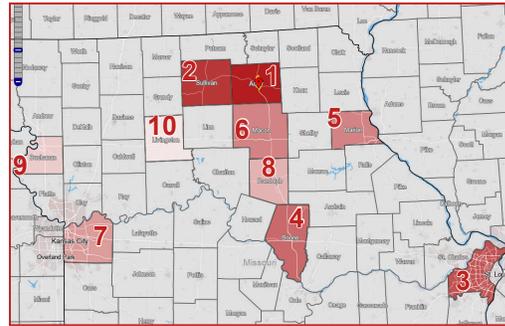
Employment Outflow & Inflow



WHERE KIRKSVILLE WORKFORCE LIVE



WHERE RESIDENTS ARE LEAVING TO WORK



The U.S. Census Bureau maps the Longitudinal Employer-Household Dynamics Origin-Destination Employment Statistics (LODES), describing geographic patterns of jobs by their employment locations and residential locations, and the connections between.

Source: 2017 U.S. Census Bureau

STRATEGIC DIRECTION: Increase the number of students coming to and staying in Kirksville.

★ 3.3.A.	Collaborate with local higher-education institutions to identify mutually beneficial methods for future recruitment and expanded enrollment. Marketing efforts should celebrate the many positives of living in Kirksville as a student and beyond (e.g., affordability, recreation amenities, community events, great City services, and the historic Downtown).
3.3.B.	Increase retention of the student population by connecting students with Kirksville business owners to improve awareness of career and entrepreneurial opportunities.
3.3.C.	Partner with the MACC and Kirksville Area Technical Center to expand workforce development and vocational training opportunities for all community members.

STRATEGIC DIRECTION: Partner with employers to identify local issues of employment.

3.3.D.	Lead workforce development conversations with major employers. (<i>K-REDI Strategic Plan 2019</i>)
3.3.E.	Partner with economic development agencies to develop business retention strategies to ensure that employment opportunities remain within the community.
★ 3.3.F.	Focus efforts on people by developing jobs that match existing skills within the Kirksville workforce or training workers to meet the labor needs of local industries.
3.3.G.	Ensure that Kirksville has adequate services to address mental health and addiction issues, to help reduce impact to employers through lost time and low productivity.

★ Community Identified Priority

GOAL STATEMENT

Increase the community's resilient economic base.

OBJECTIVE 4

Increase the prosperity of residents.

Participants of the Think Kirksville 2040 Community Survey responded that 'poverty' is the second biggest challenge for the community. Approximately 34% of Kirksville's population lives below the poverty line, which is defined as the minimum income a family needs to afford everyday necessities like food, clothing, transportation, and shelter. This number is higher than that of Adair County and the state of Missouri, with rates of 26.2% and 14.6%, respectively, partly due to the number of college-aged students living in Kirksville.

VULNERABILITY

According to the Center for Disease Control (CDC), Kirksville has a moderate overall Social Vulnerability Index (SVI). The SVI refers to the resilience of a community when confronted by external stresses on human health, stresses such as natural or human-caused disasters, or disease outbreaks. Tract level census data helps define each community's SVI. A high SVI indicates areas with the greatest vulnerability, suggesting the greatest need for support before, during, or after an emergency. A low SVI indicates areas that are more resilient during times of emergency. The northeastern portion of Kirksville seems to have the highest SVI when categorized by socioeconomic status, household composition/disability, and race/ethnicity/language. The northwest portion of the City has the highest SVI for housing/transportation. The CDC states that reducing social vulnerability can decrease both human suffering and economic loss.

Below Poverty Line

Source: 2017 ACS

KIRKSVILLE	ADAIR COUNTY	MISSOURI
34.2%	26.2%	14.6%
Under 5 6.9%	Under 5 7.8%	Under 5 9.8%
6 - 17 years 5.5%	6 - 17 years 7.7%	6 - 17 years 21.8%
18 - 34 years 73.6%	18 - 34 years 65.9%	18 - 34 years 29.4%
35 - 64 years 9.5%	35 - 64 years 13.0%	35 - 64 years 29.6%
65+ years 4.5%	65+ years 5.6%	65+ years 9.4%

UNEMPLOYMENT RATE	PER CAPITA INCOME
KIRKSVILLE 3.7%	KIRKSVILLE \$17,771
ADAIR COUNTY 5.5%	ADAIR COUNTY \$21,778
MISSOURI 5.8%	MISSOURI \$28,282
MEDIAN HOUSEHOLD INCOME	MEDIAN FAMILY INCOME
KIRKSVILLE \$27,667	KIRKSVILLE \$60,317
ADAIR COUNTY \$38,750	ADAIR COUNTY \$61,193
MISSOURI \$51,542	MISSOURI \$64,776

STRATEGIC DIRECTION: Increase the number of high paying jobs and minimize cost burdens to employees.

3.4.A.	Recruit employers that can pay wages that exceed the County average.
3.4.B.	Convene stakeholders to support the impoverished, with efforts to reduce the number of people living below the poverty line. Helping individuals in need can benefit the entire community.
★ 3.4.C.	Promote job training and opportunities for lifelong learning and career advancement.
3.4.D.	Leverage Opportunity Zones/Qualified Opportunity Funds and other available incentive programs to spur development projects throughout the community that increase resident wages and/or reduce housing costs.
3.4.E.	Encourage and support workforce diversity to ensure employment of all people regardless of age, cultural background, physical ability, race, ethnicity, religions, and gender identity.

★ Community Identified Priority



CHAPTER 4: THINK MOBILITY & TRANSPORTATION

GOAL STATEMENT

Kirksville’s multimodal transportation network safely and conveniently moves people and goods.

GENERAL CONTEXT

Residents and visitors rely on several modes of transportation to move around Kirksville – single-person vehicles, walking, biking, wheeling (e.g., scooters, wheelchairs), and public transit. Rail, bus, and air travel services allow for travel regionally and further afield. The mean travel time to work for Kirksville residents is 15.7 minutes, much lower than the national average of 26.4 minutes. Most of work commuters either drive single-person vehicles (73.7%) or carpool (13.8%). Only 6.3% report walking to work, and 0% report using public transportation.

There are approximately 133 lane miles of roads in Kirksville, of which the City is responsible for maintaining 110 lane miles. City streets are funded in part by the 1-cent General Fund Sales Tax, ¼-cent Capital Improvement Sales Tax, ½-cent Transportation Sales Tax Fund, and 75% of the ½-cent Economic Development Sales Tax Fund. Street maintenance receives funding through a dedicated sales tax that provides approximately \$1.8 million annually. There are no sunsets on any of the aforementioned sales taxes.

In 2018, Kirksville opened a City-owned asphalt mixing plant to address previous concerns of availability, expense, and quality when outsourcing asphalt for road maintenance. The plant will provide savings to the City over time while ensuring quality and availability as the City addresses street repair in the coming years.

Except within the older, established areas in the center of the City, Kirksville’s sidewalk network throughout the City is mostly incomplete. In 2008, the City initiated a ten-year program to assess and improve the pedestrian sidewalk network by dividing the City into ten separate areas to identify deficiencies and schedule improvements. The City initially funded the sidewalk improvement program at \$25,000 per year for ten years. Grants and studies, when available, provided supplemental funding for this program. Starting in 2017, the City allocated \$25,000 for fiscal years 2018 and 2019 for extending the program.

In 2019, the City adopted the *Kirksville Active Mobility Plan* (KAMP), an infrastructure project aimed at revamping the 2016 *Master Trails Plan*. KAMP will increase the accessibility and connectivity of walking and biking trails, sidewalks, bike lanes, parks, and recreational areas within the City. The plan defines Focus Corridors that utilize the existing right-of-way network

(e.g. – roads, abandoned railway, and space used for utilities) for implementation of new sidewalks, bike lanes, and walking trails to improve connectivity and focus City resources.

Supplementing City efforts, the Forest Lake Area Trail System (FLATS) was created in 2009 to support the development, use, and maintenance of trails in Adair County. This all-volunteer community-based organization has the primary goal of constructing a four-mile, paved multi-use trail connecting Thousand Hills State Park to the City of Kirksville. The FLATS organization has collaborated with the Missouri Department of Natural Resources, Thousand Hills State Park, Adair County, and the City of Kirksville. Additionally, the City, FLATS, and A.T. Still partnered to create the FLATS trailhead. The initial phase within Thousand Hills State Park was completed in December 2015. A Recreational Trail Program Grant will support funding for the construction of the remaining two phases of the FLATS initiative.

Under a 2013 Missouri Foundation for Health grant, *Get Active Kirksville*, the City developed, but did not adopt, a Complete Street policy. The policy *Livable Streets* established purpose, defined terms, applicability, guiding principles, and context for the development of complete streets in Kirksville. This policy and design approach allows the City to define what constitutes a complete street, where and when they should be implemented, and why they are needed.

The Airport and Transportation Commission is responsible for recommending policies, rules, legislative initiatives, and other actions that will enhance the aviation, rail, highway, local street, public transportation, and traffic control networks which serve the Kirksville area.

LANE MILES & HIGHWAYS

133 STREET MILES



2016 TRAFFIC COUNTS:

- US Hwy 63 (6.5 miles) = 8,000 vehicles per day
- MO Hwy 6 (6 miles) = 16,000 vehicles per day
- MO Hwy 11 (5 miles) = 6,000 vehicles per day

GOAL STATEMENT

Kirksville’s multimodal transportation network safely and conveniently moves people and goods.

OBJECTIVE 1

Improve regional transportation connections for all modes of travel.

Kirksville serves as a regional destination for northeast Missouri and parts of southern Iowa. Ensuring the efficiency and capacity of Kirksville’s local and regional connectivity is essential to support the amount of desired growth. Strong regional connectivity makes it easier for people who live in surrounding communities to make more frequent visits to Kirksville.

HIGHWAY

Kirksville is connected to the region by east-west MO Highway 6 and MO Highway 11. U.S. Highway 63 connects Kirksville to Iowa to the north, and Macon, Missouri to the south, providing access to the east-west U.S. Highway 36 that connects northern Missouri to Illinois and Kansas. U.S. Highway 63 was once routed through the middle of town, coming from the south along Franklin Street and continuing through Downtown northward. Before 1957, Baltimore Street was widened between La Harpe and Cottonwood Streets and extended beyond those cross streets to give U.S. Highway 63 a new route on Baltimore Street. In October 2010, U.S. Highway 63 was rerouted once again with an alternate route around Kirksville, with Business Highway 63 remaining along Baltimore Street.

and decommissioned in 1982. The second rail line was the north-south Wabash Railroad, connecting Des Moines, Iowa to St. Louis, Missouri. This rail line was closed in 1992 and removed in 1995. The infrastructure and right-of-way for these rail lines has created disconnect in the current road network in various places throughout Kirksville.

La Plata, Missouri, located about fourteen miles south of Kirksville, is the closest rail line location, servicing Burlington Northern Santa Fe (BNSF), one of the nation’s busiest freight lines. The BNSF rail line also provides Amtrak passenger service, allowing Kirksville residents once-daily trains to both Chicago and Kansas City.

RAIL

Two rail lines once ran through the City of Kirksville. The Chicago, Burlington, and Quincy (CBQ) Railroad connected east-west to what is now the Union Pacific Railway. The CBQ rail line was acquired by Burlington Northern in the 1970s

BUS & AIR

The City of Kirksville is also connected regionally by Greyhound bus service, which has daily north and southbound routes. Additionally, the Kirksville Regional Airport offers three daily flights to and from St. Louis Lambert Airport via Cape Air.

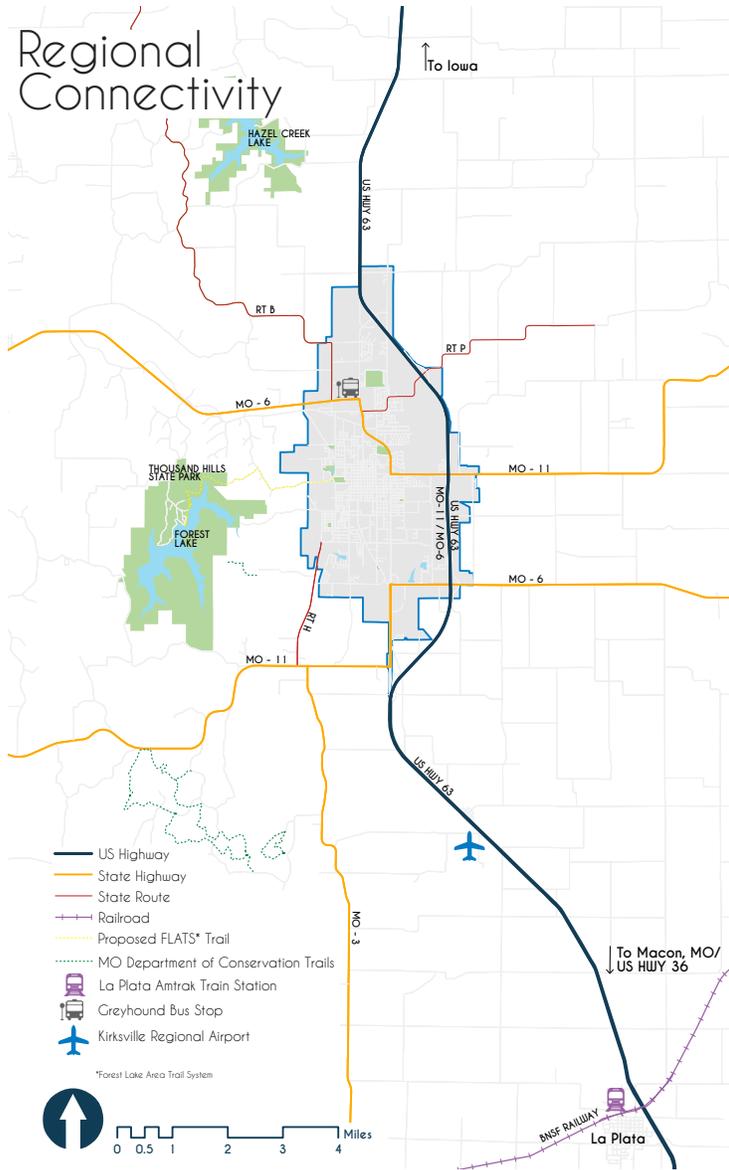
STRATEGIC DIRECTION: Strengthen regional transportation access to employment centers and attractions for all modes of travel.

4.1.A.	Identify funding sources for substantial improvements to the Kirksville Airport Terminal, and ongoing runway maintenance. (<i>Comprehensive Plan 2014</i>)
4.1.B.	Explore the feasibility to expand airport passenger service to include daily flights to other regional destinations.
4.1.C.	Leverage the airport to expand the shipping and logistics industries.
4.1.D.	Explore connecting local trails to the regional trail network to offer access to bike routes such as the <i>Way of American Genius Bicycle Route</i> on U.S. Highway 36.
4.1.E.	Improve U.S. Highway 63 north of Kirksville toward Iowa with passing lanes.
4.1.F.	Promote the existing taxi and OATS bus services for regional transportation options.

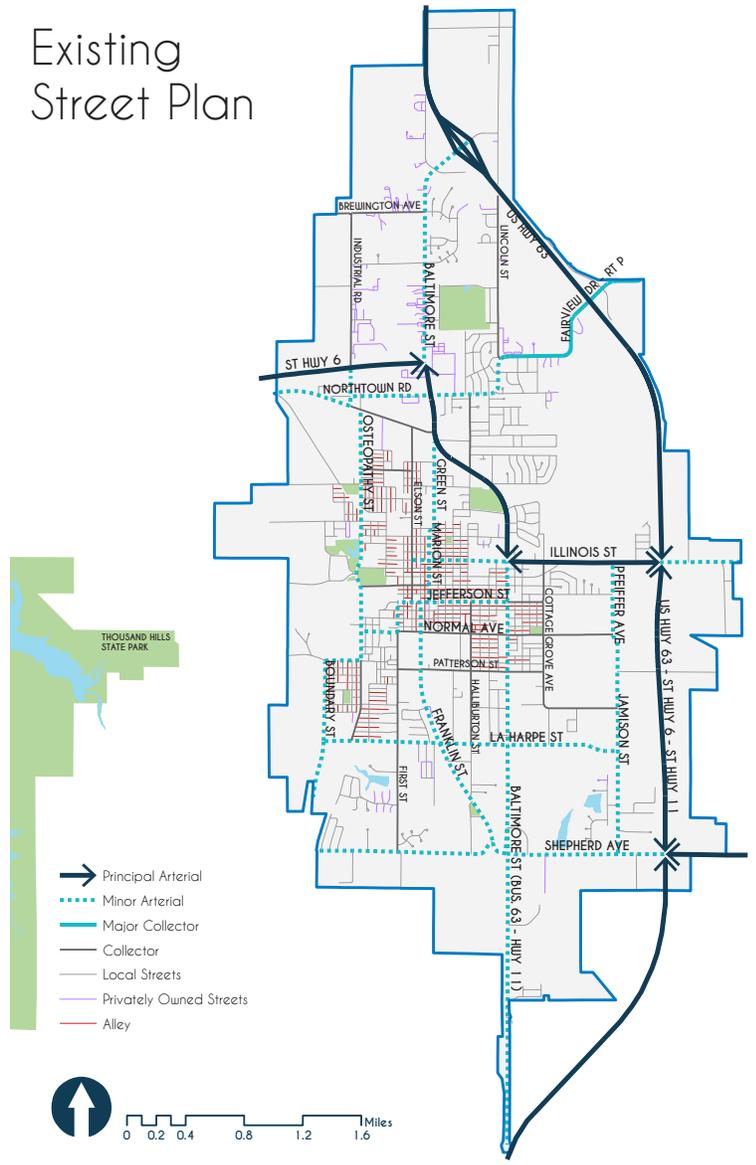


★ Community Identified Priority

Regional Connectivity



Existing Street Plan



GOAL STATEMENT

Kirksville’s multimodal transportation network safely and conveniently moves people and goods.

OBJECTIVE 2

Provide a more complete and accessible multimodal transportation system.

A complete multimodal transportation network that offers choice and accessibility is essential for Kirksville’s residents and visitors and builds resiliency, allowing the community to adapt to future changes. Healthy communities provide multiple modes of transportation to serve residents of all ages and abilities.

SIDEWALKS

Kirksville has an incomplete sidewalk network, limited availability for rideshare services such as Uber and Lyft, and areas of non-compliance with Americans with Disabilities Act (ADA) standards. These present significant barriers to accessing shopping, services, and community amenities for many neighborhoods throughout the City. With 9.5% of Kirksville’s households not having access to a vehicle and 10.9% of the non-institutionalized population having a physical disability, these barriers pose a real issue of choice and equitable access.

KIRKSVILLE ACTIVE MOBILITY PLAN

With the newly adopted *Kirksville Active Mobility Plan* (KAMP) and the ongoing sidewalk improvement program, efforts have been made by the City to address issues of maintenance and connectivity of the pedestrian and bicycle systems.

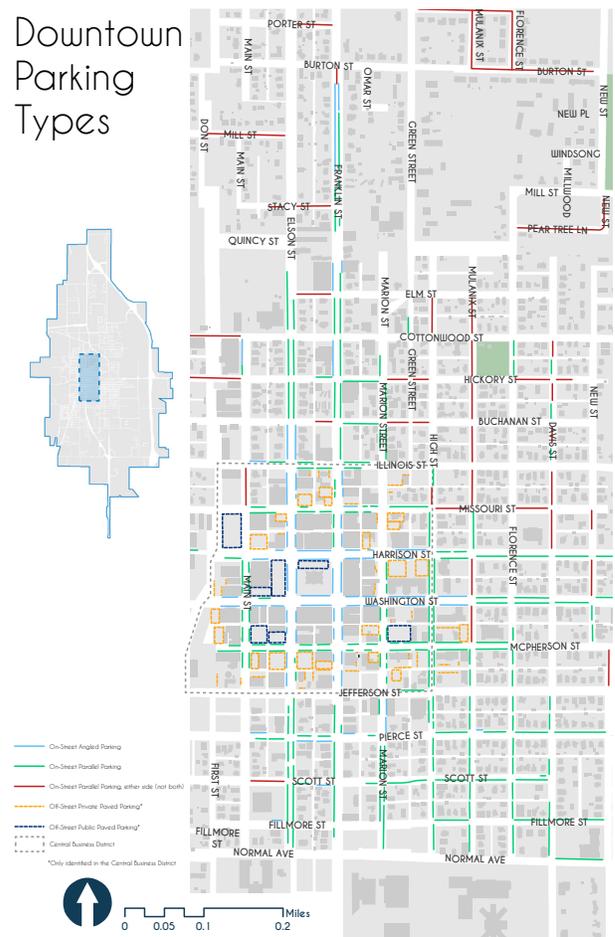
PUBLIC TRANSIT

While there are transportation choices within Kirksville, they are limited. Kirk-Tran is the City’s public transit service and a cooperative effort between the City of Kirksville, Older Adults Transportation Service Incorporated (OATS), the Regions II Council for Developmental Disabilities, and Adair County SB40. Kirk-Tran operates both a Demand Response System and a Deviated Fixed Route. The Demand Response System provides point to point transportation to riders that schedule in advance through the dispatch system. This system operates from 6:00 am to 6:00 pm Monday through Thursday and 6:00 am to 9:00 pm on Friday within a 15-mile radius of downtown Kirksville. The Deviated Fixed Route system operates Monday through Friday from 7:00 am to 6:00 pm and Saturday from 9:00 am to 3:00 pm and allows riders to schedule a pick-up or drop-off service at any location within 3/4 of a mile from the bus route. Kirk-Tran is not currently a viable option for all potential riders. The existing route doesn’t serve all areas of the City and, it takes too long to transport passengers to desired destinations.

PARKING

Currently, the predominant transportation mode is the single-person vehicle, which has been supported and encouraged by traditional planning of the past. For example, the Central Business District, which is within a comfortable walk from many neighborhoods, offers 1,468 parking spots, between on-street parking spots and public/private surface lots.

Downtown Parking Types



Bike & Pedestrian Infrastructure



9.5 miles

KAMP aims to add 30 miles

Kirksville Active Mobility Plan (KAMP) is a recently adopted long-range pedestrian and bicycle master plan.

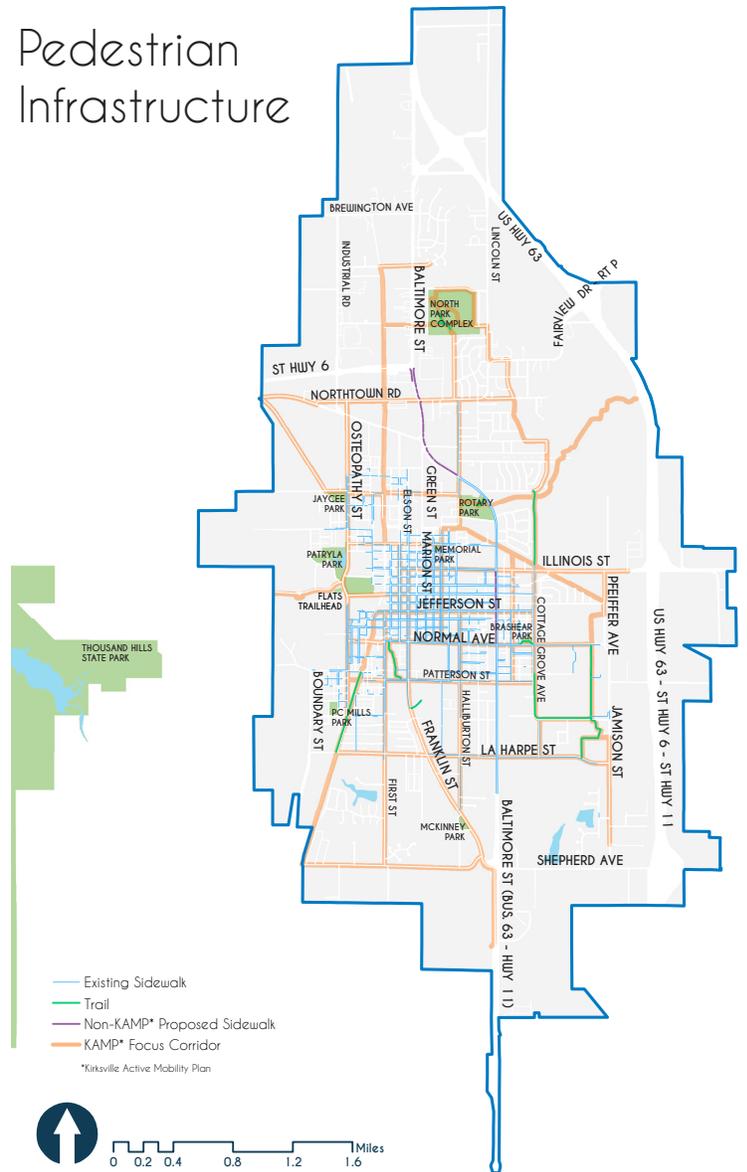
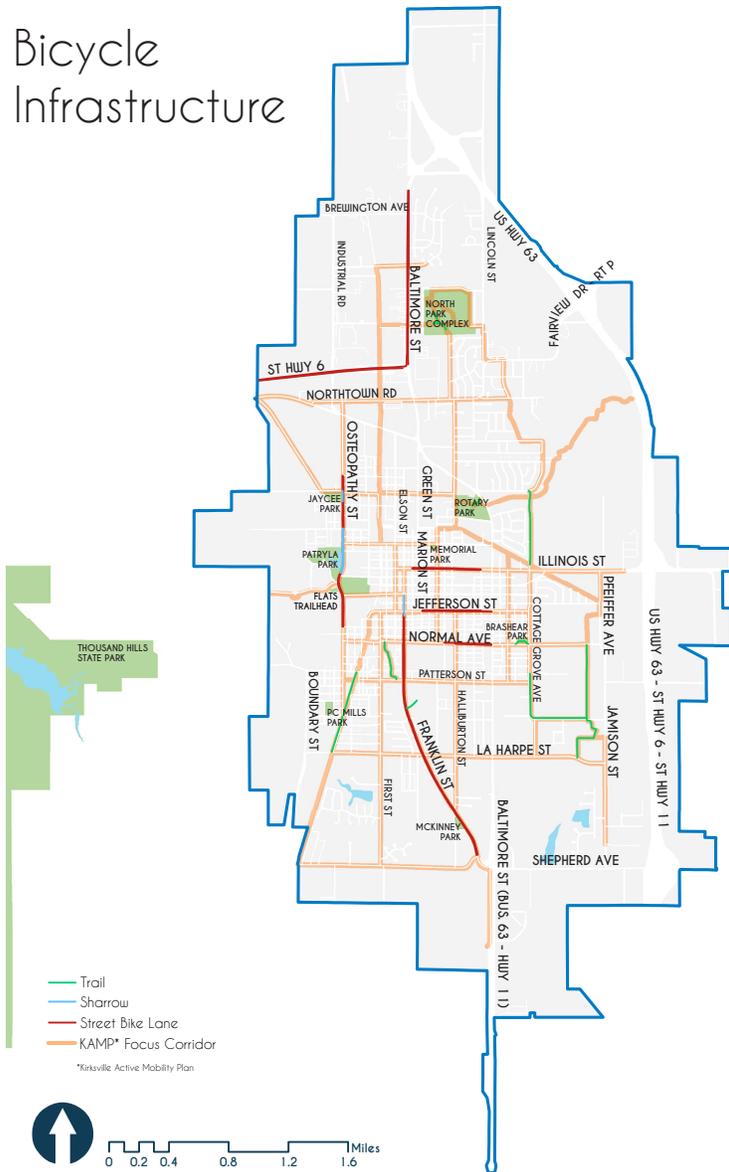
51.4 miles

KAMP aims to add 5.7 miles

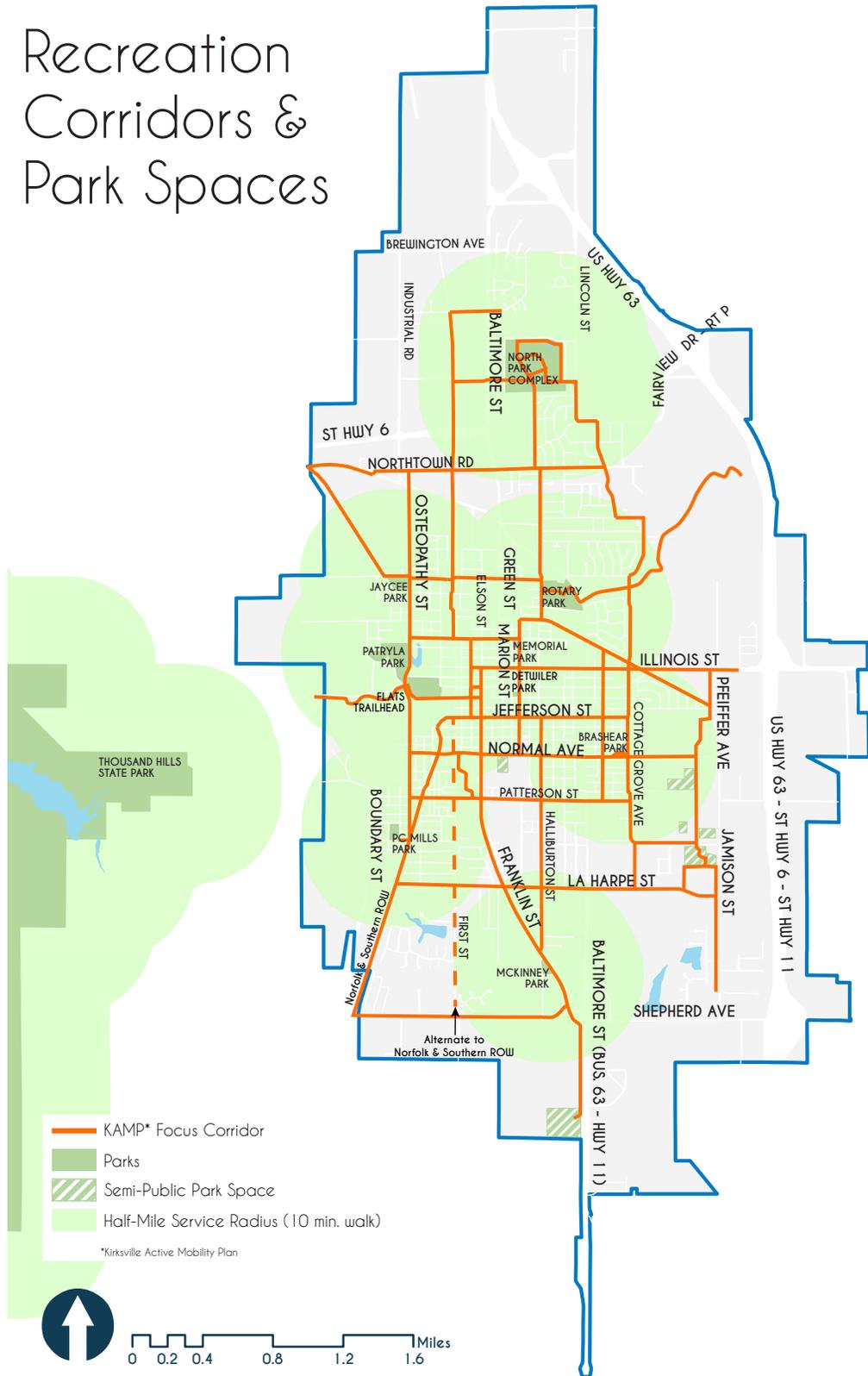


Bicycle Infrastructure

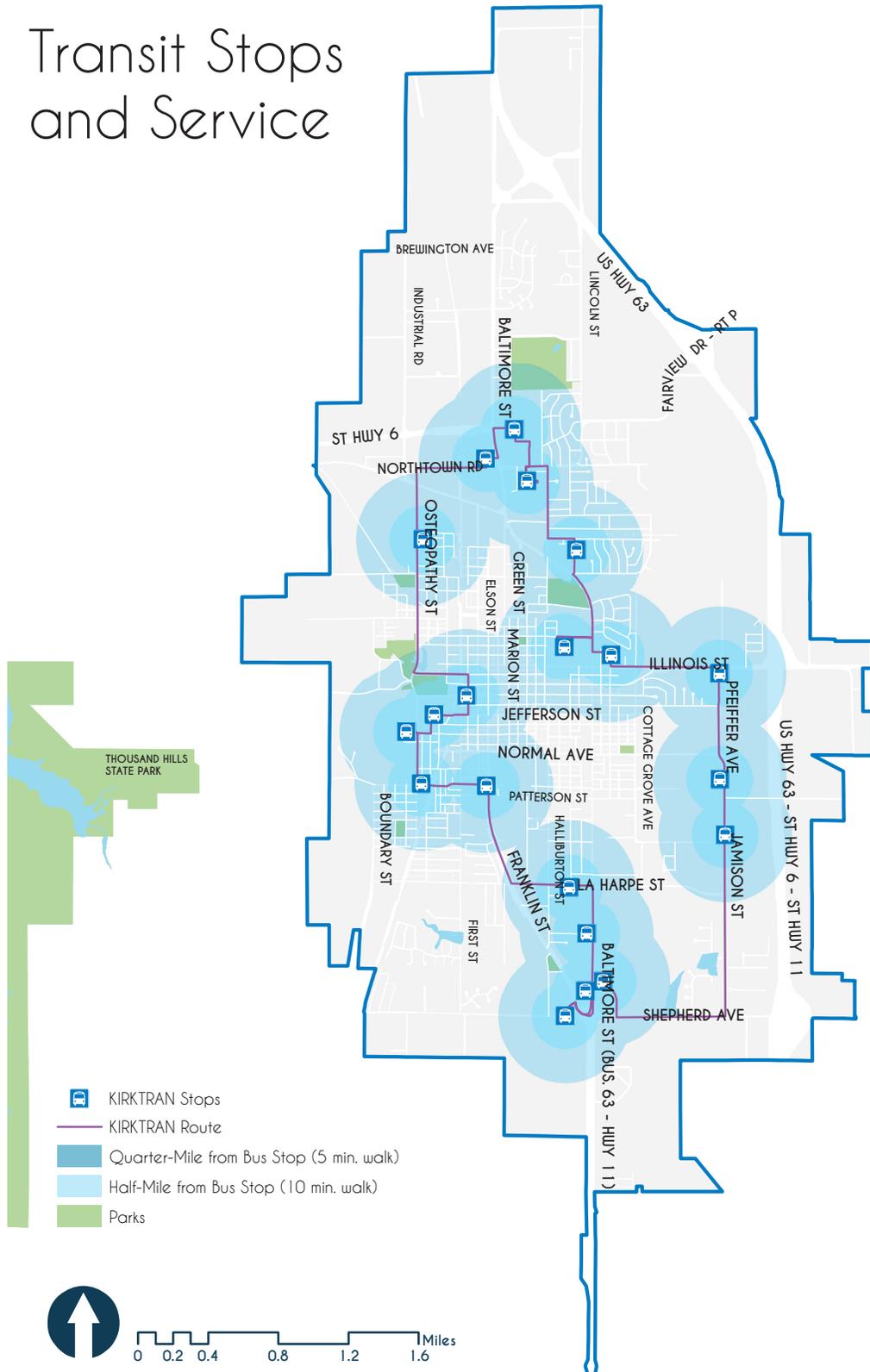
Pedestrian Infrastructure



Recreation Corridors & Park Spaces



Transit Stops and Service



STRATEGIC DIRECTION: 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.

4.2.A.	Increase public awareness of alternative modes of transportation available in Kirksville and demonstrate the importance of multimodal transportation.
4.2.B.	The Downtown commercial district must accommodate many forms of transportation. (<i>Downtown Implementation Plan 1999</i>)
4.2.C.	Incorporate parking/loading stations into future commercial development/redevelopment.
4.2.D.	Increase interconnections between the hike/bike trail and the Downtown sidewalk system to shopping, education, and recreation destinations. (<i>Comprehensive Plan 2014</i>)
★ 4.2.E.	Integrate the Forest Lake Area Trail System (FLATS) plan and <i>Kirksville Active Mobility Plan (KAMP)</i> recommendations into future sidewalk and trail development to ensure city-wide connectivity.
4.2.F.	Identify strategic prioritization for sidewalk repair to follow the sidewalk improvement program and <i>Kirksville Active Mobility Plan (KAMP)</i> Focus Corridors.
4.2.G.	Ensure new streets can safely accommodate all modes of transportation and incorporate multimodal improvements when existing roads get reconstructed whenever possible.
4.2.H.	Upgrade existing and construct new sidewalks in compliance with the Americans with Disabilities Act (ADA) specifications. (<i>TEAP Study 2018</i>) Perform an ADA self-evaluation and develop a transition plan for pedestrian facilities in the public right-of-way to determine Kirksville’s current status regarding Title II requirements. Strengthen the role of the ADA Compliance Officer.
4.2.I.	Ensure that public transit routes are aligned to connect residential areas with the employment, commercial, and service nodes.
4.2.J.	Expand the transit system, offering more buses to help decrease wait times.
4.2.K.	Encourage Kirk-Tran to construct simple bus shelters and improve buses.
4.2.L.	Continue applying for local, state, and federal grants to supplement City funding and to accommodate multiple modes of transportation (e.g., sidewalks, bike lanes, and roads).
4.2.M.	Conduct a study of existing parking requirements and develop modifications to City codes to reflect updated needs based on a complete multimodal transportation network. This effort will support the needed infill development in more-established neighborhoods.
4.2.N.	Strengthen the pedestrian connection between nearby activity nodes and neighborhoods by improving sidewalks and crosswalks.
4.2.O.	Fill sidewalk and trail infrastructure gaps to improve the connectivity of the pedestrian and bicycle networks with priority for the <i>Kirksville Active Mobility Plan (KAMP)</i> , and explore funding opportunities.
4.2.P.	Preserve and develop the railroad right-of-way into a bicycle and pedestrian trails and infrastructure.
4.2.Q.	Continue to require developers to build infrastructure to promote walkability, especially pedestrian connections to commercial districts, recreation, and community services.

STRATEGIC DIRECTION: Plan the City’s road network to be a more complete grid system.

4.2.R.	Align New and Halliburton Streets to provide a third continuous north-south corridor, to help alleviate traffic congestion along Baltimore Street. Explore possibilities for connection locations.
4.2.S.	Pursue a Traffic Engineering Assistance Program (TEAP) application to evaluate the development of an alternate east-west connection for MO Highway 6 between the western City limits and U.S. Highway 63.
4.2.T.	Evaluate capacity improvements to the industrial park from U.S. Highway 63 and MO Highway 6.
4.2.U.	Require developers to adhere to the <i>Master Street Plan</i> when planning and constructing street networks with new development.
4.2.V.	Align new streets, whether infill or in planned developments, with the City’s existing road network grid structure to provide clear and efficient navigation throughout the community.
4.2.W.	Conduct studies as needed to determine the feasibility of expanding the street network in adherence to the <i>Master Street Plan</i> to ensure connectivity.
4.2.X.	Secure funding through grants and sales tax, while utilizing the City-owned asphalt plant to ensure long-term maintenance of the existing City street infrastructure.

★ Community Identified Priority

GOAL STATEMENT

Kirksville’s multimodal transportation network safely and conveniently moves people and goods.

OBJECTIVE

3

Reduce crashes and accidents for all modes of transportation.

Proper planning, funding, implementation, and maintenance of infrastructure reduces crashes for all modes of transportation, improving overall safety. Safe communities help reduce costs to City management and emergency services.

INJURIES & FATALITIES

According to vehicle volume data collected by the Missouri Department of Transportation (MoDOT), the Annual Average Daily Traffic (AADT) along Baltimore Street (BR 63) and U.S. Highway 63 have increased significantly since 2014. While the number of injury-causing vehicular accidents has decreased slightly from 63 in 2015 to 59 in 2017, the number of fatal accidents increased, with four deaths in 2017. In 2019, GeoTab ranked U.S. Highway 63 as “one of the most dangerous highways in America” and “the most dangerous highway in Missouri”.



IMPROVEMENTS

In 2019, MoDOT initiated *A Better Baltimore* – a street improvement plan along Baltimore Street between Illinois Street and Patterson Street. Construction will take place in the Summer/Fall of 2021. Improvements include road resurfacing, signal improvements, new curb and gutter, drainage structures, and sidewalk and ADA upgrades. Additionally, the City is looking to provide funding to supplement the Governor’s partnership money for improvements, including a center turn lane, along North Baltimore Street between MO Highway 6 and Brewington Avenue.

Additional improvements include traffic calming measures, which are physical improvements to street infrastructure used to improve safety for motorists, pedestrians, and cyclists. These methods can include curb extensions, converting one-way streets into two-way streets, speed bumps, raised pedestrian crossings, and changes in surface material or texture.

MAINTENANCE

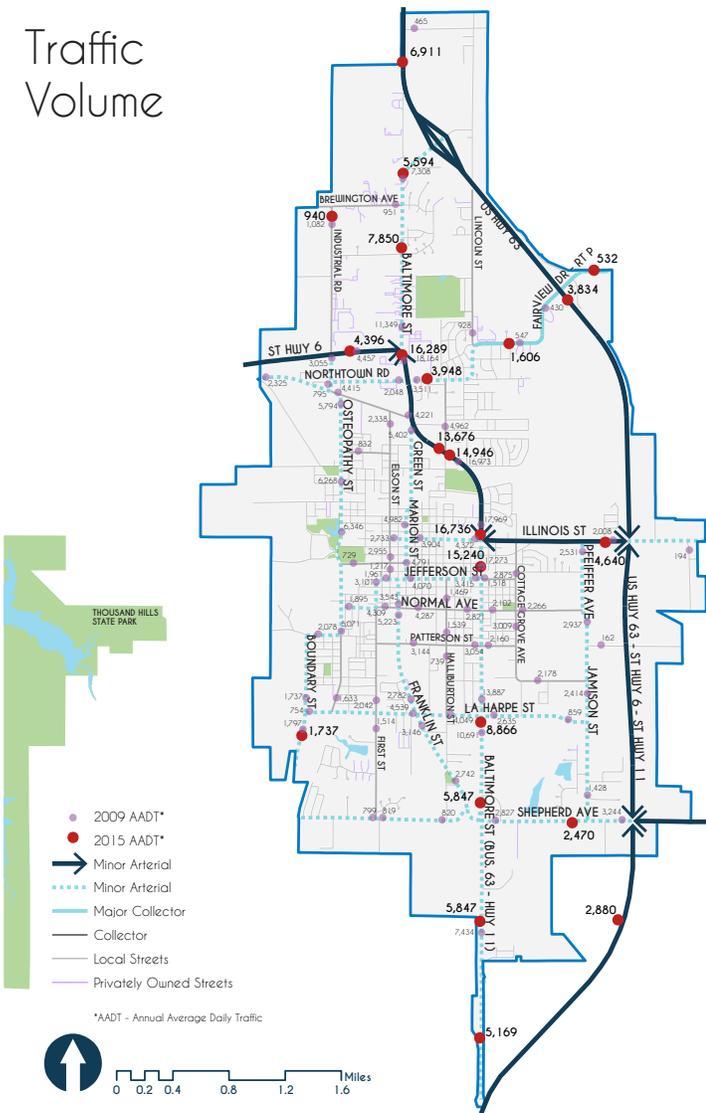
Road conditions and maintenance also impact safety. According to a complete study performed on every street in the community, the overall street pavement condition index was 57, with 100 representing the best possible condition.

SAFE ROUTES TO SCHOOL

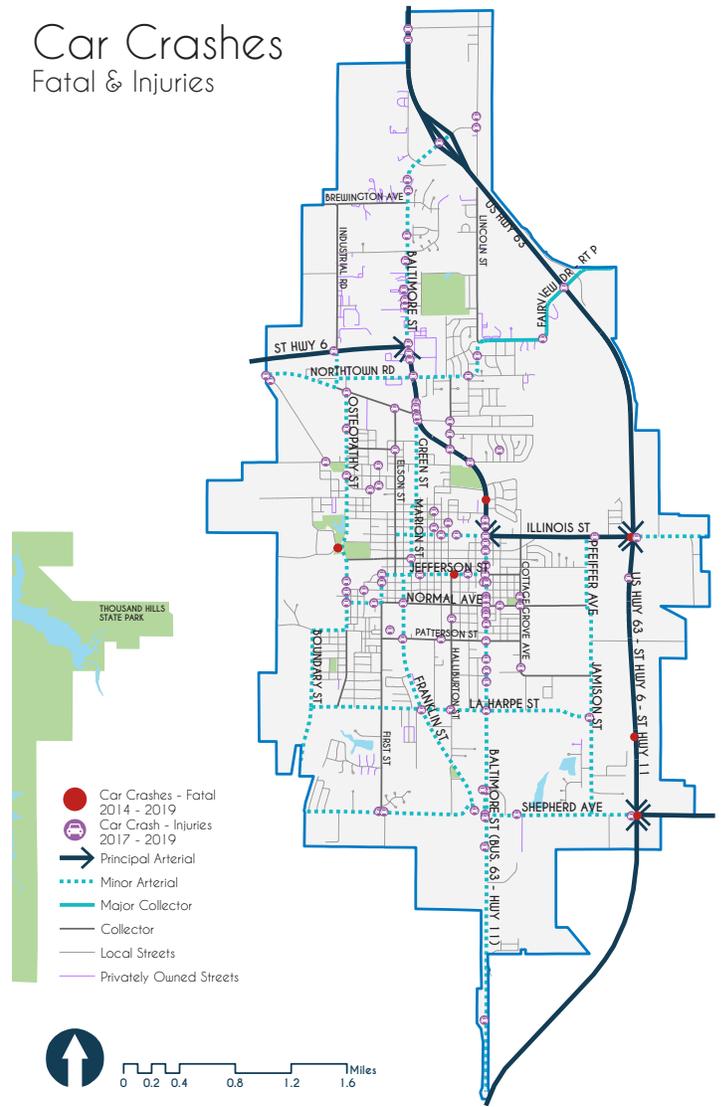
Kirksville has received several grants from the U.S. Department of Transportation as part of the *Safe Routes to School* (SRTS) program. SRTS promotes safe walking and biking to school through infrastructure improvements, enforcement, tools, safety education, and incentives. The grants afforded sidewalk infrastructure improvements near the Kirksville R-III campus. Funding also provided the opportunity to implement *The Walking School Bus* program which enlists adult volunteers to help children walk safely to school along designated routes.



Traffic Volume



Car Crashes Fatal & Injuries



STRATEGIC DIRECTION: Improve the safety of people walking and biking.

4.3.A.	Consider adopting a Complete Street ordinance to integrate with the <i>Kirksville Active Mobility Plan (KAMP)</i> .
4.3.B.	Consider the American Association of State and Highway Transportation Officials (AASHTO) standards when making improvements to existing traffic and bike lanes.
4.3.C.	Continue to support and secure funding to make safety improvements to walking and biking infrastructure on school routes for children.
4.3.D.	Work with the Missouri Department of Transportation to improve the safety of pedestrians and bicyclists crossing Baltimore Street, especially at Illinois, Jefferson, and Patterson Streets, and Normal Avenue. Evaluate the need for implementation on other residential streets that cross Baltimore Street.
4.3.E.	Maximize parkways and construct sidewalks to provide a greater buffer from street traffic when right-of-way will allow.

STRATEGIC DIRECTION: Address traffic safety concerns along major corridors, including U.S. Highway 63.

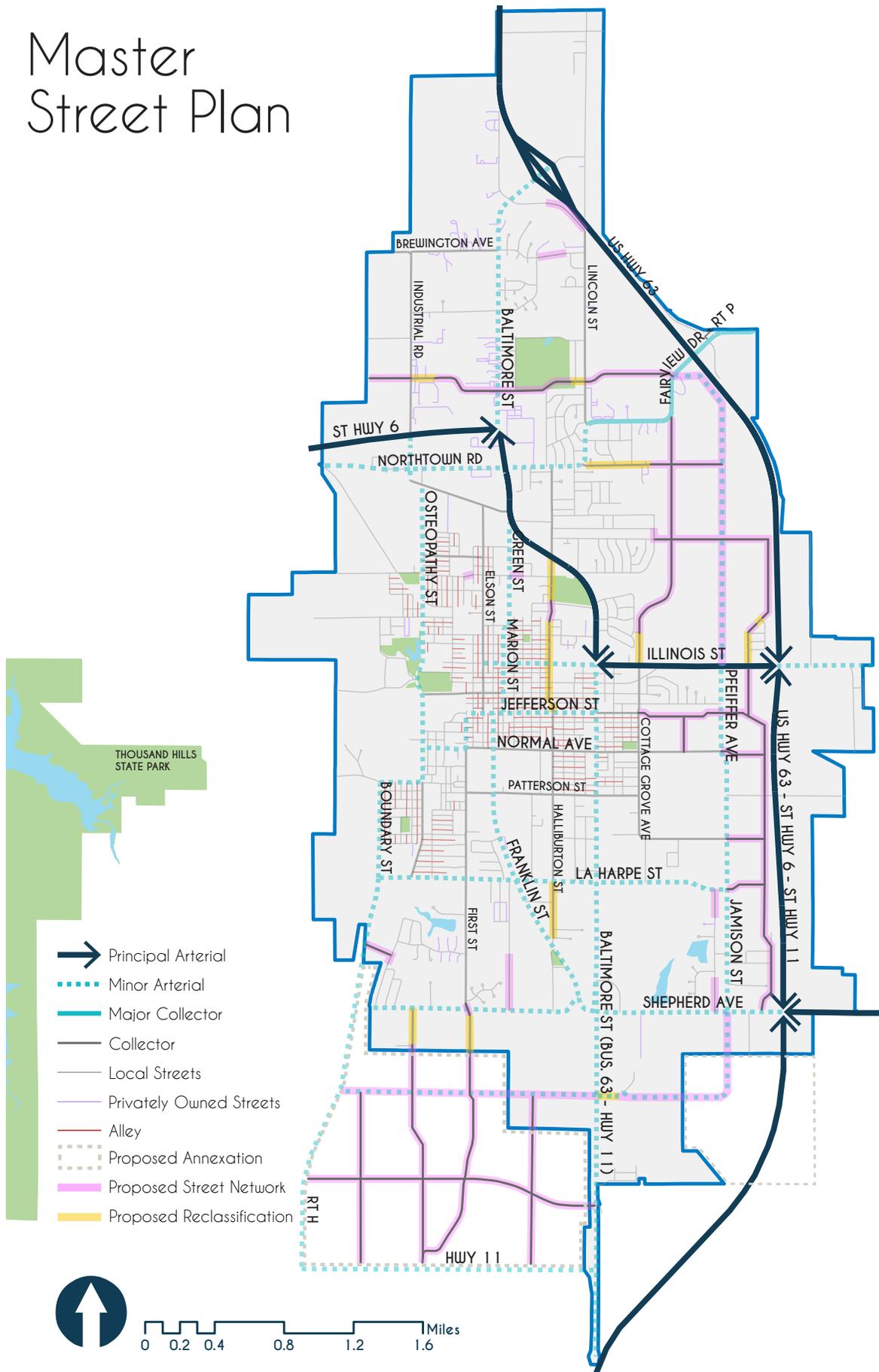
4.3.F.	Establish access management policies/standards for City-owned streets based on functional classification.
4.3.G.	Strengthen the existing internal east-west MO Highway 6 route (MO Highway 6/Baltimore Street/Illinois Street) by increasing capacity and managing traffic flow utilizing best-practice improvements such as turn lanes, traffic signaling, and access management.
4.3.H.	Develop an access management plan for Baltimore Street, in partnership with the Missouri Department of Transportation and in conjunction with <i>A Better Baltimore</i> , to reduce the number of accidents caused by cars entering or exiting the traffic way.
4.3.I.	Partner with the Missouri Department of Transportation to study congestion mitigation on Baltimore Street south of Illinois Street.
4.3.J.	Study whether traffic calming is needed on Jefferson Street, Patterson Street, and Normal Avenue.
★ 4.3.K.	Continue to support the completion of the Missouri Department of Transportation's <i>A Better Baltimore</i> project to improve safety along Baltimore Street for all modes of transportation.
4.3.L.	Educate drivers and provide enforcement of new traffic patterns and routes for completed and planned road improvement projects. Continue to provide street project updates through the annual streets report.
4.3.M.	Develop and implement a methodology for street naming and numbering consistency.
4.3.N.	Continue to work with the Missouri Department of Transportation to address safety concerns along U.S. Highway 63 at major intersections.

★ Community Identified Priority

MASTER STREET PLAN

The following *Master Street Plan* was developed to guide future growth related to the street infrastructure and network. The plan accounts for realignment of existing streets, reclassification of existing streets based on anticipated growth and development, infill of existing street network gaps, and planning for new streets as land is subdivided and developed that follow the grid network in Kirksville. New streets and public improvements are to comply with the City's *Master Street Plan* and other Comprehensive Plan objectives and strategies.

Master Street Plan





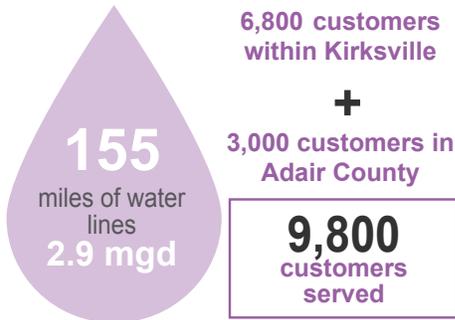
CHAPTER 5: THINK INFRASTRUCTURE & PUBLIC FACILITIES

GOAL STATEMENT

Maximize reliable and sustainable infrastructure and public facilities for future generations.

GENERAL CONTEXT WATER

The City of Kirksville owns, operates, and maintains a water treatment plant and associated infrastructure to supply water to nearly 6,800 customers with the City, and another 3,000 customers in greater Adair County at a rate of 2.9 million gallons each day. There are over 155 miles of water lines, over 100 miles of sewer mains, and over 70 fire hydrants in Kirksville that are serviced by Kirksville’s Utilities Division. Water lines vary in width from 2 to 16 inches. The City has a program to replace approximately five miles of water main annually, starting with upgrading lines less than six inches, of which there is only one line left that is two inches and four lines that are four inches.



Infrastructure pumps and carries water from the Forest and Hazel Creek Lakes six to seven miles to the plant. A raw water pond stores it until ready for treatment. The average Kirksville consumer uses 125 gallons of water per day. As a community, Kirksville uses approximately 2.4 million gallons of water per day in an average month, out of the at least three million gallons of water available daily. The City maintains a pressure of 40 to 60 pounds per square inch (psi) throughout the distribution system, which exceeds the Department of Natural Resources’ mandate to maintain pressure above 20 psi. This requirement ensures water pressure levels are sufficient to fight fires and to accomplish other tasks that require higher water pressure.

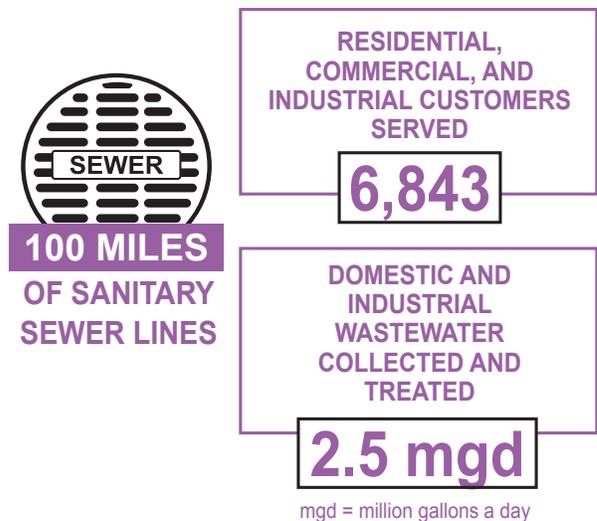
Kirksville maintains various storage areas to ensure preparedness for a water shortage or other water-related emergency. The City’s raw water pond stores about two

days of untreated water, while the above-ground tank and four water towers store approximately 4.5 million gallons of clean water. The City regulates water usage in specific emergencies. Some provisions are voluntary, and some are requirements, depending on the level of emergency. Businesses are required to have emergency water usage plans.

Kirksville’s *Annexation Policy*, adopted in 2009, states that water service connections are to be provided only to residents and businesses within City limits. However, the City currently provides water and sewer service to approximately 3,000 customers in unincorporated Adair County. New customers cannot be added outside of the City’s limits without evaluation and consideration of annexation.

WASTEWATER

Kirksville maintains a wastewater treatment system that consists of over 110 miles of gravity sewers ranging from 8 to 42 inches in diameter, 18 lift stations (one of which is maintained by the water treatment plant), and 4.9 miles of forced mains. Each lift station has at least two pumps, and some stations have a basin that can hold excess wastewater should there be an emergency. The plant currently treats an average of two million gallons of water per day, with the capacity to treat up to 12 million gallons per day.



STORMWATER

In 2010 the City completed a stormwater management plan to address stormwater flooding occurring within the community. The document, *Stormwater Substantial Plan Report*, enabled by a \$2.27 million bond issue, identified and prioritized stormwater projects in eight areas with known flooding issues. The designated areas were evaluated further and divided into 21 distinct sub-areas for the development of specific recommendations. After a complete analysis, each of the projects was rank-ordered based on benefit and value, resulting in a list of the top ten individual projects for completion. The prioritized projects exceeded the bond amount established by voters in 2010. Of the initial ten projects, five are complete, one is in progress, two are ready for construction, and two remain for future completion. To maintain momentum for completing the identified projects, the City, when possible, incorporated them into larger projects and leveraged Community Development Block Grant (CDBG) funds. The City maintains one sanitary pumping station within the floodplain with a concrete overflow basin, located on Missouri Street, just east of the City limits. Any discharge flows directly to Big Creek.

ELECTRICITY

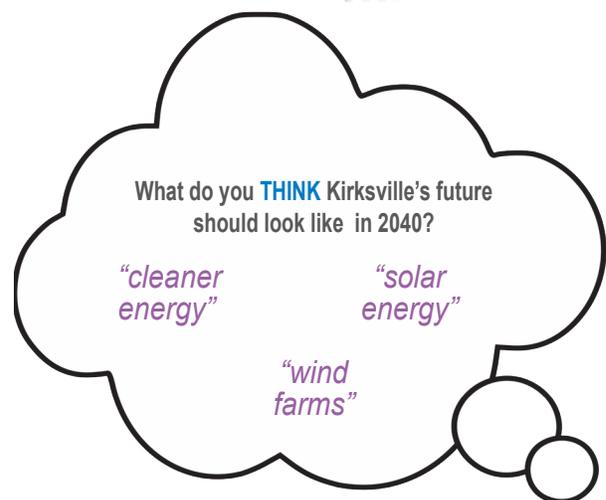
Ameren Missouri provides electric service to Kirksville residents and businesses. Ameren Transmission Company of Illinois (ATXI) recently completed the construction of the Mark Twain Transmission Project, a new 345,000-volt (345kV) transmission line of approximately 96 miles in northeast Missouri. The transmission infrastructure spans five counties within the state. This project also includes the development of a new Zachary substation southwest of Kirksville. The transmission line is on the west side of U.S. Highway 63 outside the Kirksville City limits. It lies within a 150-foot easement within which development is limited; development is allowed 75 feet from the centerline of the easement. This combined infrastructure will generate millions of dollars in economic activity and annual tax revenues. This revenue will support schools, roads, police, emergency, and social services in the five Missouri counties, including Adair County. Ameren plans to upgrade facilities on the north side of town if the expected commercial and residential growth continues.

NATURAL GAS

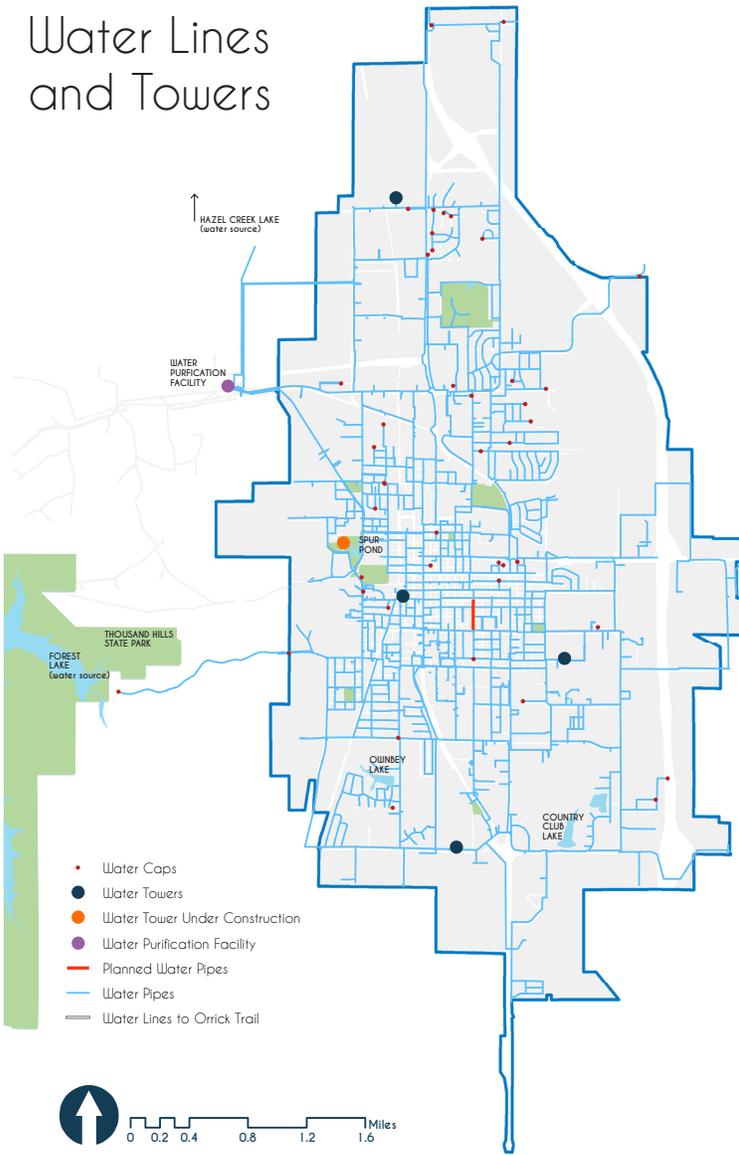
Liberty Utilities provides natural gas to Kirksville, supplied via a 6-inch one-way feed from the Iowa line. The pressure at the Kirksville distribution point is 150 psi. As of September 2019, Liberty has 4,138 residential meters, 769 commercial meters, and eight industrial meters in Kirksville. The Public Service Commission (PSC) regulates Liberty Utilities. The performance agreement between Liberty and the PSC outlines how to provide for new service, how to conduct annual maintenance on the system, and how to perform upgrades. Liberty offers 150 feet of main line and 100 feet of service line at no charge and considers additional infrastructure investments when requested for new development. Determination of investments beyond the standard offering results from an assessment of the return on investment and, ultimately, the impact of any investment on customer rates. Developers have the option to share in the cost of new infrastructure when necessary.

COMMUNICATIONS

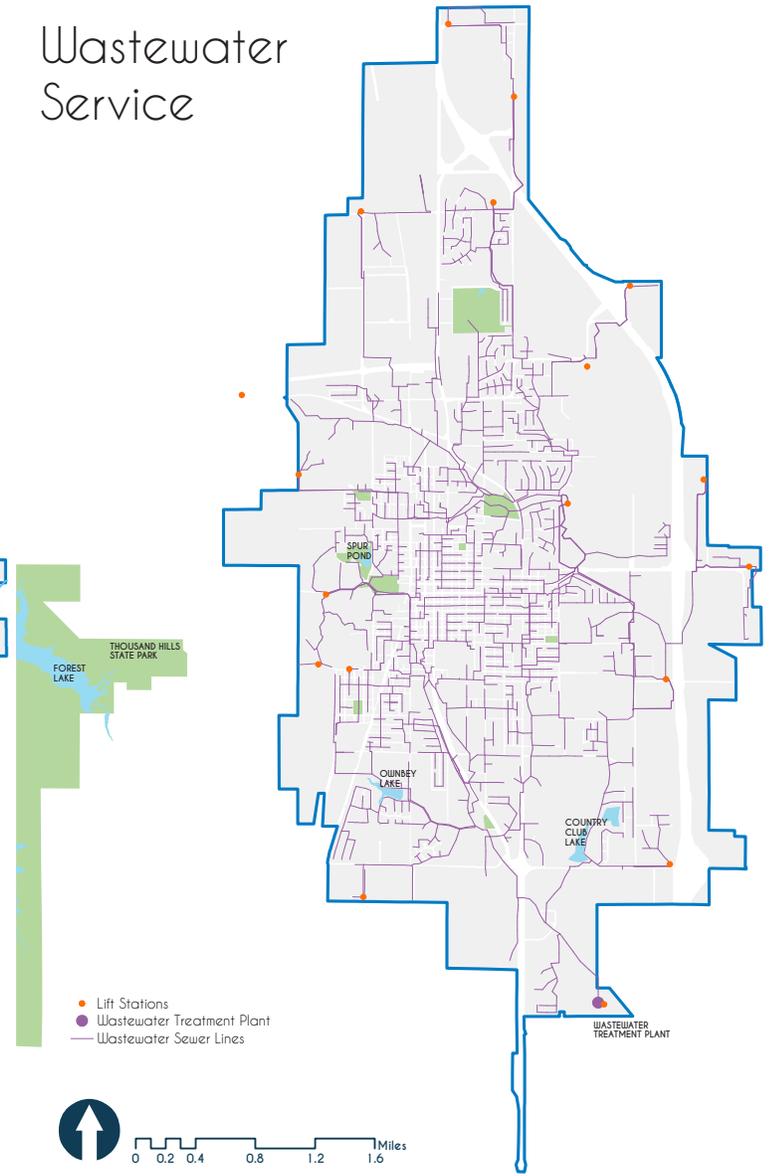
Kirksville does not have City-provided broadband connectivity. However, five companies do provide phone, internet/broadband, cable, satellite TV, and telephone services to individual residences and businesses in town and the surrounding area. Sparklight (formerly CableOne), AT&T, DirectTV, Dish Network, and Mark Twain Communications provide broadband and communications infrastructure and offer a range of services.



Water Lines and Towers



Wastewater Service



GOAL STATEMENT

Maximize reliable and sustainable infrastructure and public facilities for future generations.

OBJECTIVE 1

Improve the sustainability of infrastructure, making it more reliable, efficient, and affordable in the long run.

It is important to retrofit existing and build new infrastructure now that is able to anticipate and adapt to changes in the future, ensuring that City systems are resilient and sustainable.

ELECTRICITY

The new Ameren transmission line and Zachary substation will promote grid reliability, relieve congestion to the energy grid, and meet local energy needs.

INFRASTRUCTURE

Additionally, recent total reconstruction of the sanitary pumping station, the addition of redundant pumping capability, and the ability to connect quickly to portable generator units make overflow and unregulated discharge unlikely.



STRATEGIC DIRECTION: Evaluate existing infrastructure.

5.1.A.	Complete a Facilities Plan for the City wastewater and water systems.
5.1.B.	Evaluate Downtown alleys and consider vacating those that don't provide a service or access.
5.1.C.	Conduct a study to evaluate the number, necessity, and quality of streetlights.
5.1.D.	Determine if a water distribution loop system is needed to support future development.
5.1.E.	Consider treating wastewater at the wastewater treatment plant to reclaim effluent for use as potable water.

STRATEGIC DIRECTION: Upgrade infrastructure and facilities and incorporate planning for these improvements into the City's 5-year Capital Improvement Program (CIP).

5.1.F.	Size infrastructure to adequately serve existing and future development that increases density; balance quality of service provision with costs to Kirksville taxpayers and ratepayers. Existing infrastructure in residential neighborhoods is sized for single family homes; increasing density by redeveloping with multifamily residential requires larger sizing to accommodate the increased capacity.
5.1.G.	Continue to ensure existing streets are proactively maintained to reduce expenses in the future.
5.1.H.	Plan infrastructure maintenance, improvement, and expansion to support future growth.
5.1.I.	Continue to regulate the construction of facilities in the public right-of-way to ensure coordination between utility and City infrastructure improvements.
5.1.J.	Properly maintain existing brick streets to prolong their life and character of the neighborhoods in which they are located.



★ Community Identified Priority

GOAL STATEMENT

Maximize reliable and sustainable infrastructure and public facilities for future generations.

OBJECTIVE 2

Continue to reduce risk and property damage due to stormwater runoff and sewage backups.

Responsible planning helps to proactively mitigate damage to public and private property due to flooding. By doing so, City expenses and resources can be minimized.

CURB & GUTTER

There are multiple areas in Kirksville that currently do not have curb and gutter to help manage stormwater events. Rather, ditches are used to convey stormwater. These areas include the neighborhoods surrounding Jaycee Park near Osteopathy Street, PC Mills Park in the southwest, Brashear Park near Cottage Grove Avenue, in addition to long stretches of Franklin Street, Shepherd Avenue west of Franklin Street, and North Lincoln Street.

CAPACITY

The age, size, and condition of the combined wastewater and stormwater sewer systems also create issues of flooding. With recent development, especially on the north end of town, the system reaches capacity more frequently. This issue leads to back-ups in older neighborhoods along the main lines as wastewater and stormwater move through the City to the treatment facility. This reality hinders infill development in certain areas.



MITIGATION

The current municipal code does establish Kirksville’s eligibility to participate in the National Flood Insurance Program (NFIP). It regulates development in the special flood hazard areas and outlines standards for construction that address potential flooding and water damage.

5.2.A.	Update City maps to reflect the most current regulated floodplains to reduce and mitigate flooding.
5.2.B.	Retrofit existing neighborhoods with separated storm and sewer systems, and disconnect downspouts from the sanitary sewer system, especially in those areas that are prone to significant flooding and overflows.
5.2.C.	Require backflow prevention and pipe linings for existing neighborhoods and new construction, when needed.
★ 5.2.D.	Upgrade the sewer collection system to reduce stormwater inflow to sanitary sewers. (<i>Community Plan 2013</i>)
5.2.E.	Educate the public about ways they impact the sewer system.
5.2.F.	Add or maintain curb and gutter for all new or improved streets when practical.
5.2.G.	Improve requirements for the approval process for both residential and commercial development to include proper site surveys, grading plans, and curb cut location.
5.2.H.	Ensure the City code is updated and enforced to regulate new development within the floodplain, as required by law.
5.2.I.	Plan upgrades to the wastewater and stormwater sewer systems to address expected capacity.

★ Community Identified Priority

GOAL STATEMENT

Maximize reliable and sustainable infrastructure and public facilities for future generations.

OBJECTIVE 3

Encourage use of clean, renewable energy for residents and businesses.

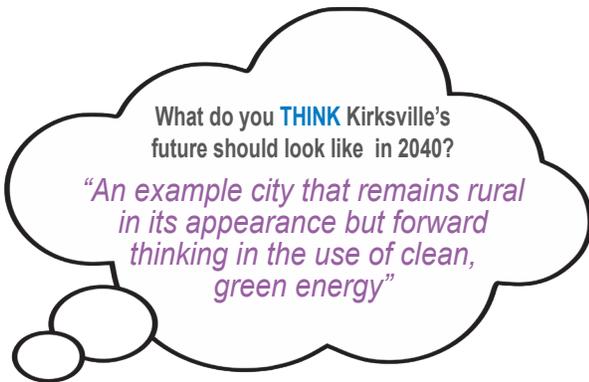
Making the transition from the reliance on traditional forms of energy to utilizing clean and renewable sources will help increase efficiency and serve great benefit to the environment by reducing pollution.

ENERGY GENERATION

In 2018, coal-fired power plants produced 73% of Missouri’s net electricity generation, consuming more coal than in any other state except for Texas. Callaway Nuclear Generating Station, Missouri’s one nuclear power plant, contributed 13% of the state’s net electricity generation. Missouri also has ten biodiesel plants with a combined annual production capacity of 212 million gallons, third largest in the nation. At the end of 2018, the state had wind power generating capacity of approximately 1,000-megawatts from 500 wind turbines.

RENEWABLE SOURCES

Ameren Missouri’s Integrated Resource Plan (IRP) is a 20-year plan that supports cleaner energy in Missouri, including major expansions of solar and wind power. The Mark Twain Transmission Project promotes wind-powered renewable energy. It creates the capacity for other power generators to locate on the line, such as solar and wind. In 2018, Ameren Missouri announced plans to acquire a planned wind farm in Adair and Schuyler counties. The wind farm expects to generate 400-megawatts of wind energy by the end of 2020 by 175 American-made wind turbines that stand more than 450 feet above the ground. These turbines are among the most technologically advanced in the state. The energy produced by the wind farm will power 120,000 homes. The wind farm also brings 10 to 20 new jobs to the region to manage its operation. This renewable energy source also serves as an attractor to prospective and existing businesses interested in promoting their use of ‘green’ energy to their customers.



STRATEGIC DIRECTION: Reduce energy consumption.

★ 5.3.A.	Encourage green building design that prioritizes energy and resource efficiency, waste reduction, pollution prevention, and occupant health and productivity.
5.3.B.	Encourage the reduction of energy consumption of existing buildings through weatherization and energy management practices.
5.3.C.	Evaluate improvements to the streetlight system to reduce energy consumption and light pollution.
5.3.D.	Educate the public about the importance and means for energy consumption reduction at all levels.

STRATEGIC DIRECTION: Explore new possibilities.

5.3.E.	Explore green policies and practices for City facilities.
5.3.F.	Research peer university towns and identify implementable green practices appropriate for Kirksville.
5.3.G.	Encourage charging stations for new commercial development where practical.

★ Community Identified Priority

GOAL STATEMENT

Maximize reliable and sustainable infrastructure and public facilities for future generations.

OBJECTIVE

4

Ensure the quality of Kirksville’s drinking water system.

The water treatment plant and distribution system supply clean, safe drinking water to the entire community meeting all state and federal water quality standards. Water quality, capacity, and water pressure for fire flow are all important to the community.

WATER SOURCES

The City of Kirksville has two primary water sources. Forest Lake, located three miles west of Kirksville, contains 576 surface acres of water at an elevation of 800 feet. Hazel Creek Lake, seven miles northwest of town, contains 515 surface acres of water at an elevation of 848 feet.

Forest Lake regenerates quickly while Hazel Creek Lake does not. There are restrictions on motorized recreation activities at Hazel Creek Lake, which were incorporated into the agreement in the 1980s when the lake was built. Nutrient loading and fertilizer runoff from agriculture and development, sedimentation from shoreline erosion, and urban runoff into the watershed from 800 acres within the City limits also present concerns about water source protection.

The Watershed Management Commission oversees implementation of the goals of the Watershed Management plans for both water sources. Additionally, the City ensures compliance with the Missouri Department of Natural Resources and compatibility of conservation practices and resource uses with the Missouri Department of Conservation.

WATER STORAGE

The City is required to store one day’s worth of water supply. Storage facilities are located throughout the community with a total capacity of 4.5 million gallons. The Downtown Water Tower currently has a 400,000-gallon capacity. The new Patryla Park Water Tower, which will replace the Downtown Water Tower at the end of its service in 2020, has a capacity of one million gallons. The Brewington Avenue Water Tower stores one million gallons of water, and the Kirksville Water Treatment Plant above-ground storage tank stores 1.5 million gallons of water. Both the Shepherd Avenue and Kirksville High School Water Towers hold 500,000 gallons each.

The City is in the process of designing an additional clarifier at the water treatment plant. The new clarifier will increase daily water production from four million gallons per day (MGD) to six MGD. The design will be implemented when demand increases.



5.4.A.	Continue to maintain water pressure and fire flow throughout the City that exceeds the Missouri Department of Natural Resources minimum standards.
5.4.B.	Explore a water reclamation process to serve the needs of non-potable water customers and landscape watering.

GOAL STATEMENT

Maximize reliable and sustainable infrastructure and public facilities for future generations.

OBJECTIVE 5

Improve the accessibility and equitable distribution of public and recreation facilities for people of all ages and abilities living in all neighborhoods.

A public facility is any building or property—such as a library, park, or community center—owned, leased, or funded by a public entity. Public and recreation facilities should be located so that all members of the public have safe and convenient transportation options to reach quality services and facilities that meet or exceed industry standards for service provision. As community demographics continue to shift, equitable distribution of these resources will be an increasing necessity in order to promote a healthy and inclusive community.

PUBLIC FACILITIES

The majority of the public facilities and services in Kirksville are centrally located. This includes the majority of State, County, and City governmental agency buildings and services.

There are a few exceptions where services aren't centrally located. For example, the Kirksville R-III School District campus is located on the east side of town, removed from the majority of neighborhoods and other community services.

PARKS & RECREATION

Kirksville has ten municipal parks, which includes a dog park. The City had a skate park that recently closed due to safety concerns. Construction is underway on the new multi-million-dollar aquatic center which is scheduled to be completed by Memorial Day of 2021. Features include indoor and outdoor pools with climbing walls, lap lanes, diving boards, lazy rivers, and water slides. Hazel Creek Lake and Thousand Hills State Park are also near Kirksville.

Additional semi-public park spaces include the playgrounds at the Kirksville R-III School District public schools. There is one accessible and all-inclusive park in Kirksville, the Kiwanis Playground, which was a joint venture led by the Kirksville Kiwanis Club, Adair County Family YMCA, Adair County SB40, Kirksville R-III School District, and the Northeast Missouri Inclusion Project.

Parks, Trails, & Amenities

10 MUNICIPAL PARKS

AND

HAZEL CREEK LAKE

3.2 MILES NORTH OF KIRKSVILLE

THOUSAND HILLS STATE PARK

FOREST LAKE IS A 573 ACRE LAKE

KIRKSVILLE COUNTRY CLUB AND GOLF COURSE



Public Facilities

Government Services

- 1 Adair County Courthouse
- 2 City of Kirksville City Hall*
- 3 United States Postal Service
- 4 Economic Development Alliance Building*
- 5 Department of Motor Vehicles
- 6 Adair County Health Department
- 7 Public Works Facility*
- 8 Social Security Administration

Emergency Services

- 1 Kirksville Police Department*
- 2 Adair County Sheriff's Office
- 3 Kirksville Central Fire Station*
- 4 Adair County Ambulance District
- 5 Air Evac Lifeteam 38

Healthcare Services

- 1 Northeast Regional Medical Center
- 2 Northeast Behavior Health
- 3 Complete Family Medicine
- 4 Preferred Family Health Care
- 5 Missouri Health and Wellness
- 6 George W. Rea Cancer Treatment
- 7 Greenwood Center
- 8 Harry S. Truman Memorial Veterans' Hospital

Social Services

- 1 Missouri Department of Social Services
- 2 Rural Advocates for Independent Living
- 3 Specialized Support Services
- 4 Adair County Child Support
- 5 American Red Cross
- 6 Community Action Partnership of Northeast Missouri (CAPNEMO)

Education

- 1 Kirksville Early Childhood Center*
- 2 Kirksville Primary School*
- 3 Ray Miller Elementary*
- 4 William Matthew Middle School*
- 5 Kirksville High School*
- 6 Kirksville Board of Education*
- 7 Kirksville Area Technical Center*
- 8 Moberly Area Community College (MACC) / Kirksville Job Center
- 9 A.T. Still University
- 10 Truman State University
- 11 Lambert Building*

Libraries

- 1 Adair County Public Library
- 2 A.T. Still Memorial Library
- 3 Truman State University Pickler Memorial Library

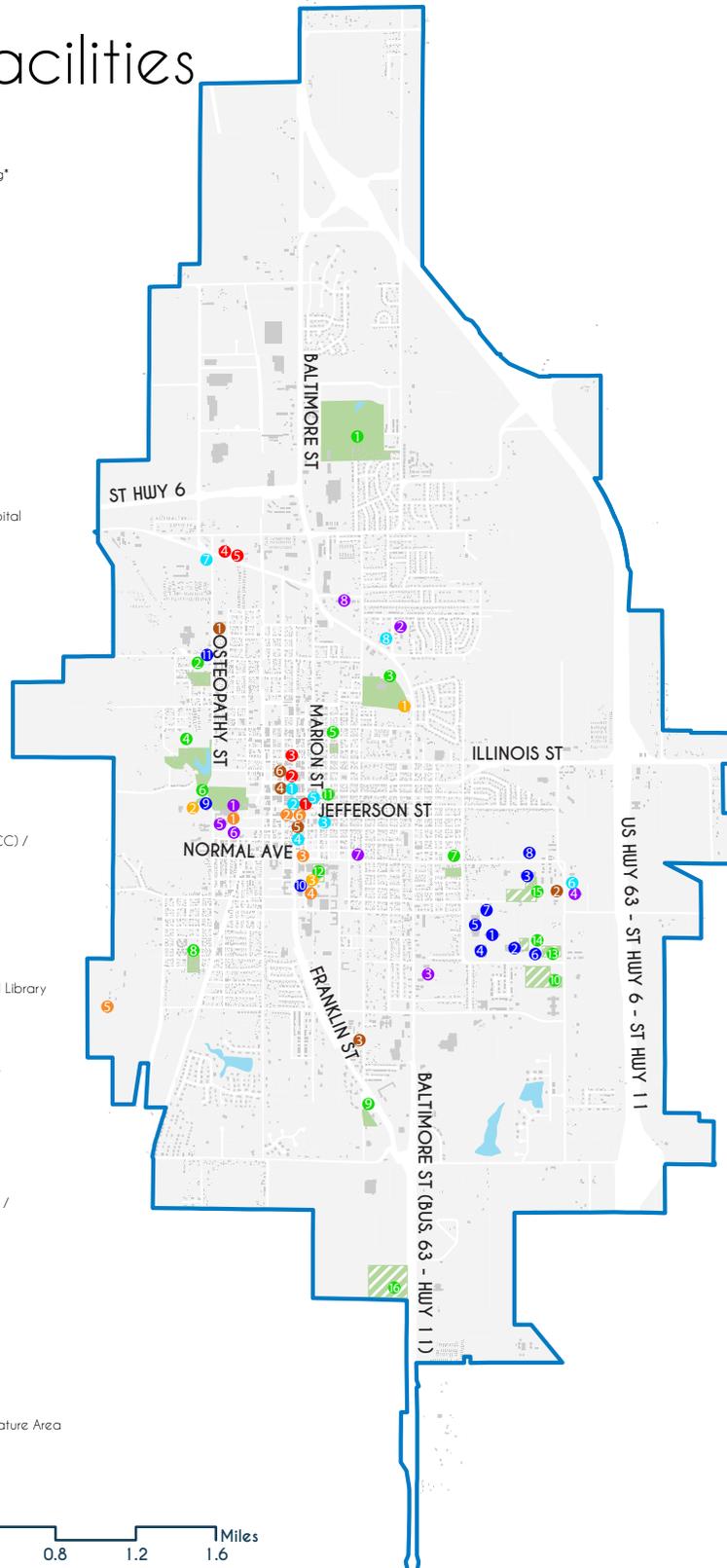
Museums

- 1 Museum of Osteopathic Medicine
- 2 Adair County Historical Society
- 3 Ruth W. Towne Museum & Visitors Center
- 4 Del & Norma Robison Planetarium
- 5 Truman State University Observatory
- 6 Sue Ross Art Center

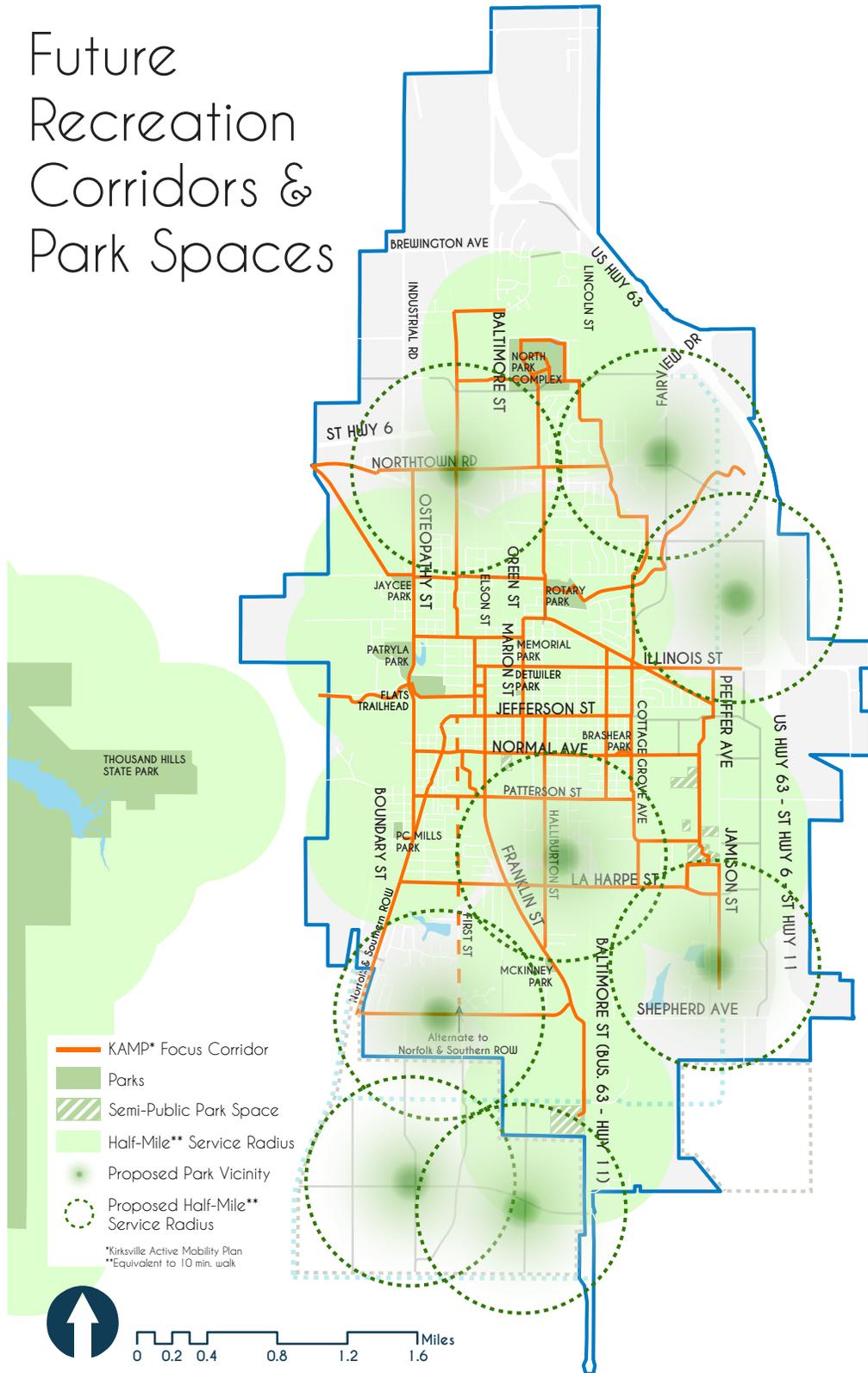
Recreation

- 1 North Complex Park*
- 2 Jaycee Park*
- 3 Rotary Park* / Kirksville Aquatic Center* / Adair County Veterans Memorial Plaza
- 4 Patryla Park*
- 5 Memorial Park*
- 6 FLATS Trailhead
- 7 Brashear Park*
- 8 PC Mills Park*
- 9 McKinney Park*
- 10 YMCA / Kiwanis Park
- 11 Detweiler Park*
- 12 Truman State University Quad
- 13 Kirksville Schools Soccer Field
- 14 Kirksville Primary School Playground
- 15 Ray Miller Elementary Playground
- 16 Missouri Department of Conservation Nature Area

*City-owned



Future Recreation Corridors & Park Spaces



STRATEGIC DIRECTION: Equitably distribute public facilities and spaces throughout the community.

5.5.A.	Develop parks throughout the community to be within a ten-minute walk of existing and new neighborhoods.
5.5.B.	Require dedicated green space and trail connections in new subdivisions and plan for the cost of their long-term maintenance.

STRATEGIC DIRECTION: Ensure public facilities and spaces are designed to be safe, served by different transportation modes, and accessible to people with mobility impairments.

5.5.C.	Upgrade public facilities and infrastructure to comply with the Americans with Disabilities Act (ADA).
5.5.D.	Consider all ages and abilities when making improvements to parks and amenities.
5.5.E.	Enforce existing design standards for public infrastructure in areas of new development to accommodate all ages and abilities.
★ 5.5.F.	Develop indoor and/or year-round recreation spaces and facilities when practical.

★ Community Identified Priority





CHAPTER 6: THINK PLANNING & LAND USE

GOAL STATEMENT

Develop and redevelop the community while protecting and enhancing the environment and community character.

GENERAL CONTEXT TOPOGRAPHY

Kirksville is located in the northeastern part of the state of Missouri within the Glaciated Plains, most easily classified as smooth plains. The topography is gently rolling with steeper slopes along the creeks and drainage ways. The elevation within Kirksville varies from 894 to 984 feet above the mean sea level. At the time of settlement, Kirksville and Adair County were primarily forested, but eventually cleared and converted to agriculture. Today, only about 18% of the Kirksville area remains forested. The Chariton River watershed west of Kirksville has wooded and forested lands interspersed with pasture. The Sugar Creek State Forest, Thousand Hills State Park, and the Big Creek Conservation Area protect some of this forested land.

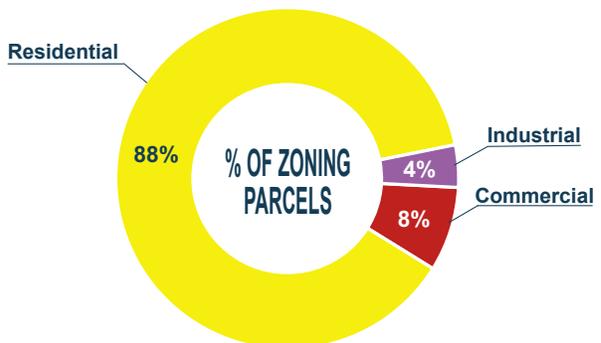
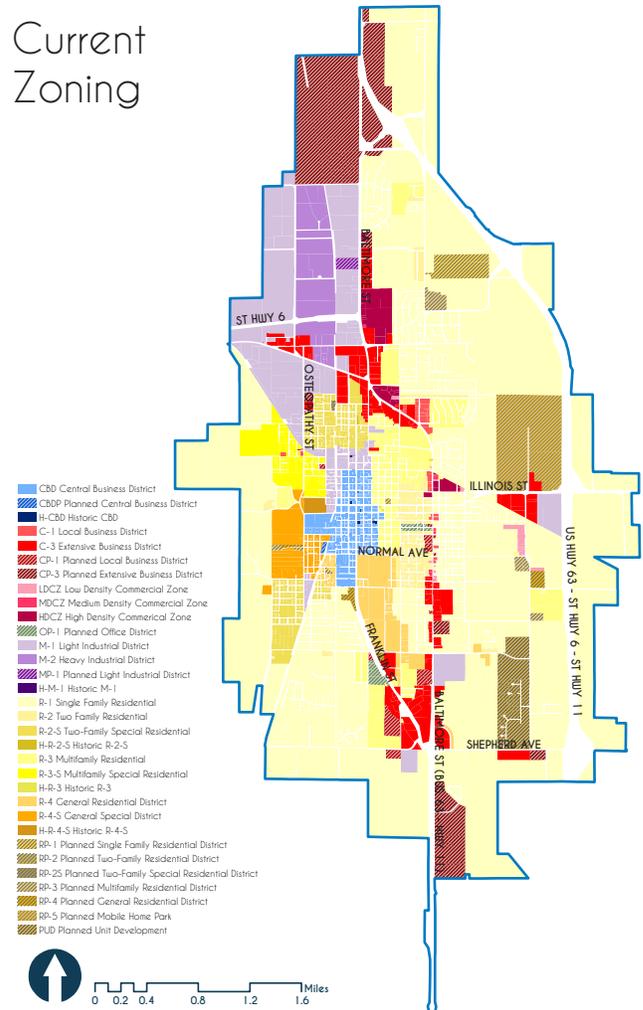
CLIMATE

Kirksville enjoys a relatively moderate climate that is comparable to the average in the United States. The average temperature is 50.7 degrees Fahrenheit, with an average high of 61 degrees Fahrenheit and an average low of 40.4 degrees Fahrenheit. Kirksville has an average of 97.8 days per year with precipitation (compared to 106.2 days for the U.S. average), receiving 40.67 inches of rainfall on average and 15 inches of snowfall on average annually. On average, there are 200 sunny days per year versus 205 for the U.S. average. July is Kirksville’s hottest month, with January being the coldest, and most rainfall occurs in May, June, and July.

ZONING & LAND USE

Land use refers to the current land’s primary purpose and is determined by zoning. Zoning is a tool that establishes permitted and prohibited land uses. Kirksville’s predominant land uses are Residential and Agriculture, with smaller amounts of land use designated as Public & Non-Profit and Commercial. Industrial land uses account for only 0.1% of the total land area. Due to Kirksville’s pyramidal zoning structure, 88% of parcels can be used for Residential.

Current Zoning



GOAL STATEMENT

Develop and redevelop the community while protecting and enhancing the environment and community character.

OBJECTIVE 1

Preserve and protect high-quality natural resources, slopes, and floodplains.

Preservation of natural resources is essential to the environmental health of a community.

SOILS

Soils in northern Missouri are glacial deposits overlain by loess (wind-blown silt) 50 to 200 feet in depth, categorized as clay and silty clay. The USDA lists the soils as Central Clay Pan Area. The Adair County Soil Survey (USDA-NRCS, 1997) indicates the soils most closely match the Winnegan-Gorin-Gara soil association. These deep soils typically exist on long, narrow ridgetops in upland areas. They are also in areas with moderate to steep slopes adjacent to drainages. Permeability ranges from moderately well-drained to somewhat poorly drained. The predominant soils have moderate to high surface runoff and a high potential for shrink-swell and frost action. They are suitable for development and road construction with proper engineering design and construction. However, they are not suitable for septic system drain fields, though they are suitable for lagoons.

PRIME FARMLAND

Like many communities in the Midwest, Kirksville has a strong agricultural foundation and history. Agriculture has been the primary industry of Adair County since its beginning. Early local farmers in Kirksville understood the importance of conservation, and their legacies remain impactful today. About 3,000 acres of land in southwest Kirksville, once owned by the Laughlin family, were eventually donated over time. The City of Kirksville received 1,150 acres for what became Forest Lake, and the Missouri Department of Conservation received 1,200 acres for what became the Big Creek Conservation Area. Truman also owns approximately 400 acres, home to their University Farm, to conserve and provide education about the tradition and history of farming in Kirksville and Adair County.

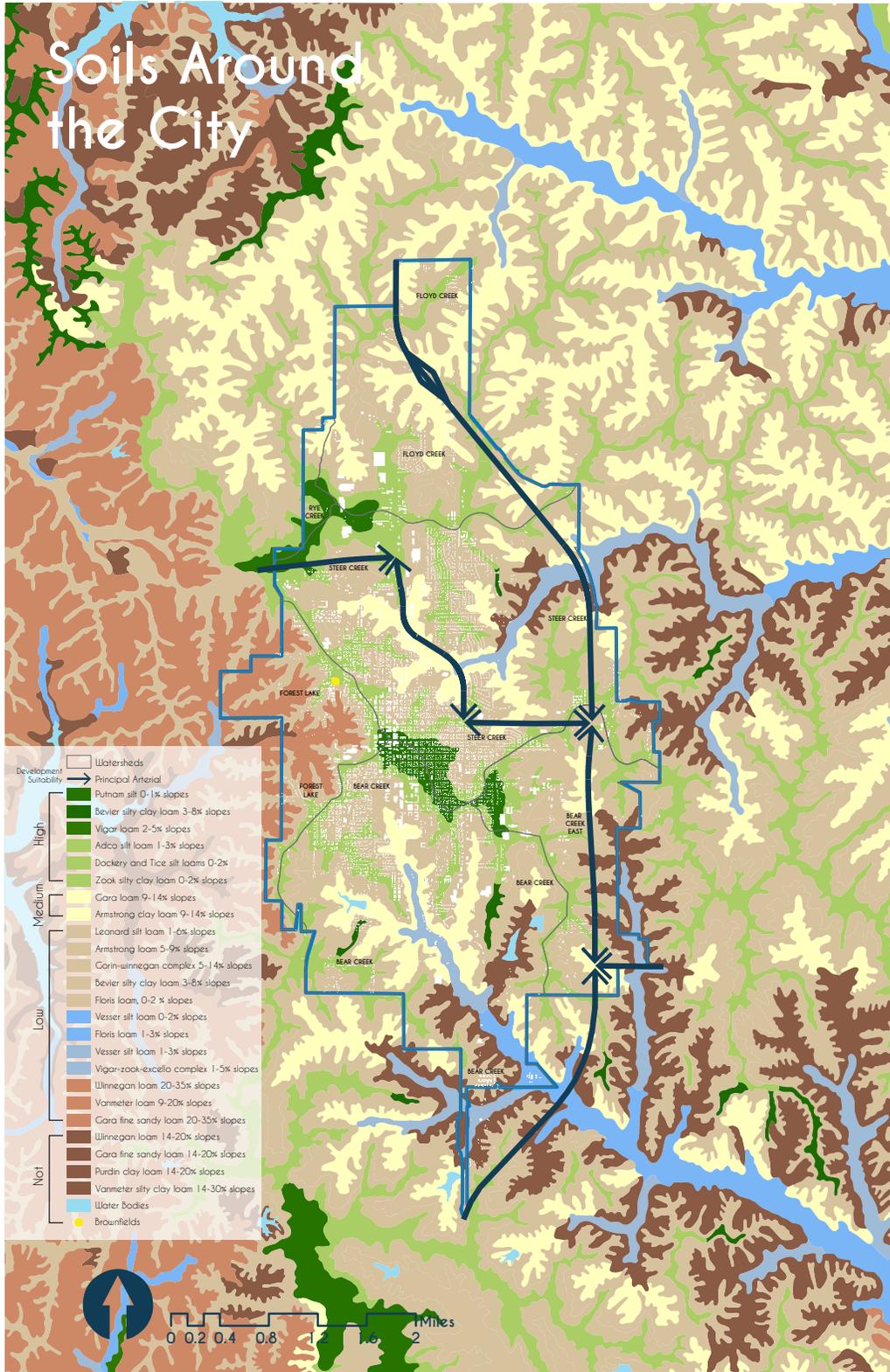
WATERSHED

Portions of Kirksville lay within two major drainage basins – Salt River and Chariton River – which flow south to the Missouri River. Most of the land in the City limits drains into the Salt River Watershed. The area near the Northeast Regional Medical Center and Patryla Park drains into Forest Lake Watershed and then into the Chariton River (Missouri River basin). The City of Kirksville established the Kirksville Watershed Management Commission to guide its efforts to protect these watersheds.



★	6.1.A.	Restore and protect natural habitats, sensitive lands, and floodplains (e.g., wetlands, riparian corridors, woodlands, and lowlands). Create physical connections (network of green spaces including parks and greenways) between these natural resources to help manage water flow, provide opportunity for wildlife passages, and outdoor recreation.
	6.1.B.	Protect sensitive lands, including those with steep slopes and geographically unstable areas containing environmentally significant natural features, those that are easily disturbed by human activity, and those more costly on which to build.

★ Community Identified Priority



GOAL STATEMENT

Develop and redevelop the community while protecting and enhancing the environment and community character.

OBJECTIVE 2

Protect and enhance Kirksville’s urban forest.

Trees offer great benefits to a community by providing a positive impact on mental health, encouraging people to be outdoors, reducing direct sunlight on infrastructure which helps prolong its life, eliminating pollutants from the air and water, and improving the local ecosystem.

CITY TREES

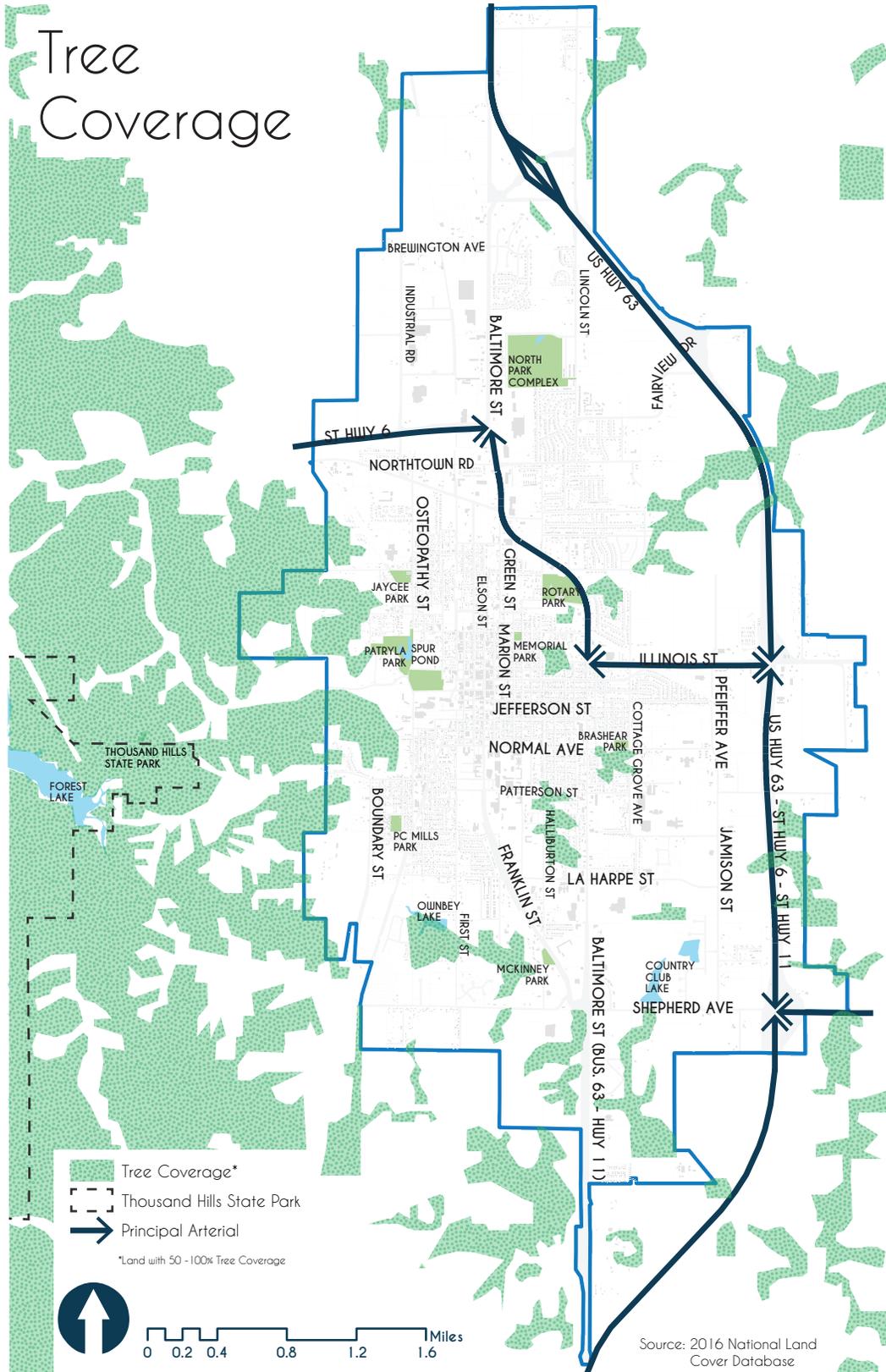
The City has developed a master tree plan for nine of its ten municipal parks, outlining the maintenance and expansion of the City’s tree canopy within each park. The City of Kirksville has been designated a Tree City USA for 22 years, demonstrating its commitment to urban forestry management. In order to achieve this designation, Kirksville meets the following four requirements annually: the Lakes, Parks, and Recreation Commission serves as the tree board, there is a community tree ordinance in place, the City spends at least \$2 per capita on urban forestry, and Arbor Day is celebrated in the community. Also, Kirksville is home to an estate champion swamp white oak tree, which is located in the southeast corner of Rotary Park.



6.2.A.	Explore the feasibility of turning existing heavily wooded areas in town into urban forest areas or park space.
6.2.B.	Plant trees and preserve existing trees to help remove carbon dioxide from the air. This includes planting appropriate street trees throughout the City.
6.2.C.	Consider adopting a landscape policy for large-scale commercial developments.
6.2.D.	Expand the street tree ordinance to manage the replacement of street trees.
★ 6.2.E.	Encourage tree plantings throughout the community wherever possible to provide shade, which encourages outdoor activity and reduces damaging direct sunlight on infrastructure, and to improve the appearance of the community, which helps increase property values.

★ Community Identified Priority





GOAL STATEMENT

Develop and redevelop the community while protecting and enhancing the environment and community character.

OBJECTIVE 3

Protect water quality in lakes, streams, and rivers.

Water sources across the nation are being depleted. This trend will continue only if changes aren't made locally to protect the quantity and quality of our sources. High quality water provides positive impact for a healthier community.

CONTAMINATION MITIGATION

Kirksville's wastewater treatment plant helps protect the City's water supply from contamination and maintains clean waters utilized by fish, wildlife, and downstream users. Once treated, water is discharged to Bear Creek and tested weekly for nutrient levels. Other tests are conducted daily. Additionally, industries in Kirksville are monitored to make sure they don't discharge pollution into the wastewater system.

STORMWATER MANAGEMENT

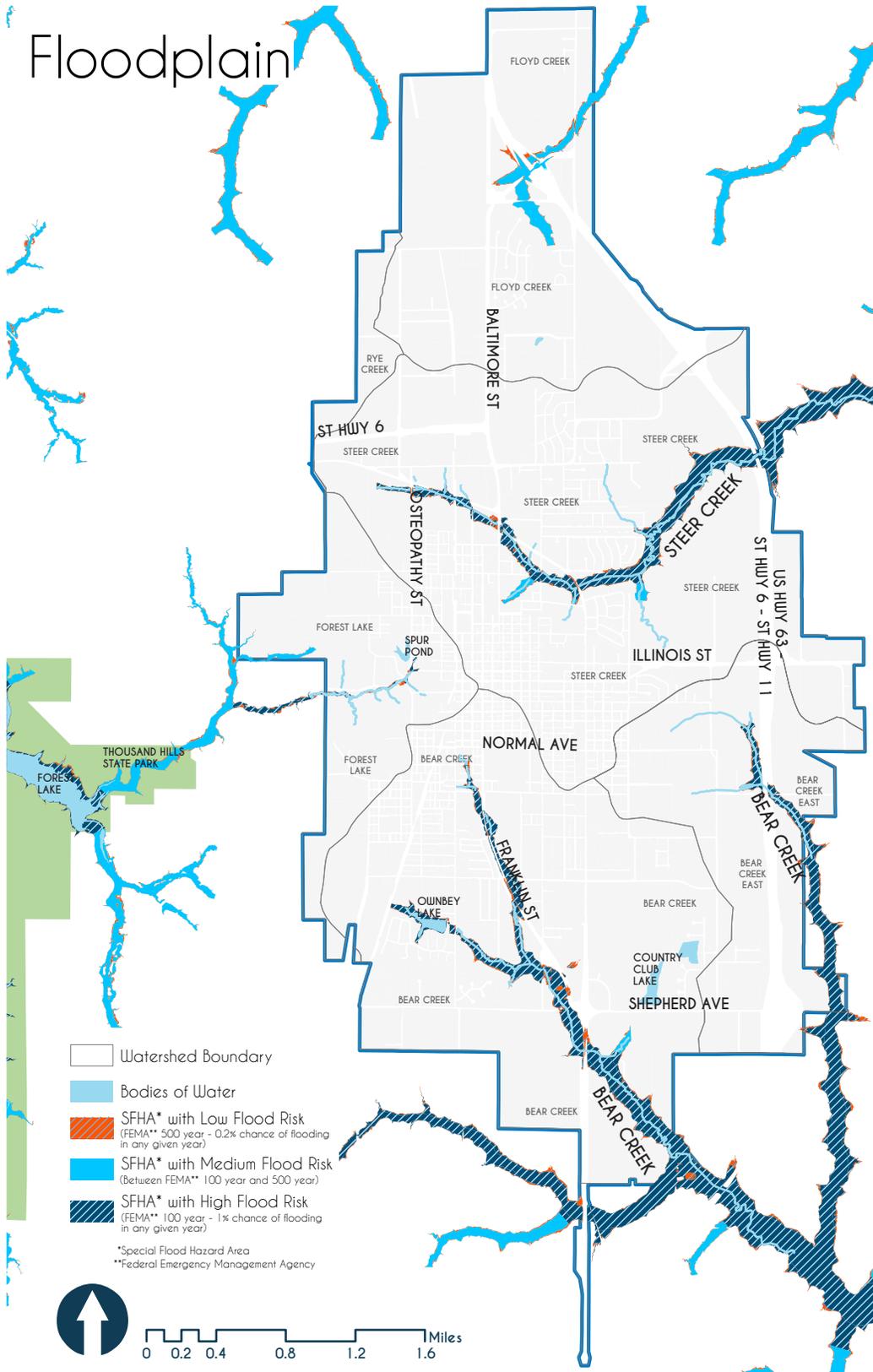
The *Stormwater Substantial Plan Report* has functioned as the stormwater master plan for the community. A recommendation of the report was for the City to develop a more extensive and comprehensive stormwater management plan for the entire City of Kirksville. In 2017 the City adopted a stormwater management program to address water quality as part of their Municipal Separate Storm Sewer System (MS4) General Permit. The plan requires development to incorporate best management practices for public works operations, public involvement, and education. In 2018 and 2019, the City allocated \$200,000 and \$400,000 to fund stormwater projects, respectively.

STRATEGIC DIRECTION: Utilize natural topography and vegetation to capture, store, and soak up stormwater runoff using features such as bioswales, rain gardens, and green roofs.

6.3.A.	Enforce the City's floodplain and stormwater management regulations and remove structures from the floodplain when practical.
6.3.B.	Enact a stream setback ordinance regulating new development within the floodplains and require construction standards to ensure new development does not increase the base flood elevation.
6.3.C.	Implement green infrastructure, such as permeable pavement, stormwater harvesting, and landscaping, to achieve improved water quality and more livable communities.
6.3.D.	Create a green infrastructure network with off-street trails to support the residential neighborhoods east of North Baltimore Street, between Emmett Street and Meadow Crest Drive.
6.3.E.	Implement traffic calming and green infrastructure where feasible on gateway corridors such as Illinois Street, Jefferson Street, Patterson Street, and Normal Avenue.
6.3.F.	Comply with the Municipal Separate Storm Sewer System (MS-4) permit for stormwater quality.
6.3.G.	Explore Neighborhood Improvement Districts (NIDs) to fund improvements.

STRATEGIC DIRECTION: Protect the source of Kirksville's drinking water.

6.3.H.	Form a partnership with Adair County Water Services to strengthen the protection of the Forest Lake and Hazel Creek Lake watersheds.
6.3.I.	Provide educational programming at Forest Lake, Hazel Creek Lake, and other local preserved areas to bring attention to their importance to the local ecosystem and impact on drinking water quality.
6.3.J.	Follow the initiative petition approved in the 1980s to maintain the limitation of recreational activities at Hazel Creek Lake.
6.3.K.	Require stricter source protection above drinking water supply lakes including working with the County to address failing septic systems.



GOAL STATEMENT

Develop and redevelop the community while protecting and enhancing the environment and community character.

OBJECTIVE 4

Reduce Kirksville’s carbon footprint and protect air quality.

Managing Kirksville’s environmental impact has implications locally and globally. Energy efficiency and reuse of resources help to minimize negative impact on the environment.

ENERGY REDUCTION

By reducing energy use, the carbon footprint of an individual, home, or community will decrease, providing benefits to air quality and overall health.

The U.S. Department of Energy states that heating a home or building uses more energy and is more costly than any other building system. Typically, heating a home or building accounts for approximately 42% of the average utility bill. Proper equipment maintenance and upgrades in insulation, air sealing, and thermostat settings help save about 30% on energy bills while helping to reduce environmental emissions.

In Kirksville, house heating fuel sources are 48.8% utility gas, 46% electricity, and 4.7% other fuels. Only 0.6% of households report no fuel use. Of owner-occupied housing, 61.3% use utility gas, and 33% use electricity. The opposite is the case for renter-occupied housing, of which 56.8% use electricity, and 38.3% use utility gas.

REUSE

“The greenest building is the one that’s already built.”

– Carl Elefante, Architect

The National Trust of Historic Preservation conducted an extensive study to understand the reuse of existing buildings and the associated energy consumption. The study concluded that building reuse is better for the reduction of waste and conservation of energy. Even a new green and energy-efficient building would take decades to recover the embodied energy lost through demolition.

AIR QUALITY

As for air quality, Kirksville has a BreezoMeter Air Quality Index of 67, which is ‘good’ (62-80 is ‘good,’ and 81-100 is ‘excellent’).

6.4.A.	Partner with Truman’s sustainability groups to guide and support the education of the public and business owners about ways to reduce their carbon footprint.
6.4.B.	In partnership with AmerenUE, work towards becoming an EPA Green Power Community.
6.4.C.	Encourage homeowners and builders to take advantage of financial incentives for using energy-efficient products and building methods.
6.4.D.	Educate the public on Energy Efficient Mortgage (EEM) so that housing and utility efficiency increases.
6.4.E.	Reuse buildings and revitalize areas of town to make them more efficient and desirable.
6.4.F.	Encourage developers to follow the U.S. Environmental Protection Agency (EPA) recommendations for deconstruction and reuse, which helps eliminate waste and save on demolition costs.
6.4.G.	Partner with the local public health agency to educate the public and business owners about individual efforts that can improve air quality.

GOAL STATEMENT

Develop and redevelop the community while protecting and enhancing the environment and community character.

OBJECTIVE 5

Manage the responsible growth and development of Kirksville.

Responsible growth is important to a community’s economic and environmental sustainability. Remaining compact helps minimize infrastructure cost burdens to a community, keeps resources and services more-easily centralized, and protects natural resources. It is important to improve and maintain what the City already has before growing beyond its bounds.

DEVELOPMENT POTENTIAL

The City of Kirksville is a long and narrow 14.2 square miles, relatively speaking, bounded to the west by Thousand Hills State Park and the east by U.S. Highway 63. Much of the new commercial and industrial development has occurred on the far north end of Kirksville, which is opposite from the wastewater treatment facility located in the southeast corner of the City’s extents.

There is available vacant property (building and land) within the extents of the City, and plenty of infill opportunity, especially in the Central Business District and surrounding neighborhoods. Additionally, there is available land along the east side of Kirksville to support greenfield development to accommodate the amount and type of residential and commercial growth. The annexation of land for those purposes is not a necessity for the near future.



STRATEGIC DIRECTION: Develop Kirksville to be compact, served by existing infrastructure, and limit sprawl.

6.5.A.	Plan for new residential development within the existing City extents, bounded on the east by U.S. Highway 63, on the west by Cottage Grove Avenue, on the north by Steer Creek, and on the south by La Harpe Street.
★ 6.5.B.	Increase density in the Central Business District by developing incentives to allow for residential units and green space/green roofs above the existing commercial spaces.
6.5.C.	Increase the density of mixed-use and residential development in the Central Business District north of Illinois Street, south of Cottonwood Street, east of Main Street, and west of Marion Street.
6.5.D.	Increase density of areas around existing commercial nodes and multimodal transportation options to support economic development.
6.5.E.	Plan for a commercial land use node along Illinois Street between U.S. Highway 63 and Pfeiffer Avenue to capitalize on highway traffic and the NEMO fairgrounds, supporting the local and regional market.
★ 6.5.F.	Promote dense, mixed use development and concentrate public investment along Franklin Street between Normal Avenue and the block north of Elm Street to create a development corridor connecting the neighborhood north of the Central Business District to the Downtown Square and Truman. Mixed land use patterns are characterized by residential and nonresidential land uses located in close proximity to one another. Mixing land uses and providing housing in close proximity to everyday destinations (e.g., shops, schools, civic places, workplaces) can increase walking and biking and reduce the need to make trips by automobile. Mixed land use patterns should incorporate safe, convenient, accessible, and attractive design features (e.g., sidewalks, bike street furniture, bicycle facilities, street trees) to promote walking and biking.
6.5.G.	Encourage commercial development along Baltimore Street to be concentrated at specific nodes.

STRATEGIC DIRECTION: Limit annexation to identified areas on the Future Land Use Map that can be served equitably by public facilities, services, and infrastructure.

6.5.H.	Update the annexation policy to responsibly guide and limit development outside of the City's limits.
6.5.I.	Locate future industrial expansion if needed near the existing wastewater treatment facility to reduce costs and where the transportation network currently exists (southeast of the existing City bounds near Business Highway 63 and Shepherd Avenue).
6.5.J.	Plan and anticipate for development in unincorporated land to the southwest of the existing City limits, bounded by RT H and MO Highway 11, which may be annexed in the future.
6.5.K.	New development should not adversely affect the response time of emergency services. Plan for new facilities as part of the development proposal.

STRATEGIC DIRECTION: Maintain and extend the character of neighborhoods by reducing land use conflicts and strengthening patterns.

6.5.L.	Explore the revision to the current zoning code to eliminate the hierarchical zoning method and rezone sections of the community based on character areas identified within the <i>Think Kirksville 2040 Comprehensive Plan</i> .
6.5.M.	Maintain minimal lot sizes and setbacks to allow for a variety of building types and scales.
6.5.N.	Continue to make necessary zoning and code revisions that protect the community's integrity but benefit the attraction of emerging business opportunities such as medical marijuana growing, processing, and dispensing facilities.
6.5.O.	Identify underutilized land, either based on character area significance or evolving trends, and determine direction for redevelopment.
★ 6.5.P.	Explore the creation of a shared land use plan with Truman and A.T. Still to strengthen, beautify, and redevelop the neighborhoods and blocks between the campuses and Downtown.

★ Community Identified Priority

FUTURE LAND USE

In accordance with Missouri statutes, the Future Land Use Map has been developed to guide future growth and development. Modifications to the Existing Land Use designations are incorporated into this map in order to achieve the goals and objectives outlined within this Comprehensive Plan.

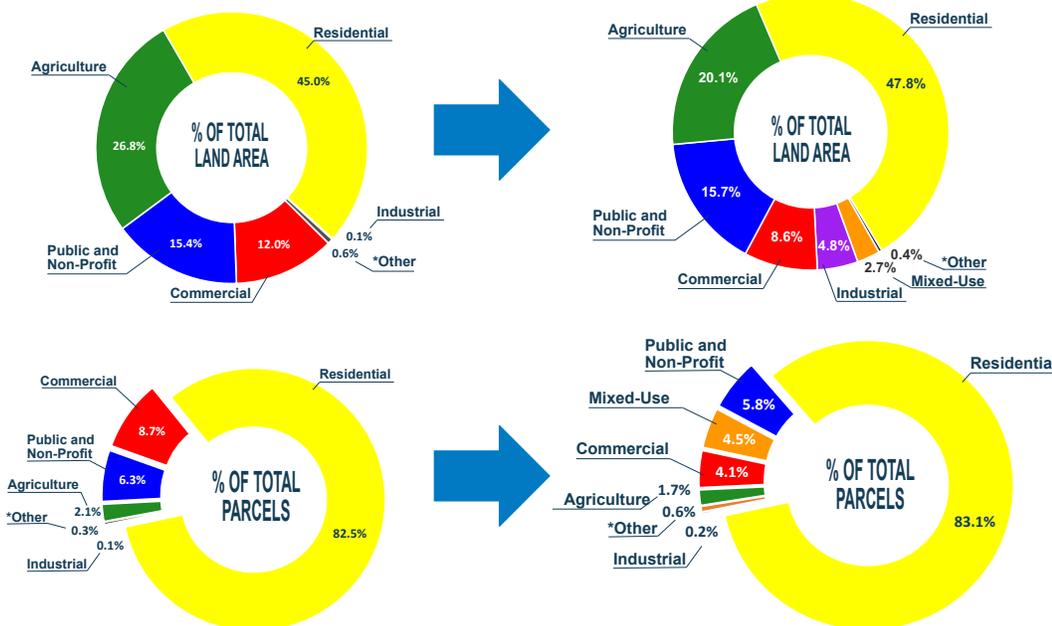
The Future Land Use Map adds two categories not found in the Existing Land Use Map. Mixed Use and Multi-family Residential designations have been identified as a means to suggest areas where density and node development are encouraged to provide proximity to services, infrastructure, and transportation options.

The Future Land Use Map also identifies areas adjacent to the City's limits where annexation would be feasible if, and only if, future growth requires such expansion of the City's limits. At the present time, annexation is not considered to be a necessity for the City of Kirksville. There is available land within the City's existing limits to accommodate any immediate needs for new development. The City must be judicious in any decision to annex new land as it requires expanding infrastructure to serve the new areas, only adding to existing maintenance expenditures.

The areas identified for potential annexation are the area of land to the southwest of Kirksville, bounded by RT H and MO Highway 11, and a section of land to the southeast of town. The area to the southwest would provide expanded acreage for Residential and Commercial/Mixed Use and encompass the new Ameren Zachary electrical substation. The section to the southeast of town would allow for new Industrial acreage, positioned near the City's wastewater treatment plant to minimize infrastructure expenditures.

Existing Land Use

Future Land Use

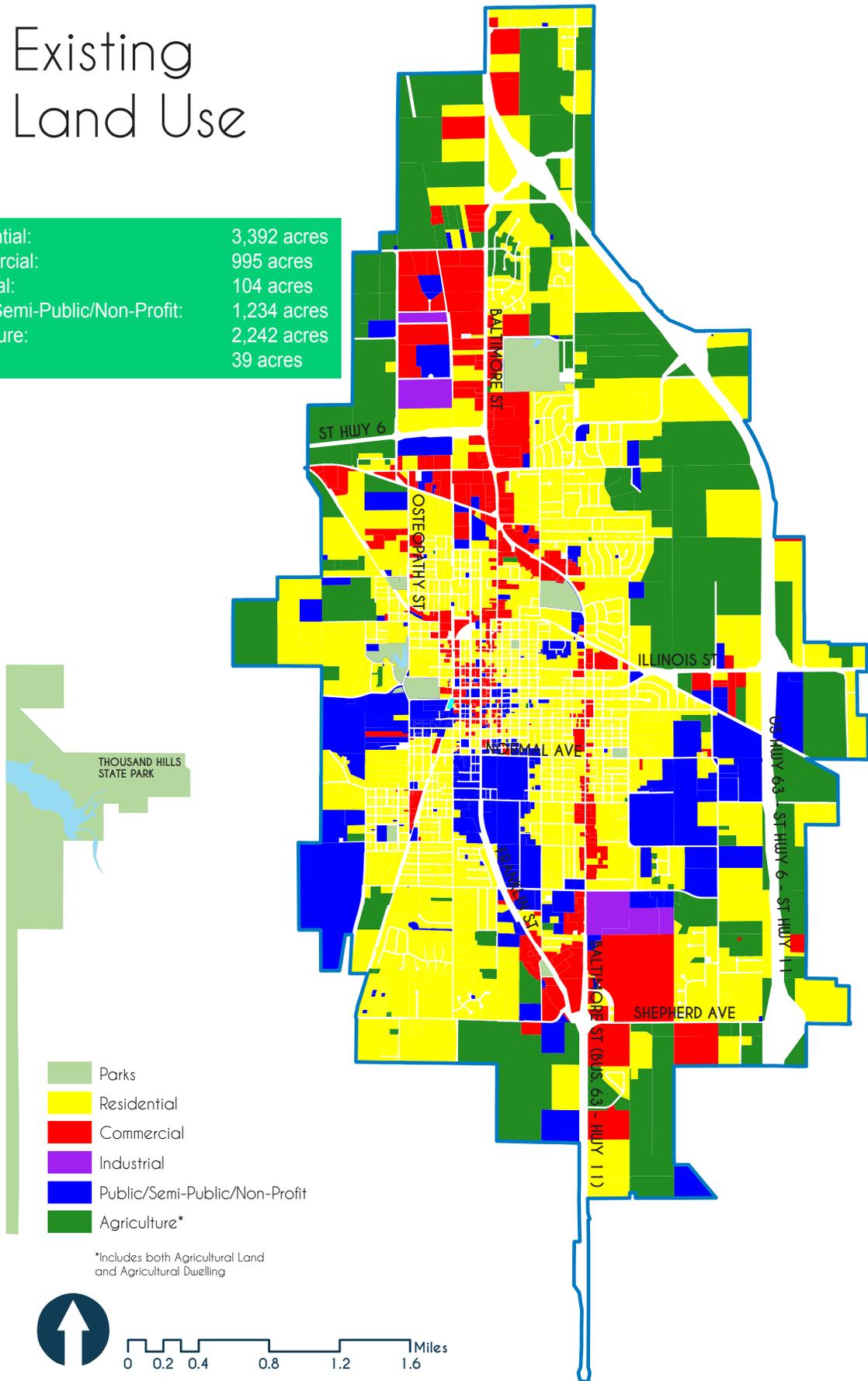


NOTES:

1. Mixed Use is ground-floor commercial with additional upper story uses.
2. Public/Non-Profit includes Semi-Public and Park spaces.
3. Residential in the Future Land Use includes both the single-family and multi-family designations.
4. Acreage figures are approximate.

Existing Land Use

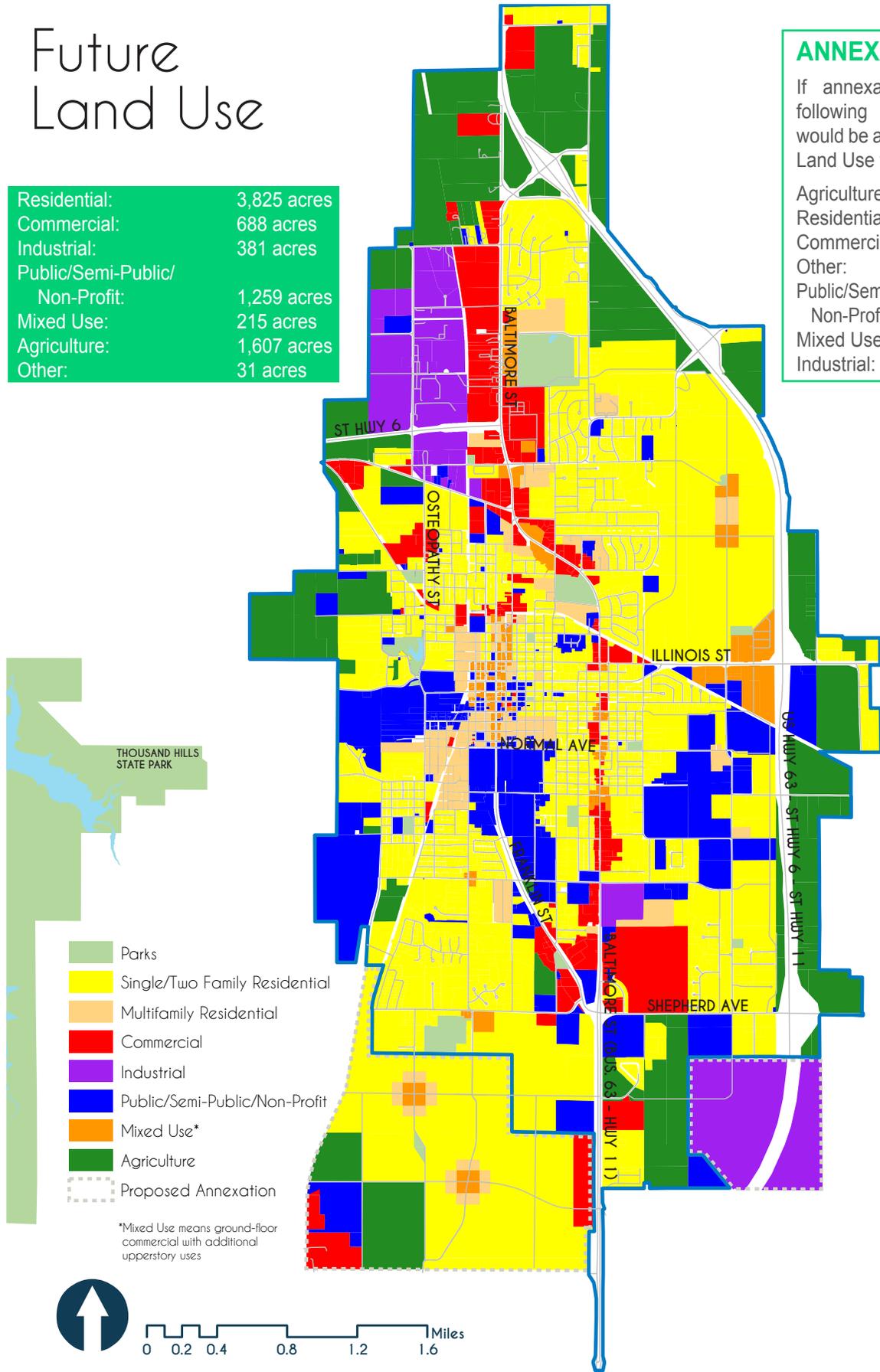
Residential:	3,392 acres
Commercial:	995 acres
Industrial:	104 acres
Public/Semi-Public/Non-Profit:	1,234 acres
Agriculture:	2,242 acres
Other:	39 acres



Future Land Use

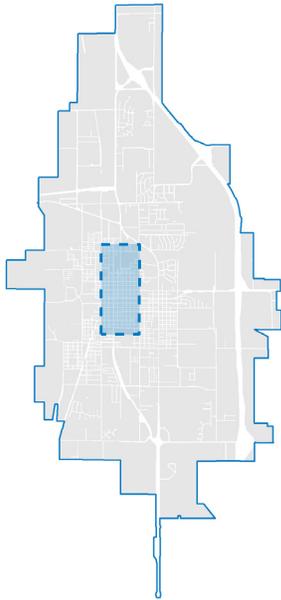
Residential:	3,825 acres
Commercial:	688 acres
Industrial:	381 acres
Public/Semi-Public/ Non-Profit:	1,259 acres
Mixed Use:	215 acres
Agriculture:	1,607 acres
Other:	31 acres

ANNEXATION	
If annexation occurs, the following potential acreage would be added to the Future Land Use totals:	
Agriculture:	148 acres
Residential:	825 acres
Commercial:	84 acres
Other:	75 acres
Public/Semi-Public/ Non-Profit:	4 acres
Mixed Use:	19 acres
Industrial:	344 acres



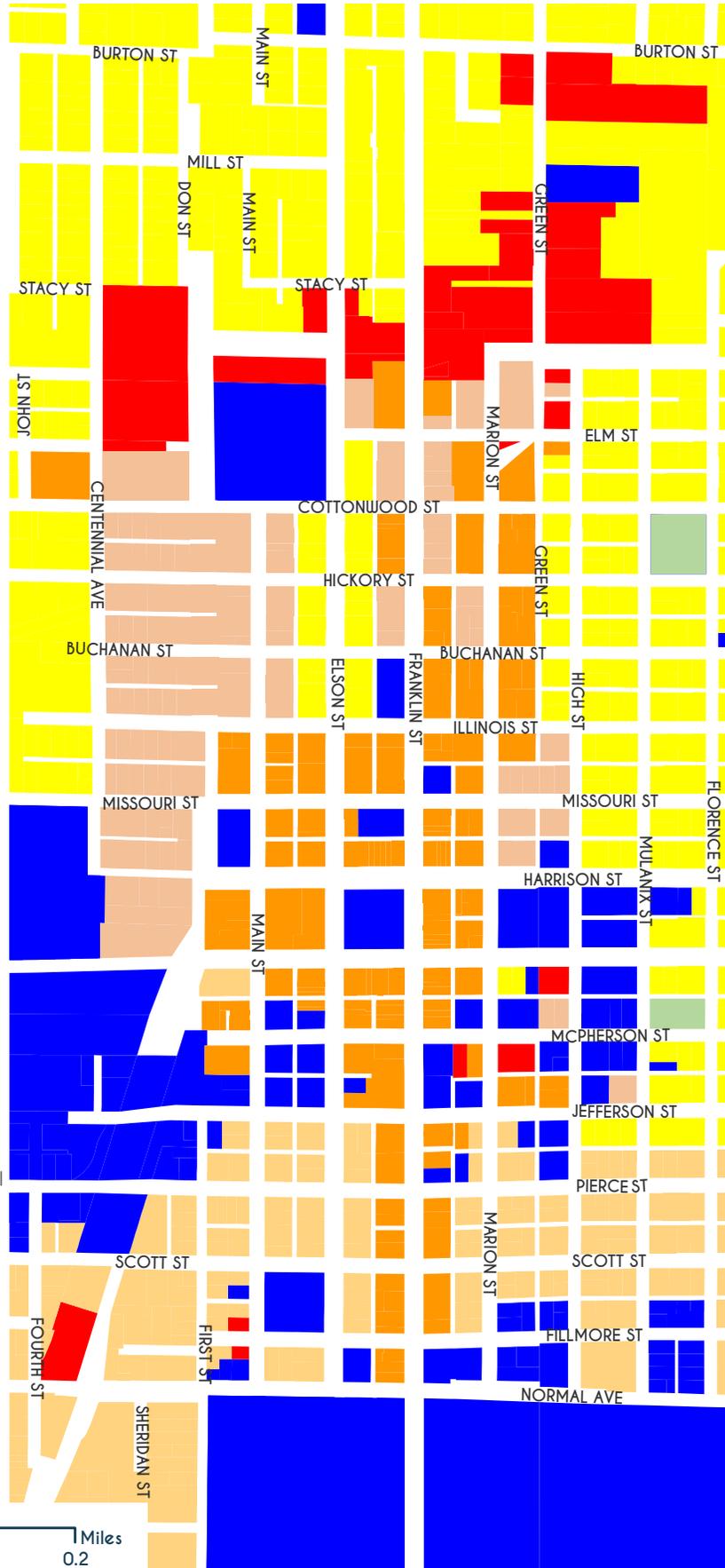
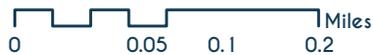
*Mixed Use means ground-floor commercial with additional upper-story uses

Future Downtown Land Use



- Parks
- Single/Two Family Residential
- Multifamily Residential
- Commercial
- Industrial
- Public/Semi-Public/Non-Profit
- Mixed Use*
- Agriculture

*Mixed Use means ground-floor commercial with additional upper-story uses



LAND USE POLICIES

REDEVELOPMENT, NEW DEVELOPMENT, AND REVITALIZATION EFFORTS *SHALL FULFILL THE FOLLOWING:*

1. Incorporate safe, convenient, accessible, and attractive design features to promote walking and biking, and beautify the community (e.g., sidewalks, bike street furniture, bicycle facilities, street trees, gateway monuments, and wayfinding signage).
2. Conform to the existing land use and fit in physically with the aesthetic of the character area.
3. Located near and served by infrastructure to better connect where people live to where they work and play.
4. Preserve and protect trees and high-quality natural resources, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
5. Protect sensitive lands, including steep slopes and geographically unstable areas, containing natural features that are environmentally significant, easily disturbed by human activity, and more costly to build upon.
6. Protect economically productive areas, including both developed and undeveloped areas, like prime farmland and forests.
7. Support a range of transportation choices.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Preserve the 'small-town' feel of Kirksville during periods of growth with mindful and considered development that fits the community character and context.
10. Incorporate mitigation of stormwater runoff.

PRIORITIZE AND/OR CONSIDER INCENTIVIZING DEVELOPMENT, REDEVELOPMENT, REVITALIZATION, AND INFRASTRUCTURE INVESTMENT EFFORTS THAT ACHIEVE THE FOLLOWING:

1. Plan for equitable access to health care providers, schools, arts, parks, City Hall, and cultural facilities through land use policies so they are reachable by all persons, regardless of social or economic backgrounds.
2. Improve access to healthy, locally-grown foods for all neighborhoods.
3. Conserve and reuse historic resources such as buildings, sites, landmarks, or districts with exceptional value, quality, or that illustrate the cultural heritage of the community.
4. Plan for improved health and safety for all residents of Kirksville regardless of race, ethnicity, socioeconomic status, geography, gender, age, behavior, or disability.
5. Provide a range of housing types – size, configuration, price, and ownership structure – to accommodate changing demands. Provide an adequate supply of affordable housing for individuals of all income levels throughout the community.
6. Activate underutilized parcels of land and/or existing structures in built-up areas, served by or with access to existing infrastructure and services. (Infill Development)
7. Improve the physical, environmental, and economic condition of at risk, distressed, and disadvantaged neighborhoods experiencing falling property values, high real estate foreclosure rates, rapid depopulation, or physical deterioration.
8. Attract visitors and offer residents unique places, historic attractions, and community events.
9. Strengthen the diversity and resiliency of the community’s economy through diversification of business sectors.
10. Promote green businesses and jobs (e.g., businesses that sell environmentally conscious products and services; jobs that contribute to preserving or restoring environmental quality).
11. Reduce energy consumption and light pollution.
12. Encourage green building design that prioritizes energy and resource efficiency, waste reduction, pollution prevention, and occupant health and productivity.
13. Promote efficient development patterns to reduce municipal/state governmental and utility costs.
14. Participate in the coordination and cooperation among government agencies.
15. Balance individual property rights with community interests and goals.
16. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities.
17. Strengthen the economic productivity of Downtown Kirksville through job creation and/or residential development in the vicinity.
18. Incorporate reduced parking solutions when practical.
19. Provides market studies and research demonstrating the need for additional supply of a commercial or residential sector.
20. Incorporates mixed land use patterns (those characterized by residential and nonresidential land uses located in close proximity to one another) that are walkable, bikable, and served by transit.

***DISCOURAGE* NEW DEVELOPMENT AND REDEVELOPMENT THAT:**

1. Plans for certain types of businesses along U.S. Highway 63 that are better suited for Downtown or other infill opportunities.
2. Negatively impacts the visual appearance of major commercial corridors, neighborhoods, and historic sites.
3. Negatively impacts traffic for all modes of transportation.
4. Contributes to further congestion of problem areas.
5. Cannot adequately be served by quality infrastructure and emergency services without increasing the cost paid versus the benefit received by existing taxpayers and ratepayers.
6. Duplicates existing development or over-saturates an economic sector, having an adverse impact on existing businesses.
7. Adversely impacts future development opportunity.

IMPLEMENTATION PROCESS

This chapter describes the connection to other City efforts, the responsibilities for carrying out the Comprehensive Plan, and the metrics for evaluating progress in achieving desired outcomes.

REGULARLY EVALUATE AND REPORT ON IMPLEMENTATION PROGRESS

The City will annually evaluate and report plan implementation status to both the public and the Elected and Appointed Officials (City Council and Planning & Zoning Commission) following adoption. This regular evaluation ensures accountability and provides a means to keep the community informed about the Comprehensive Plan implementation progress. Evaluation addresses accomplishments from the previous year and identifies priorities and next steps for the upcoming year.

The evaluation can take the form of an annual report from each City department to the Elected and Appointment Officials. The following progress summary graphic can also be used as a tool to provide a simple and visual representation of implementation status and can be incorporated into the City's existing communication methods, including the annual State of the City and the City's website.

External organizations that have partnered with the City to address specific strategies should be involved in the annual evaluation process. This process also provides the opportunity to identify additional partnerships and involvement by other community organizations to support implementation.

ESTABLISH INTERAGENCY AND ORGANIZATIONAL COOPERATION

The Comprehensive Plan is a written document that enhances coordination of activities and schedules of City departments and external agencies and organizations, increases implementation effectiveness, and can leverage resources for achieving local and regional planning goals. The City should encourage external agencies and organizations to reference and utilize the Comprehensive Plan when appropriate.

ADJUST THE PLAN AS NECESSARY BASED ON EVALUATION

The Comprehensive Plan is a living document, and annual evaluation provides the City with the opportunity to make necessary adjustments to the goals, strategies, and priorities in order to meet changing community conditions, targets, and needs over the twenty-year projection. Any significant adjustments that alter the direction or content of the plan require approval by the Elected and Appointed Officials. Adjustments that maintain the original intent and identified goals and objectives may not require approval by the Elected and Appointed Officials, as determined by the appropriate City Staff.

CONNECT PLAN IMPLEMENTATION TO THE CAPITAL PLANNING PROCESS

The Comprehensive Plan supports the framework for the Capital Improvement Plan (CIP) process. Goals and priorities established in the Comprehensive Plan often set the priorities for investment in facilities and infrastructure over the next several years. The Capital Improvement Plan, which is a rolling five-year plan, is initially developed by City Staff. The Planning and Zoning Commission provides input when there is overlap between the Comprehensive Plan and CIP. The CIP is ultimately approved annually by City Council with the budget planning process. Elected and Appointment Officials, with guidance from the respective City departments, select projects from the Comprehensive Plan for inclusion in the City's CIP. Community input regarding prioritization and/or chronological progression may influence selection of the included projects.

IDENTIFY FUNDING SOURCES FOR PLAN IMPLEMENTATION

The implementation matrix identifies community partners to collaborate on strategy implementation. This identification improves the coordination of possible public and private funding sources – including federal, state, and foundation grant programs – facilitating implementation. Consistent, clearly presented goals, objectives, and action priorities, backed by demonstrated community support, puts the community in a strong position to secure external funding for implementation.

City Staff should research financial resources for implementation, to include City funds, external grants, or private dollars. Action plans, developed for larger capital improvement projects, include identification of funding sources.

CONNECT PLAN IMPLEMENTATION TO THE ANNUAL BUDGETING PROCESS

Identification of funding sources helps influence the annual budget planning process, which aligns with the Comprehensive Plan objectives. Favorable CIP projects identified by City Staff and/or Elected and Appointed Officials, in addition to other projects associated with the Comprehensive Plan, are evaluated for inclusion in the upcoming year’s budget. City Council approves the budget in December.

	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG
Regularly Evaluate and Report on Implementation Progress								
Establish Interagency and Organizational Cooperation								
Adjust the Plan as Necessary Based on Evaluation								
Connect Plan Implementation to the Capital Planning Process								
Identify Funding Sources for Plan Implementation								
Connect Plan Implementation to the Annual Budgeting Process								

IMPLEMENTATION PROGRESS

CHAPTER 1
THINK COMMUNITY IDENTITY

Be a welcoming and inclusive community that offers opportunities and support to all people.

- 

OBJECTIVE 1.1: Enhance human connections bringing meaning to our lives.
- 

OBJECTIVE 1.2: Increase all people's sense of belonging to the community.
- 

OBJECTIVE 1.3: Improve access to quality, integrated, and supportive resources, so they are available for all members of the community.
- 

OBJECTIVE 1.4: Improve public safety and the perception of public safety.
- 

OBJECTIVE 1.5: Improve community physical and mental health.
- 

OBJECTIVE 1.6: Improve the visual appearance of major commercial corridors, gateways, and historic sites.
- 

OBJECTIVE 1.7: Preserve Kirksville's history and cultural legacy.

CHAPTER 2
THINK NEIGHBORHOODS & HOUSING

Create quality, accessible neighborhoods with a range of housing types and price ranges.

- 

OBJECTIVE 2.1: Provide a range of housing types – size, configuration, tenure, price, age, and ownership structure – to accommodate changing demands and affordability needs.
- 

OBJECTIVE 2.2: Better connect where people live to where they work and play.
- 

OBJECTIVE 2.3: Improve the visual appearance and condition of housing and infrastructure in neighborhoods.

CHAPTER 3
THINK ECONOMY

Increase the community's resilient economic base.

- 

OBJECTIVE 3.1: Increase retail sales per capita to provide additional funding for City services and infrastructure.
- 

OBJECTIVE 3.2: Sustain the population of Kirksville by focusing on the unique quality of life the community offers residents of all ages, abilities, and backgrounds.
- 

OBJECTIVE 3.3: Enhance the skills and abilities of the workforce to support economic development.
- 

OBJECTIVE 3.4: Increase the prosperity of residents.

Each objective within this implementation progress summary is represented with a gauge to indicate the relative measurement of completion. The initial measurement, reflective of the status as of adoption of this document in March 2020, establishes a baseline against which future progress is evaluated.

CHAPTER 4
THINK MOBILITY & TRANSPORTATION

Kirksville's multimodal transportation network safely and conveniently moves people and goods.



OBJECTIVE 4.1: Improve regional transportation connections for all modes of travel.



OBJECTIVE 4.2: Provide a more complete and accessible multimodal transportation system.



OBJECTIVE 4.3: Reduce crashes and accidents for all modes of transportation.

CHAPTER 5
THINK INFRASTRUCTURE & PUBLIC FACILITIES

Maximize reliable and sustainable infrastructure and public facilities for future generations.



OBJECTIVE 5.1: Improve the sustainability of infrastructure, making it more reliable, efficient, and affordable in the long run.



OBJECTIVE 5.2: Continue to reduce risk and property damage due to stormwater runoff and sewage backups.



OBJECTIVE 5.3: Encourage use of clean, renewable energy for residents and businesses.



OBJECTIVE 5.4: Ensure the quality of Kirksville's drinking water system.



OBJECTIVE 5.5: Improve the accessibility and equitable distribution of public and recreation facilities for people of all ages and abilities living in all neighborhoods.

CHAPTER 6
THINK PLANNING & LAND USE

Develop and redevelop the community while protecting and enhancing the environment and community character.



OBJECTIVE 6.1: Preserve and protect high-quality natural resources, slopes, and floodplains.



OBJECTIVE 6.2: Protect and enhance Kirksville's urban forest.



OBJECTIVE 6.3: Protect water quality in lakes, streams, and rivers.



OBJECTIVE 6.4: Reduce Kirksville's carbon footprint and protect air quality.



OBJECTIVE 6.5: Manage the responsible growth and development of Kirksville.

IMPLEMENTATION MATRIX

The following section describes the policy, regulatory, investment, and programmatic actions in addition to the responsible agency, recommended timeframe, and possible sources of funding.

PRIORITY

The way in which the strategies are listed by number and letter is not an indication of priority or level of importance. All strategies cannot be completed at once or right-away. Therefore, top strategies have been identified through City Official, Steering Committee, and public input to help identify those strategies that should take top priority based on community needs and desires. These top priorities are designated by a ★ icon.

RESPONSIBILITY

The City is the ultimate lead for the implementation of the Comprehensive Plan. The following implementation matrix identifies the responsible City department and any identified collaborative partnerships for each strategy. Collaborative partnerships include community organizations, other governmental entities, educational institutions, and non-profit agencies.

TIMEFRAME

To help guide implementation, the matrix also identifies the recommended timeframe for completion of each strategy. Four designations are used for this categorization: short-term (1 to 3 years), mid-term (4 to 10 years), long-term (11 to 20 years), and ongoing implementation.

MATRIX ABBREVIATIONS

City of Kirksville Departments:

ADM	Administration
AHB	Affordable Housing Board
ATC	Airport & Transportation Commission
CC	City Council
COD	Codes
E-911	E-911 and Dispatch
ECD	Economic & Community Development
ENG	Engineering
FIN	Finance
KHPC	Kirksville Historic Preservation Commission
LPRC	Lakes, Parks, and Recreation Commission
PI	Public Information
PLN	Planning
POL	Police
P&R	Parks and Recreation
PW	Public Works
P&Z	Planning & Zoning Commission
TIF	Downtown TIF Commission
WC	Watershed Commission

Partner Agencies:

ACAD	Adair County Ambulance District
ACC	Adair County Commission
ACHD	Adair County Health Department
ACL	Adair County Library
ACRW	Adair County Rural Water
ACS	Adair County Sherriff
CAPNEMO	Community Action Partnership of Northeast Missouri
FAA	Federal Aviation Administration
FLATS	Forest Lake Area Trail System
KACC	Kirksville Area Chamber of Commerce
KATC	Kirksville Area Technical Center
KHA	Kirksville Housing Authority
KIC	Kirksville Integration Coalition
K-REDI	Kirksville Regional Economic Development Inc.
KTO	Kirksville Tourism Office
MDC	Missouri Department of Conservation
MDEC	Missouri Department of Economic Development
MDNR	Missouri Department of Natural Resources
MDWD	Missouri Division of Workforce Development
MHP	Missouri Highway Patrol
MoDOT	Missouri Department of Transportation
MREIC	Missouri Rural Enterprise and Innovation Center
MSK	Main Street Kirksville
NEMO CIT	Northeast Missouri Crisis Intervention Team Council
NEMO RPC	Northeast Missouri Regional Planning Commission
R-III	Kirksville R-III School District
SEMA	State Emergency Management Agency
UME	University of Missouri Extension

CHAPTER 1: THINK COMMUNITY IDENTITY

GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 1

Enhance human connections bringing meaning to our lives.

Kirksville is home to many civic, educational, and community organizations that all strive to make Kirksville a thriving community and desirable place to live.

With a significant student population between Truman State University (Truman), A.T. Still University (A.T. Still), and Moberly Area Community College (MACC), there is great potential to engage students in employment, volunteering, and mentorship opportunities.

STRATEGIC DIRECTION: Strengthen partnerships and community promotion.

		Assigned Agency	Timeframe
★ 1.1.A.	Promote the experience of living in Kirksville because of the many positive elements of the community.	City (ECD) / KACC / MSK	Ongoing
★ 1.1.B.	Continue to promote the Central Business District as the consistent center of activity, culture, commerce, and community life.	City (ECD) / KACC / MSK	Short-Term
★ 1.1.C.	Strengthen and expand partnerships between the County, City, universities, and community organizations to increase cooperation and collaboration.	City (CC, ADM)	Short-Term
1.1.D.	Strengthen and promote volunteer and mentorship opportunities to increase the involvement of students in the community.	City (ADM, ECD) / Higher Education Institutions / R-III	Mid-Term
1.1.E.	Identify opportunities to strengthen and promote Kirksville's sense of community pride (e.g., community mascot, apparel). Consider establishing a City tree and/or flower that would be encouraged to be planted throughout the community.	All Agencies	Short-Term

STRATEGIC DIRECTION: Increase opportunities for interaction.

		Assigned Agency	Timeframe
1.1.F.	Partner with Main Street Kirksville and Adair County to enhance the Courthouse lawn as an important communal gathering space Downtown that would attract residents, students, and visitors while providing opportunities for interaction and building relationships.	Adair County / MSK	Short-Term
1.1.G.	Promote and strengthen the Diversity Festival to celebrate Kirksville's culture and diverse populations. Consider establishing a festival to honor Kirksville's history.	Higher Education Institutions / MSK / KIC	Short-Term
1.1.H.	Improve the physical, social, and cultural connections of Truman and A.T. Still to Downtown Kirksville and other community gathering places.	City (ECD, COD, PLN, P&Z, TIF) / MSK / Higher Education Institutions	Mid-Term

GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 2

Increase all people's sense of belonging to the community.

Kirksville is a community of disparate groups, all of whom have strong identities. The sense of belonging within each group is strong, which helps explain why 'sense of community' ranked in the top five of Kirksville's greatest strengths, according to respondents of the Think Kirksville 2040 Community Survey.

However, these groups desire for a stronger sense of belonging with each other and the larger Kirksville community. This is made evident with 'diversity and inclusion' ranking in the top five biggest challenges for Kirksville in the Community Survey.

STRATEGIC DIRECTION: Promote meaningful engagement of all people regardless of race, color, national origin, age, sexual orientation, or income in the development, implementation, and enforcement of environmental laws, regulations, and policies.

		Assigned Agency	Timeframe
★ 1.2.A.	Increase the number of opportunities for people of all ages and abilities to be involved throughout the community.	All Agencies	Mid-Term
1.2.B.	Promote community events to the college students and promote university events to the community.	City (PI) / Higher Education Institutions / KACC / MSK	Short-Term
1.2.C.	Provide continued support and encouragement of the efforts by the Kirksville Integration Coalition to integrate all immigrants to Kirksville.	All Agencies	Ongoing
1.2.D.	Partner with universities and service organizations to recognize contributions and accomplishments of students and community members making an impact in Kirksville.	All Agencies	Short-Term
1.2.E.	Host an annual event to recognize City volunteers.	City (CC, ADM)	Short-Term

GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 3

Improve access to quality, integrated, and supportive resources, so they are available for all members of the community.

A public service is a service performed for the benefit of the people who live in, and sometimes those who visit, the jurisdiction. Public services and healthcare should be located so that all members of the public have safe and convenient transportation options to reach quality services and facilities that meet or exceed industry standards for service provision. Minority and low-income neighborhoods are often underserved by public services and facilities and healthcare providers.

Access to community services and resources is vital to any community, but especially those that have significant populations who are elderly, disabled, immigrants, and impoverished. Respondents of the Think Kirksville 2040 Community Survey ranked ‘senior services’ and ‘social services’ last among Kirksville’s greatest strengths, with ‘services for disabled population’ receiving only a slightly better rating. Additionally, ‘poverty’ was ranked second of Kirksville’s biggest challenges.

STRATEGIC DIRECTION: Educate residents about existing services available in Kirksville.

		Assigned Agency	Timeframe
1.3.A.	Encourage local emergency and medical providers to offer translation services to ensure language is not a barrier to accessing these resources.	City (POL, FIRE, ECD, E-911) / KIC / Healthcare Providers / ACAD	Short-Term
★ 1.3.B.	Work to ensure quality daycare is available throughout the community to assist those families that rely on such services to be employed.	K-REDI / Social Services	Short-Term
1.3.C.	Improve and streamline the Kirksville Welcome Packet to provide new residents and students information about all key City services, amenities, and events.	City (ADM, PI) / KACC / MSK	Short-Term
1.3.D.	Increase the number of residents enrolled to receive City notifications.	City (ADM, PI)	Mid-Term
1.3.E.	Plan for equitable access to health care providers, schools, arts, parks, City Hall, and cultural facilities through land use policies so they are reachable by all persons, regardless of social or economic backgrounds.	City (ADM, COD, ENG, P&Z)	Long-Term
1.3.F.	Embrace and support, when possible, evolving technology to encourage accessibility for all residents and businesses.	All Agencies	Long-Term

GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 4

Improve public safety and the perception of public safety.

Kirksville is a safe community, with violent and property crimes trending down over the last twenty years. ‘Safe community’ was ranked as Kirksville’s fourth greatest strength in the Think Kirksville 2040 Community Survey, predominantly by respondents who have lived in the community for more than ten years. However, some have the perception that Kirksville is not safe. This negative perception of safety by some in the community is a result of concern regarding specific areas within the community where property appearance needs improvement or certain incidents that have occurred.

STRATEGIC DIRECTION: Increase education and awareness.

		Assigned Agency	Timeframe
1.4.A.	Plan for improved safety for all residents of Kirksville regardless of race, ethnicity, socioeconomic status, geography, gender, age, sexual orientation, behavior, or disability.	City (POL, FIRE, E-911) / ACS / ACAD / Rural Fire / KIC	Short-Term
1.4.B.	Partner with community and neighborhood groups to provide public education about crime prevention best practices.	City (POL, PI) / ACS / Social Services	Mid-Term
1.4.C.	Encourage the establishment of neighborhood watch groups.	City (POL, FIRE, PI)	Short-Term
1.4.D.	Maintain existing disaster preparedness plans and procedures.	City (ADM, FIRE, POL, PW, E-911) / SEMA / ACAD / ACS / Rural Fire Ongoing	Ongoing

STRATEGIC DIRECTION: Make improvements to the physical environment to increase safety.

		Assigned Agency	Timeframe
1.4.E.	Conduct a study to determine which areas are most unsafe, or have the highest perception of being unsafe, and identify best practice techniques to rectify the areas of concern.	City (ADM, POL, FIRE, COD, PI)	Mid-Term
1.4.F.	Evaluate lighting throughout the community to improve safety.	City (P&R, LPRC) / Higher Education Institutions / YMCA	Short-Term
★ 1.4.G.	Improve the appearance of specific neighborhoods by reducing blighted properties.	City (ECD, COD, PLN, P&Z, KHPC) / Realtors / Developers / CAPNEMO	Long-Term

GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 5

Improve community physical and mental health.

A healthy lifestyle is characterized by individual practices and behavioral choices that enhance health and well-being. Barriers to the design of the physical environment can influence rates of physical activity and health benefits. Active transportation facilities (e.g., sidewalks and bike lanes) and accessible, equitably distributed recreational opportunities support physical activity and healthy lifestyles.

STRATEGIC DIRECTION: Promote outdoor recreation and activity for people of all ages and abilities.

		Assigned Agency	Timeframe
1.5.A.	Ensure Kirksville's Parks & Recreation Department considers persons of all ages and abilities when developing fitness programming when needed.	City (P&R, LPRC, CC)	Short-Term
★ 1.5.B.	Continue to build partnerships between the City of Kirksville Parks & Recreation Department, Truman, A.T. Still, and the local YMCA to increase access to physical health education and activities in Kirksville. Address space constraints by evaluating existing City land and facilities for possible shared recreation and/or expanded use.	City (P&R, LPRC) / Higher Education Institutions / YMCA	Short-Term
1.5.C.	Implement the <i>Kirksville Active Mobility Plan</i> (KAMP) to promote healthy, accessible outdoor activity.	City (ECD, PW, P&R, FIN, PLN, ENG, P&Z, ATC)	Ongoing

STRATEGIC DIRECTION: Increase services to combat mental health issues in the community.

		Assigned Agency	Timeframe
★ 1.5.D.	Partner with local social service agencies to identify gaps and/or deficiencies in existing mental health services. Increase access to and quality of services.	City (POL) / Social Services	Mid-Term
1.5.E.	Improve and expand health, drug, and mental health awareness education for the youth.	City (POL) / NEMO CIT / Social Services / R-III / Private Schools / CAPNEMO	Short-Term
1.5.F.	Continue to incorporate mental health training into emergency service response systems to ensure that individuals receive comprehensive care.	NEMO CIT	Mid-Term

STRATEGIC DIRECTION: Encourage healthy eating.

		Assigned Agency	Timeframe
1.5.G.	Explore ways to allow access to healthy, locally grown foods for all neighborhoods.	City (ECD, COD, P&R) / UME / ACHD	Mid-Term
1.5.H.	Encourage partnerships with the University of Missouri Adair County Extension to grow safe and healthy foods for the community.	City (ECD, COD, P&R) / UME / R-III / Higher Education Institutions	Mid-Term
1.5.I.	Help promote community events focused on healthy lifestyles.	City (ECD, PI, P&R) / Social Services / Service Clubs	Short-Term

GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 6

Improve the visual appearance of major commercial corridors, gateways, and historic sites.

A beautiful and maintained community is important. Appearance helps build community spirit, welcome visitors, and attract and retain residents.

STRATEGIC DIRECTION: Beautify Kirksville. Add amenities such as street trees, new green spaces, and new sidewalks connecting to schools, shopping, services, and parks to improve the attractiveness of the neighborhood and encourage property owners to make improvements to and better maintain their homes.

		Assigned Agency	Timeframe
1.6.A.	Define and improve gateways to the community with new signage, creating a sense of place and providing a spirited and welcoming first impression of Kirksville to residents and visitors alike.	City (ADM, ECD, COD, PLN, ENG, PW, P&Z) / KACC / K-REDI / KTO / MSK	Short-Term
1.6.B.	Identify appropriate wayfinding techniques and implement throughout the community, starting with the KAMP Focus Corridors, to provide better identification of community assets and attractions and provide more direct navigation for all modes of travel throughout Kirksville.	City (PI, ECD) / KACC / K-REDI / KTO / MSK / MoDOT	Mid-Term
1.6.C.	Expand the Adopt-A-Street program. Consider other programs such as Adopt-A-Trail, Adopt-A-Park, and Adopt-A-Spot.	City (PW, P&R, ECD, PI) / Service Clubs / Higher Education Institutions	Short-Term
1.6.D.	Initiate programs to improve the physical appearance of Kirksville. (<i>Community Plan 2013</i>)	City (PW, P&R, ECD, COD, PI) / Service Clubs / Higher Education Institutions	Mid-Term
★ 1.6.E.	Incorporate safe, convenient, accessible, and attractive design features to promote walking and biking, and beautification of the community (e.g., sidewalks, street furniture, bicycle facilities, street trees, gateway monuments, and wayfinding signage).	City (ECD, COD, PLN, ENG, PW, P&R, P&Z, ATC, LPRC)	Ongoing
1.6.F.	Guide and provide, when possible, the installation of street furniture and amenities to improve the appearance of commercial corridors (e.g., planters, benches, trash cans, and recycling bins).	City (ADM, ECD, PW, P&R) / KTO / MSK / Local Businesses	Short-Term
1.6.G.	Undertake regular clean-up and paint programs, keep sidewalks and streets in good condition, and continue implementation of the <i>Downtown Revitalization Program</i> .	City (ADM, ECD, COD) / Service Clubs / KACC / MSK	Ongoing
1.6.H.	Define Neighborhood Improvement Districts (NIDs) to fund improvement and beautification projects in targeted areas.	City (ADM, FIN, ECD, PLN, ENG, PW)	Short-Term

STRATEGIC DIRECTION: Improve and expand City policies and enforcement.

		Assigned Agency	Timeframe
1.6.I.	Provide consistent, timely code enforcement and consider proactive code enforcement in targeted areas where City service requests are greatest.	City (ADM, COD, POL)	Short-Term
1.6.J.	Enact Downtown Design Guidelines.	City (ADM, ECD, COD, ENG, TIF, P&Z) / MSK	Ongoing
1.6.K.	Expand involvement in the City's Housing Rehabilitation Loan Program to assist property owners that are unable to make the necessary improvements to their property.	City (CC, ADM, ECD, FIN, COD, AHB) / KHA	Mid-Term
1.6.L.	Update zoning and subdivision code elements, such as signage, building setbacks, exterior staircases, and parking, to better support maintaining a beautiful and welcoming appearance.	City (CC, ADM, ECD, PLN, COD, PW, ENG, P&Z)	Ongoing
1.6.M.	Offer additional bulky item trash collection to reduce illegal dumping and items in yards.	City (ADM, COD, PW)	Short-Term

GOAL STATEMENT

Be a welcoming and inclusive community that offers opportunities and support to all people.

OBJECTIVE 7

Preserve Kirksville’s history and cultural legacy.

Historic resources are buildings, sites, landmarks, or districts with exceptional value or quality for illustrating or interpreting the cultural heritage of a community. They can include resources eligible for listing on the National Register of Historic Places, a state inventory of historic resources in association with a program approved by the secretary of the interior, or a local inventory of historic resources in association with a program approved by a state program or directly by the secretary of the interior (in states without approved programs). It is important to address the conservation and reuse of historic resources due to their cultural and historic significance to a community and the role they play in enhancing a community’s sense of place, economy (through tourism and other economic activity), and environment (by reducing the need to construct new buildings that consume land and resources).

STRATEGIC DIRECTION: Preserve and appropriately reuse historic resources such as buildings, sites, landmarks, or districts with exceptional value, quality, or that illustrate the cultural heritage of Kirksville.

		Assigned Agency	Timeframe
1.7.A.	Establish a local Downtown Historic District with a zoning overlay.	City (ADM, PLN, ENG, P&Z, KHPC) / ACC / MSK	Mid-Term
1.7.B.	Create a partnership with Truman to identify potential threats to the preservation of historic structures located between Downtown and the Truman campus to maintain a seamless transition between campus and surrounding neighborhoods.	City (ADM, COD, PLN, KHPC, P&Z) / Truman	Short-Term
1.7.C.	Conduct additional district surveys for the areas east of Baltimore Street, south of Still Street, areas surrounding and adjacent to Downtown, and north of Cottonwood Street. (<i>Cultural Resource Survey Plan 2011</i>)	City (ADM, PLN, KHPC) / Neighborhood Residents	Ongoing
1.7.D.	Leverage the Kirksville Historic Preservation Commission (KHPC) to increase the public’s awareness of Kirksville’s local and national landmarks and districts, and their historic, cultural, and economic significance to the community.	City (PLN, PI, KHPC) / KTO / MSK	Ongoing
1.7.E.	Continue efforts to get the Main Street Historic District and Courthouse Square Historic District Expansions listed on the National Register, as recommended by the 2010 Architectural/Historical Survey.	City (ADM, PLN, KHPC) / ACC / MSK	Mid-Term
1.7.F.	Preserve and protect historic buildings and sites from adverse development by continuing to identify and designate significant cultural resources through the City’s local landmark program.	City (COD, PLN, P&Z, KHPC) / Realtors / Developers	Ongoing
1.7.G.	Maintain City-owned historic properties.	City (ADM, COD, P&R, FIN, PW, KHPC)	Ongoing

STRATEGIC DIRECTION: Improve historic districts’ physical elements to preserve the community’s authentic character and sense of place.

		Assigned Agency	Timeframe
1.7.H.	Leverage the <i>Downtown Revitalization Program/Façade Assistance Program</i> to improve building façades and remove added awnings from Downtown buildings so more historic structures can apply for landmark designation.	City (ECD, FIN, COD, ENG, TIF, KHPC) / MSK	Long-Term
1.7.I.	Conduct a historic survey to identify features to be required for future infill development to maintain the integrity of the character areas.	City (COD, PLN, KHPC, P&Z)	Mid-Term
1.7.J.	Maintain brick streets to preserve the historic character of the neighborhoods in which they are located.	City (COD, PLN, KHPC, P&Z)	Long-Term
1.7.K.	Ensure commercial use of all first floor spaces in Downtown.	City (ECD, COD, PLN, P&Z) / MSK / KACC / MREIC	Long-Term

CHAPTER 2: THINK NEIGHBORHOODS & HOUSING

GOAL STATEMENT

Create quality, accessible neighborhoods with a range of housing types and price ranges.

OBJECTIVE 1

Provide a range of housing types – size, configuration, tenure, price, age, and ownership structure – to accommodate changing demands and affordability needs.

Kirksville desperately needs Missing Middle housing, defined as a range of multi-unit or clustered housing types compatible in scale with detached single-family homes to meet growing demand. This type of housing supports walkability, local retail, and multimodal transportation options. It meets the needs of a spectrum of affordability to address the mismatch between the available housing stock and shifting demographics. Neighborhoods and subdivisions that have housing types and values that all alike create separation within the community based on income.

Infill development is characterized by development or redevelopment of underdeveloped or underutilized parcels of land in otherwise built-up areas, which are usually served by or have ready access to existing infrastructure and services. Focusing development and redevelopment on infill sites takes advantage of this existing infrastructure while helping to steer development away from greenfield sites on the urban fringe, which are more expensive to serve with infrastructure and services.

STRATEGIC DIRECTION: Prioritize infill redevelopment of underutilized parcels of land in built-up areas, served by or with access to existing infrastructure and services.

		Assigned Agency	Timeframe
2.1.A.	Establish a Land Clearance Authority to encourage redevelopment by removing blighted areas within the community.	City (ADM, ECD, COD, PLN)	Mid-Term
2.1.B.	Create a Land Trust, a charitable organization that acquires land or conservation easements. The acquired land becomes part of a Land Bank, an aggregation of parcels for future sale or development.	City (ADM, ECD) / K-REDI	Mid-Term
2.1.C.	Designate blighted areas.	City (CC, ECD, PLN, P&Z)	Ongoing
2.1.D.	Tear down dilapidated housing.	City (ADM, ECD, COD, KHPC) / Developers	Mid-Term
2.1.E.	Encourage development of infill sites that fits within the character areas by providing incentives to home builders, such as reduced permit fees and density bonuses.	City (CC, ADM, ECD, COD, PW) / CAPNEMO / Developers	Short-Term
★ 2.1.F.	Partner with developers/property owners to achieve upgraded infrastructure, brought up to City standards, to support infill housing.	City (ADM, ECD, COD, PW, P&Z)	Mid-Term
2.1.G.	Seek assistance for buyouts of properties experiencing chronic flooding through the State Emergency Management Agency's Pre-Disaster Mitigation Program.	City (ADM, COD)	Mid-Term

STRATEGIC DIRECTION: Improve access to attainable, diverse housing options in healthy, safe neighborhoods.

		Assigned Agency	Timeframe
2.1.H.	Develop standards to allow for high quality prefabricated (prefab) homes, built off-site, and then shipped in components for assembly on-site. Prefab homes are generally more affordable, more energy-efficient, produce less waste, can be constructed in a shorter time, and are more durable than a stick-built home.	City (CC, ADM, COD) / Developers	Short-Term
★ 2.1.I.	Allow for alternative housing types (e.g., patio homes, tiny homes, co-housing, and multigenerational housing) to serve a variety of needs.	City (CC, ADM, COD, PLN, P&Z) / Realtors / Developers	Ongoing
★ 2.1.J.	Convene non-profit service provider stakeholders, especially addiction treatment facilities, to identify methods to address homelessness.	City (ADM, ECD, COD, PLN, AHB) / KHA / Social Services / Service Clubs	Ongoing

GOAL STATEMENT

Create quality, accessible neighborhoods with a range of housing types and price ranges.

OBJECTIVE 2

Better connect where people live to where they work and play.

Communities that plan residential areas within a five-to-ten-minute walk to employment opportunities, community services, green space, retail shops, and other amenities realize many socio-economic benefits.

		Assigned Agency	Timeframe
★ 2.2.A.	Plan for mixed land use patterns, with residential and non-residential land uses in close proximity to one another that are walkable, bikable, and easily served by transit.	City (ECD, COD, PLN, PW, ENG, P&Z)	Ongoing

OBJECTIVE 3

Improve the visual appearance and condition of housing and infrastructure in neighborhoods.

Neighborhoods that are well-maintained provide residents with a stronger sense of community and create a more desirable place to live. Improving the overall appearance of a neighborhood also has a positive impact on property values.

STRATEGIC DIRECTION: Invest in physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods experiencing falling property values, high real estate foreclosure rates, rapid depopulation, or physical deterioration

		Assigned Agency	Timeframe
★ 2.3.A.	Encourage design standards and adopt codes that align with the community context of Kirksville (e.g., protect the function and aesthetic of each character area; address building placement, building massing, parking, landscaping, etc.).	City (ADM, ECD, COD, PLN, P&Z, KHPC) / Realtors / Developers	Ongoing
★ 2.3.B.	Strengthen property maintenance codes and enforcement, including consideration of periodic proactive code enforcement in targeted areas where City service requests are greatest. Define minimum requirements to ensure Code Official inspections consistently meet City standards.	City (ADM, ECD, COD, PLN, P&Z, KHPC) / Realtors / Developers	Ongoing
★ 2.3.C.	Provide incentives and information about available assistance programs to encourage property owners to rehabilitate homes.	City (ADM, ECD, PI, COD, KHPC, AHB) / KHA	Mid-Term
2.3.D.	Consider licensing rental properties and initiating an inspection program.	City (CC, ADM, COD) / Higher Education Institutions / Developers / Property Managers	Long-Term

CHAPTER 2: THINK ECONOMY

GOAL STATEMENT

Increase the community’s resilient economic base.

OBJECTIVE 1

Increase retail sales per capita to provide additional funding for City services and infrastructure.

Local retail sales are declining nation-wide as more people are shopping online. To combat this trend and increase the retail sales per capita, Kirksville must increase business, retail, and entertainment options strengthening its draw in the region. Kirksville must also preserve and celebrate its unique places, historical attractions, and community events.

Residents and visitors have many opportunities for patronage at retail businesses, restaurants, and entertainment venues within Kirksville. However, the majority of the City’s existing commercial businesses are located along commercial corridors, unevenly distributed and lacking pedestrian connections to neighborhoods. Planning retail as nodes would potentially offer one-stop-shopping options within walkable distances to more local neighborhoods.

STRATEGIC DIRECTION: Preserve the character and economic vitality of the Downtown to draw more people and more dollars to it.

		Assigned Agency	Timeframe
3.1.A.	Discourage certain types of businesses best suited for Downtown from developing along U.S. Highway 63. Provide incentives to locate Downtown.	City (ECD, COD, TIF) / MSK	Short-Term
★ 3.1.B.	Support Main Street Kirksville and their efforts to attract increased patronage of Downtown businesses.	City (ADM, ECD, FIN, TIF) / ACC / KACC / MSK	Ongoing
3.1.C.	Encourage Downtown business owners to modify their hours of operation to better align with when people are most likely to shop (e.g., evenings after work, weekends, holidays), increasing retail sales.	City (ECD) / KACC / MSK	Short-Term
3.1.D.	Improve the physical, social, and cultural connections of Truman and A.T. Still to Downtown Kirksville and other community gathering places.	City (ECD, COD, PLN, ENG, PW, P&Z, TIF) / KACC / MSK / Higher Education Institutions	Short-Term
3.1.E.	Encourage local educational institutions to explore opportunities that increase their physical presence Downtown, increasing the connection of students and faculty to local businesses.	City (ADM, ECD) / KACC / KTO / MSK / Higher Education Institutions	Mid-Term

STRATEGIC DIRECTION: Build upon the strengths of the community by taking advantage of Kirksville’s strengths and celebrating its uniqueness.

		Assigned Agency	Timeframe
3.1.F.	Partner with the Missouri Rural Enterprise and Innovation Center (MREIC) and the Kirksville Area Chamber of Commerce to identify and attract new businesses (retail and restaurants) to Kirksville.	City (ECD) / MREIC / KACC / MSK	Short-Term
3.1.G.	Support the development of a truck stop near U.S. Highway 63 to capitalize on additional revenue from highway traffic.	City (ADM, ECD, PLN, P&Z) / MoDOT	Short-Term
3.1.H.	Encourage the NEMO Fair Association to maintain the fairgrounds in good condition to continue to draw regional and unique events to Kirksville.	City (COD) / NEMO Fair Board / KACC	Short-Term
3.1.I.	Preserve natural resources to ensure the sustainability and expansion of agritourism.	City (COD, PLN, P&R) / KACC / KTO / UME	Ongoing
3.1.J.	Partner with the Kirksville Tourism Office, Kirksville’s educational institutions, natural resource agencies, and other economic development partners to identify economic development strategies that protect and expand upon Kirksville’s existing tourism strengths.	City (ADM, ECD) / KACC / K-REDI / MREIC / KTO / MSK / Higher Education Institutions	Short-Term
3.1.K.	Invest in outdoor recreation to maximize potential of this strength as an economic driver.	City (ADM, ECD, P&R, LPRC) / KACC / MDC / MDNR / FLATS	Long-Term
★ 3.1.L.	Strengthen partnerships with Truman, A.T. Still, and MACC to plan and implement projects, and attract and promote unique cultural events that benefit both the City and educational institutions.	City (ADM, ECD) / Higher Education Institutions / KACC / KTO / MSK	Mid-Term
3.1.M.	Encourage businesses to have language translation available (e.g., websites, marketing, and service materials) so they can equitably offer products and services to the Spanish and French language communities.	City (ECD, POL, FIRE) / KIC / MREIC / KACC / MSK	Mid-Term

GOAL STATEMENT

Increase the community’s resilient economic base.

OBJECTIVE 2

Sustain the population of Kirksville by focusing on the unique quality of life the community offers residents of all ages, abilities, and backgrounds.

Historically, Kirksville has struggled to retain graduating students from the local universities. Job opportunities are limited, low-paying, or not specialized enough for new graduates, forcing them to look for employment in larger communities.

Kirksville’s population, currently 17,519, has remained relatively steady since 1990. A slight growth from increased employment opportunities at Kraft Heinz with completion of their expanded facility in 2018 was offset by declining enrollment at Truman.

STRATEGIC DIRECTION: Leverage the strong educational resources to promote Kirksville.

		Assigned Agency	Timeframe
3.2.A.	Partner with economic development agencies to identify and attract new employers by promoting the workforce available because of trailing spouses of post-graduate students, hospital employees, and higher education faculty and staff.	City (ADM, ECD) / K-REDI / MREIC / KACC / Higher Education Institutions	Short-Term
3.2.B.	Work with local universities to determine what employment opportunities are drawing graduating students to other communities.	City (ADM, ECD) / K-REDI / Higher Education Institutions	Short-Term
3.2.C.	Educate the community youth on local post-graduation opportunities to encourage their retention.	City (ECD, PI) / Higher Education Institutions / R-III / KACC	Short-Term
3.2.D.	Expand employment opportunities in the local healthcare industry for students graduating from the osteopathic and dentistry programs. Work with healthcare industry to identify strategies to fill in gaps in local service providers and specialists.	City (ECD) / K-REDI / Higher Education Institutions / Healthcare Providers / KACC	Ongoing

STRATEGIC DIRECTION: Support small business and entrepreneurial development.

		Assigned Agency	Timeframe
3.2.E.	Encourage the development of a maker space to provide a collaborative and shared environment for all residents to encourage small business development.	City (ECD) / MREIC / KACC / MSK / R-III	Mid-Term
3.2.F.	Market the Missouri Rural Enterprise and Innovation Center (MREIC) to better communicate their support services for small and entrepreneurial businesses. Provide a centralized resource for small businesses to learn about financial assistance programs.	City (ECD, PI) / MREIC / KACC / MSK	Ongoing
3.2.G.	Develop a succession planning and mentorship program to connect near-retirement small business owners with potential future owners to build continuity within the community.	City (ECD) / MREIC / KACC / MSK	Short-Term
3.2.H.	Promote green businesses and jobs (e.g., businesses that sell environmentally conscious products and services; jobs that contribute to preserving or restoring environmental equality).	City (ECD) / K-REDI / MREIC / KACC / MDED	Long-Term
3.2.I.	Identify resources needed, which may be lacking in the community, that could aid in the physical development of businesses (e.g., architects, surveyors, engineers).	City (COD, PLN, ECD) / MREIC / KACC	Short-Term
3.2.J.	Manage City regulations to ensure that the cost of doing business in Kirksville is competitive with other communities, while maintaining a high quality of life for the community.	City (COD, PLN, ECD, FIN)	Mid-Term

GOAL STATEMENT

Increase the community's resilient economic base.

OBJECTIVE

3

Enhance the skills and abilities of the workforce to support economic development.

Increasing the number of residents that are highly educated and/or highly skilled creates a strong workforce, ultimately benefitting the base economy. Many rural and small communities face Brain Drain, defined as the difficulty retaining educated/trained youth as a result of them leaving for other communities with greater employment opportunities, offering higher wages, or matching specific skill sets. A highly educated and skilled workforce attracts companies and is better able to adapt to changing economy/technology. Higher education attainment combats poverty through higher earning potential and lower unemployment rates.

STRATEGIC DIRECTION: Increase the number of students coming to and staying in Kirksville.

		Assigned Agency	Timeframe
★ 3.3.A.	Collaborate with local higher-education institutions to identify mutually beneficial methods for future recruitment and expanded enrollment. Marketing efforts should celebrate the many positives of living in Kirksville as a student and beyond (e.g., affordability, recreation amenities, community events, great City services, and the historic Downtown).	City (CC, ADM, ECD, PI) / Higher Education Institutions / K-REDI / KACC / MSK	Short-Term
3.3.B.	Increase retention of the student population by connecting students with Kirksville business owners to improve awareness of career and entrepreneurial opportunities.	City (CC, ADM, ECD) / Higher Education Institutions / KACC / K-REDI / MSK	Mid-Term
3.3.C.	Partner with the MACC and Kirksville Area Technical Center to expand workforce development and vocational training opportunities for all community members.	City (ECD) / MREIC / K-REDI / KACC / Higher Education Institutions	Mid-Term

STRATEGIC DIRECTION: Partner with employers to identify local issues of employment.

		Assigned Agency	Timeframe
3.3.D.	Lead workforce development conversations with major employers. (<i>K-REDI Strategic Plan 2019</i>)	City (ECD) / K-REDI / KACC	Ongoing
3.3.E.	Partner with economic development agencies to develop business retention strategies to ensure that employment opportunities remain within the community.	City (ECD) / K-REDI / KACC	Ongoing
★ 3.3.F.	Focus efforts on people by developing jobs that match existing skills within the Kirksville workforce or training workers to meet the labor needs of local industries.	City (ECD) / K-REDI / KACC	Ongoing
3.3.G.	Ensure that Kirksville has adequate services to address mental health and addiction issues, to help reduce impact to employers through lost time and low productivity.	City (ECD, POL) / K-REDI / KACC / NEMO CIT / Healthcare Providers	Short-Term

GOAL STATEMENT

Increase the community’s resilient economic base.

OBJECTIVE 4

Increase the prosperity of residents.

Participants of the Think Kirksville 2040 Community Survey responded that ‘poverty’ is the second biggest challenge for the community. Approximately 34% of Kirksville’s population lives below the poverty line, which is defined as the minimum income a family needs to afford everyday necessities like food, clothing, transportation, and shelter. This number is higher than that of Adair County and the state of Missouri, with rates of 26.2% and 14.6%, respectively, partly due to the number of college-aged students living in Kirksville.

STRATEGIC DIRECTION: Increase the number of high paying jobs and minimize cost burdens to employees.

		Assigned Agency	Timeframe
3.4.A.	Recruit employers that can pay wages that exceed the County average.	City (ECD) / K-REDI	Long-Term
3.4.B.	Convene stakeholders to support the impoverished, with efforts to reduce the number of people living below the poverty line. Helping individuals in need can benefit the entire community.	City (ADM, ECD, POL) / Social Services / Service Clubs	Short-Term
★ 3.4.C.	Promote job training and opportunities for lifelong learning and career advancement.	City (ECD) / K-REDI / MREIC / KACC / ACL / KATC / Higher Education Institutions	Ongoing
3.4.D.	Leverage Opportunity Zones/Qualified Opportunity Funds and other available incentive programs to spur development projects throughout the community that increase resident wages and/or reduce housing costs.	City (ECD) / K-REDI / Financial Institutions / Developers	Short-Term
3.4.E.	Encourage and support workforce diversity to ensure employment of all people regardless of age, cultural background, physical ability, race, ethnicity, religions, and gender identity.	City (ECD, POL) / K-REDI / MREIC / KACC / MDWD	Short-Term

CHAPTER 4: THINK MOBILITY & TRANSPORTATION

GOAL STATEMENT

Kirksville’s multimodal transportation network safely and conveniently moves people and goods.

OBJECTIVE 1

Improve regional transportation connections for all modes of travel.

Kirksville serves as a regional destination for northeast Missouri and parts of southern Iowa. Ensuring the efficiency and capacity of Kirksville’s local and regional connectivity is essential to support the amount of desired growth. Strong regional connectivity makes it easier for people who live in surrounding communities to make more frequent visits to Kirksville.

STRATEGIC DIRECTION: Strengthen regional transportation access to employment centers and attractions for all modes of travel.

		Assigned Agency	Timeframe
4.1.A.	Identify funding sources for substantial improvements to the Kirksville Airport Terminal, and ongoing runway maintenance. (<i>Comprehensive Plan 2014</i>)	City (ADM, FIN, PW)	Short-Term
4.1.B.	Explore the feasibility to expand airport passenger service to include daily flights to other regional destinations.	City (ADM, PW, ATC)	Short-Term
4.1.C.	Leverage the airport to expand the shipping and logistics industries.	City (ECD, PW) / K-REDI / MoDOT / FAA	Long-Term
4.1.D.	Explore connecting local trails to the regional trail network to offer access to bike routes such as the <i>Way of American Genius Bicycle Route</i> on U.S. Highway 36.	City (ADM, ECD, P&R, PW) / NEMO RPC / ACC	Long-Term
★ 4.1.E.	Improve U.S. Highway 63 north of Kirksville toward Iowa with passing lanes.	City (ADM) / Adair County / MoDOT / K-REDI / KACC / KTO / NEMO RPC	Long-Term
4.1.F.	Promote the existing taxi and OATS bus services for regional transportation options.	City (ADM, ECD, PI) / MoDOT / Social Services / KACC	Short-Term

GOAL STATEMENT

Kirksville’s multimodal transportation network safely and conveniently moves people and goods.

OBJECTIVE 2

Provide a more complete and accessible multimodal transportation system.

A complete multimodal transportation network that offers choice and accessibility is essential for Kirksville’s residents and visitors and builds resiliency, allowing the community to adapt to future changes. Healthy communities provide multiple modes of transportation to serve residents of all ages and abilities.

STRATEGIC DIRECTION: 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.



		Assigned Agency	Timeframe
4.2.A.	Increase public awareness of alternative modes of transportation available in Kirksville and demonstrate the importance of multimodal transportation.	City (ADM, ECD, PI) / KACC / Social Services / Higher Education Institutions	Short-Term
4.2.B.	The Downtown commercial district must accommodate many forms of transportation. (<i>Downtown Implementation Plan 1999</i>)	City (ECD, COD, PLN, ENG, PW) / MSK	Mid-Term
4.2.C.	Incorporate parking/loading stations into future commercial development/redevelopment.	City (ECD, COD, PLN, ENG, PW, P&Z)	Long-Term
4.2.D.	Increase interconnections between the hike/bike trail and the Downtown sidewalk system to shopping, education, and recreation destinations. (<i>Comprehensive Plan 2014</i>)	City (ECD, COD, ENG, PW, P&R) / MSK / FLATS	Long-Term
4.2.E.	Integrate the Forest Lake Area Trail System (FLATS) plan and <i>Kirksville Active Mobility Plan (KAMP)</i> recommendations into future sidewalk and trail development to ensure city-wide connectivity.	City (ECD, COD, ENG, PW, P&R) / FLATS	Long-Term
4.2.F.	Identify strategic prioritization for sidewalk repair to follow the sidewalk improvement program and <i>Kirksville Active Mobility Plan (KAMP)</i> Focus Corridors.	City (ECD, P&R, COD, PLN, ENG, PW, ATC, LPRC, P&Z) / FLATS / R-III	Short-Term
4.2.G.	Ensure new streets can safely accommodate all modes of transportation and incorporate multimodal improvements when existing roads get reconstructed whenever possible.	City (PW, PLN, ENG)	Long-Term
4.2.H.	Upgrade existing and construct new sidewalks in compliance with the Americans with Disabilities Act (ADA) specifications. (<i>TEAP Study 2018</i>) Perform an ADA self-evaluation and develop a transition plan for pedestrian facilities in the public right-of-way to determine Kirksville’s current status regarding Title II requirements. Strengthen the role of the ADA Compliance Officer.	City (ADM, ECD, PW, COD, ENG)	Mid-Term
4.2.I.	Ensure that public transit routes are aligned to connect residential areas with the employment, commercial, and service nodes.	City (ADM, ECD, PLN) / Kirk-Tran / K-REDI / KACC	Long-Term
4.2.J.	Expand the transit system, offering more buses to help decrease wait times.	City (ADM, ECD) / Kirk-Tran	Long-Term
4.2.K.	Encourage Kirk-Tran to construct simple bus shelters and improve buses.	City (ADM, ECD, ENG, PW) / Kirk-Tran	Mid-Term
4.2.L.	Continue applying for local, state, and federal grants to supplement City funding and to accommodate multiple modes of transportation (e.g., sidewalks, bike lanes, and roads).	City (ADM, FIN, PW, ENG) / MoDOT / FLATS / NEMO RPC	Short-Term
4.2.M.	Conduct a study of existing parking requirements and develop modifications to City codes to reflect updated needs based on a complete multimodal transportation network. This effort will support the needed infill development in more-established neighborhoods.	City (CC, ADM, ECD, PW, COD, PLN, ENG, P&Z)	Mid-Term
4.2.N.	Strengthen the pedestrian connection between nearby activity nodes and neighborhoods by improving sidewalks and crosswalks.	City (ECD, PLN, ENG, PW)	Ongoing
4.2.O.	Fill sidewalk and trail infrastructure gaps to improve the connectivity of the pedestrian and bicycle networks with priority for the <i>Kirksville Active Mobility Plan (KAMP)</i> , and explore funding opportunities.	City (CC, ADM, ECD, PW, COD, PLN, ENG, P&Z) / MoDOT	Mid-Term
4.2.P.	Preserve and develop the railroad right-of-way into a bicycle and pedestrian trails and infrastructure.	City (ADM, ECD, PW, P&R, PLN, ENG) / MoDOT	Long-Term
4.2.Q.	Continue to require developers to build infrastructure to promote walkability, especially pedestrian connections to commercial districts, recreation, and community services.	City (COD, PLN, ENG, PW)	Ongoing

STRATEGIC DIRECTION: Plan the City’s road network to be a more complete grid system.

		Assigned Agency	Timeframe
4.2.R.	Align New and Halliburton Streets to provide a third continuous north-south corridor, to help alleviate traffic congestion along Baltimore Street. Explore possibilities for connection locations.	City (ADM, PLN, PW, ENG)	Long-Term
4.2.S.	Pursue a Traffic Engineering Assistance Program (TEAP) application to evaluate the development of an alternate east-west connection for MO Highway 6 between the western City limits and U.S. Highway 63.	City (ADM, PW, PLN, ENG) / MoDOT	Short-Term
4.2.T.	Evaluate capacity improvements to the industrial park from U.S. Highway 63 and MO Highway 6.	City (PW, PLN, ENG) / MoDOT / K-REDI	Mid-Term
4.2.U.	Require developers to adhere to the <i>Master Street Plan</i> when planning and constructing street networks with new development.	City (ADM, COD, PLN, ENG, PW)	Short-Term
4.2.V.	Align new streets, whether infill or in planned developments, with the City’s existing road network grid structure to provide clear and efficient navigation throughout the community.	City (ADM, COD, PLN, ENG)	Ongoing
4.2.W.	Conduct studies as needed to determine the feasibility of expanding the street network in adherence to the <i>Master Street Plan</i> to ensure connectivity.	City (ADM, ECD, COD, PLN, ENG) / MoDOT	Mid-Term
4.2.X.	Secure funding through grants and sales tax, while utilizing the City-owned asphalt plant to ensure long-term maintenance of the existing City street infrastructure.	City (ADM, FIN, PW)	Ongoing

GOAL STATEMENT

Kirksville's multimodal transportation network safely and conveniently moves people and goods.

OBJECTIVE 3

Reduce crashes and accidents for all modes of transportation.

Proper planning, funding, implementation, and maintenance of infrastructure reduces crashes for all modes of transportation, improving overall safety. Safe communities help reduce costs to City management and emergency services.

STRATEGIC DIRECTION: Improve the safety of people walking and biking.

		Assigned Agency	Timeframe
4.3.A.	Consider adopting a Complete Street ordinance to integrate with the <i>Kirksville Active Mobility Plan</i> (KAMP).	City (CC, ADM, PLN, ENG, PW, ATC, P&Z)	Short-Term
4.3.B.	Consider the American Association of State and Highway Transportation Officials (AASHTO) standards when making improvements to existing traffic and bike lanes.	City (CC, ADM, PLN, ENG, PW, ATC, P&Z)	Ongoing
4.3.C.	Continue to support and secure funding to make safety improvements to walking and biking infrastructure on school routes for children.	City (CC, ADM, PLN, ENG, PW, ATC, P&Z)	Short-Term
4.3.D.	Work with the Missouri Department of Transportation to improve the safety of pedestrians and bicyclists crossing Baltimore Street, especially at Illinois, Jefferson, and Patterson Streets, and Normal Avenue. Evaluate the need for implementation on other residential streets that cross Baltimore Street.	City (ADM, ECD, PLN, ENG, PW) / MoDOT	Short-Term
4.3.E.	Maximize parkways and construct sidewalks to provide a greater buffer from street traffic when right-of-way will allow.	City (PLN, ENG, PW, ECD, ATC, P&Z) / MoDOT	Long-Term

STRATEGIC DIRECTION: Address traffic safety concerns along major corridors, including U.S. Highway 63.

		Assigned Agency	Timeframe
4.3.F.	Establish access management policies/standards for City-owned streets based on functional classification.	City (PLN, ENG, PW, ATC, P&Z)	Short-Term
4.3.G.	Strengthen the existing internal east-west MO Highway 6 route (MO Highway 6/Baltimore Street/Illinois Street) by increasing capacity and managing traffic flow utilizing best-practice improvements such as turn lanes, traffic signaling, and access management.	City (ADM, PLN, ENG, PW, ATC, P&Z) / MoDOT	Long-Term
4.3.H.	Develop an access management plan for Baltimore Street, in partnership with the Missouri Department of Transportation and in conjunction with <i>A Better Baltimore</i> , to reduce the number of accidents caused by cars entering or exiting the traffic way.	City (PLN, ENG, PW, ATC, P&Z) / MoDOT	Short-Term
4.3.I.	Partner with the Missouri Department of Transportation to study congestion mitigation on Baltimore Street south of Illinois Street.	City (PLN, ENG, PW, ATC, P&Z) / MoDOT	Mid-Term
4.3.J.	Study whether traffic calming is needed on Jefferson Street, Patterson Street, and Normal Avenue.	City (ADM, PLN, ENG, PW, ATC, P&Z)	Short-Term
★ 4.3.K.	Continue to support the completion of the Missouri Department of Transportation's <i>A Better Baltimore</i> project to improve safety along Baltimore Street for all modes of transportation.	City (ADM, ENG, PW) / MoDOT	Short-Term
4.3.L.	Educate drivers and provide enforcement of new traffic patterns and routes for completed and planned road improvement projects. Continue to provide street project updates through the annual streets report.	City (ADM, PI, POL, FIRE)	Long-Term
4.3.M.	Develop and implement a methodology for street naming and numbering consistency.	City (ADM, COD, ENG, POL, FIRE, PW)	Short-Term
4.3.N.	Continue to work with the Missouri Department of Transportation to address safety concerns along U.S. Highway 63 at major intersections.	City (ADM, ENG, PW, ATC) / MoDOT	Short-Term

CHAPTER 5: THINK INFRASTRUCTURE & PUBLIC FACILITIES

GOAL STATEMENT

Maximize reliable and sustainable infrastructure and public facilities for future generations.

OBJECTIVE 1

Improve the sustainability of infrastructure, making it more reliable, efficient, and affordable in the long run.

It is important to retrofit existing and build new infrastructure now that is able to anticipate and adapt to changes in the future, ensuring that City systems are resilient and sustainable.

STRATEGIC DIRECTION: Evaluate existing infrastructure.

		Assigned Agency	Timeframe
5.1.A.	Complete a Facilities Plan for the City wastewater and water systems.	City (CC, ADM, FIN, ENG, PW)	Mid-Term
5.1.B.	Evaluate Downtown alleys and consider vacating those that don't provide a service or access.	City (CC, ADM, ENG, PW) / MSK	Short-Term
5.1.C.	Conduct a study to evaluate the number, necessity, and quality of streetlights.	City (ADM, PW, POL) / Ameren UE	Short-Term
5.1.D.	Determine if a water distribution loop system is needed to support future development.	City (ENG, PW) / MDNR	Ongoing
5.1.E.	Consider treating wastewater at the wastewater treatment plant to reclaim effluent for use as potable water.	City (ADM, FIN, PW, ENG) / MDNR	Long-Term

STRATEGIC DIRECTION: Upgrade infrastructure and facilities and incorporate planning for these improvements into the City's 5-year Capital Improvement Program (CIP).

		Assigned Agency	Timeframe
5.1.F.	Size infrastructure to adequately serve existing and future development that increases density; balance quality of service provision with costs to Kirksville taxpayers and ratepayers. Existing infrastructure in residential neighborhoods is sized for single family homes; increasing density by redeveloping with multifamily residential requires larger sizing to accommodate the increased capacity.	City (ECD, COD, ENG, PW) / Liberty / Ameren UE / Sparklight	Long-Term
★ 5.1.G.	Continue to ensure existing streets are proactively maintained to reduce expenses in the future.	City (FIN, ENG, PW)	Ongoing
★ 5.1.H.	Plan infrastructure maintenance, improvement, and expansion to support future growth.	City (ADM, ECD, FIN, ENG, PW)	Short-Term
5.1.I.	Continue to regulate the construction of facilities in the public right-of-way to ensure coordination between utility and City infrastructure improvements.	City (COD, ENG, PW)	Ongoing
5.1.J.	Properly maintain existing brick streets to prolong their life and character of the neighborhoods in which they are located.	City (ADM, ECD, ENG, PW)	Long-Term

GOAL STATEMENT

Maximize reliable and sustainable infrastructure and public facilities for future generations.

OBJECTIVE 2

Continue to reduce risk and property damage due to stormwater runoff and sewage backups.

Responsible planning helps to proactively mitigate damage to public and private property due to flooding. By doing so, City expenses and resources can be minimized.

		Assigned Agency	Timeframe
5.2.A.	Update City maps to reflect the most current regulated floodplains to reduce and mitigate flooding.	City (COD, ENG) / SEMA	Short-Term
5.2.B.	Retrofit existing neighborhoods with separated storm and sewer systems, and disconnect downspouts from the sanitary sewer system, especially in those areas that are prone to significant flooding and overflows.	City (ADM, COD, ENG, PW) / MDNR	Long-Term
5.2.C.	Require backflow prevention and pipe linings for existing neighborhoods and new construction, when needed.	City (COD, ENG, PW)	Short-Term
★ 5.2.D.	Upgrade the sewer collection system to reduce stormwater inflow to sanitary sewers. (<i>Community Plan 2013</i>)	City (COD, ENG, PW)	Long-Term
5.2.E.	Educate the public about ways they impact the sewer system.	City (ADM, PI, FIN, COD, PW)	Mid-Term
5.2.F.	Add or maintain curb and gutter for all new or improved streets when practical.	City (COD, ENG, PW)	Ongoing
5.2.G.	Improve requirements for the approval process for both residential and commercial development to include proper site surveys, grading plans, and curb cut location.	City (COD, ENG, PW)	Short-Term
5.2.H.	Ensure the City code is updated and enforced to regulate new development within the floodplain, as required by law.	City (CC, ADM, COD, PLN, ENG, P&Z)	Ongoing
5.2.I.	Plan upgrades to the wastewater and stormwater sewer systems to address expected capacity.	City (CC, ADM, FIN, ENG, PW)	Mid-Term

GOAL STATEMENT

Maximize reliable and sustainable infrastructure and public facilities for future generations.

OBJECTIVE 3

Encourage use of clean, renewable energy for residents and businesses.

Making the transition from the reliance on traditional forms of energy to utilizing clean and renewable sources will help increase efficiency and serve great benefit to the environment by reducing pollution.

STRATEGIC DIRECTION: Reduce energy consumption.

		Assigned Agency	Timeframe
★ 5.3.A.	Encourage green building design that prioritizes energy and resource efficiency, waste reduction, pollution prevention, and occupant health and productivity.	City (ADM, COD, ENG)	Mid-Term
5.3.B.	Encourage the reduction of energy consumption of existing buildings through weatherization and energy management practices.	City (ADM, ECD, COD) / CAPNEMO / Ameren UE	Short-Term
5.3.C.	Evaluate improvements to the streetlight system to reduce energy consumption and light pollution.	City (ADM, PW, POL) / Ameren UE	Short-Term
5.3.D.	Educate the public about the importance and means for energy consumption reduction at all levels.	City (PI) / Ameren UE	Ongoing

STRATEGIC DIRECTION: Explore new possibilities.

		Assigned Agency	Timeframe
5.3.E.	Explore green policies and practices for City facilities.	City (ADM, COD, PW, ENG) / Ameren UE	Mid-Term
5.3.F.	Research peer university towns and identify implementable green practices appropriate for Kirksville.	City (ADM, COD, ENG, PW)	Mid-Term
5.3.G.	Encourage charging stations for new commercial development where practical.	City (ECD, COD, PW) / Ameren UE	Short-Term

GOAL STATEMENT

Maximize reliable and sustainable infrastructure and public facilities for future generations.

OBJECTIVE 4

Ensure the quality of Kirksville's drinking water system.

The water treatment plant and distribution system supply clean, safe drinking water to the entire community meeting all state and federal water quality standards. Water quality, capacity, and water pressure for fire flow are all important to the community.

		Assigned Agency	Timeframe
5.4.A.	Continue to maintain water pressure and fire flow throughout the City that exceeds the Missouri Department of Natural Resources minimum standards.	City (PW, Fire) / MDNR	Ongoing
5.4.B.	Explore a water reclamation process to serve the needs of non-potable water customers and landscape watering.	City (CC, ADM, PW, ENG) / MDNR	Mid-Term

OBJECTIVE 5

Improve the accessibility and equitable distribution of public and recreation facilities for people of all ages and abilities living in all neighborhoods.

A public facility is any building or property—such as a library, park, or community center—owned, leased, or funded by a public entity. Public and recreation facilities should be located so that all members of the public have safe and convenient transportation options to reach quality services and facilities that meet or exceed industry standards for service provision. As community demographics continue to shift, equitable distribution of these resources will be an increasing necessity in order to promote a healthy and inclusive community.

STRATEGIC DIRECTION: Equitably distribute public facilities and spaces throughout the community.

		Assigned Agency	Timeframe
5.5.A.	Develop parks throughout the community to be within a ten-minute walk of existing and new neighborhoods.	City (P&R, ECD, PLN, ENG, LPRC, P&Z)	Long-Term
5.5.B.	Require dedicated green space and trail connections in new subdivisions and plan for the cost of their long-term maintenance.	City (ADM, P&R, PLN, ENG, LPRC, P&Z)	Mid-Term

STRATEGIC DIRECTION: Ensure public facilities and spaces are designed to be safe, served by different transportation modes, and accessible to people with mobility impairments.

		Assigned Agency	Timeframe
5.5.C.	Upgrade public facilities and infrastructure to comply with the Americans with Disabilities Act (ADA).	City (ADM, COD, ENG, PW)	Ongoing
5.5.D.	Consider all ages and abilities when making improvements to parks and amenities.	City (ADM, P&R, LPRC)	Ongoing
5.5.E.	Enforce existing design standards for public infrastructure in areas of new development to accommodate all ages and abilities.	City (COD, PLN, ENG, PW)	Ongoing
★ 5.5.F.	Develop indoor and/or year-round recreation spaces and facilities when practical.	City (CC, P&R, LPRC) / R-III / Private Schools / YMCA	Mid-Term

CHAPTER 4: THINK PLANNING & LAND USE

GOAL STATEMENT

Develop and redevelop the community while protecting and enhancing the environment and community character.

OBJECTIVE 1

Preserve and protect high-quality natural resources, slopes, and floodplains.

Preservation of natural resources is essential to the environmental health of a community.

		Assigned Agency	Timeframe
★ 6.1.A.	Restore and protect natural habitats, sensitive lands, and floodplains (e.g., wetlands, riparian corridors, woodlands, and lowlands). Create physical connections (network of green spaces including parks and greenways) between these natural resources to help manage water flow, provide opportunity for wildlife passages, and outdoor recreation.	City (COD, ENG, P&R, PW, WC) / MDNR / MDC	Long-Term
6.1.B.	Protect sensitive lands, including those with steep slopes and geographically unstable areas containing environmentally significant natural features, those that are easily disturbed by human activity, and those more costly on which to build.	City (COD, ENG, PW, P&R, LPRC, P&Z) / MDNR / MDC	Long-Term

OBJECTIVE 2

Protect and enhance Kirksville's urban forest.

Trees offer great benefits to a community by providing a positive impact on mental health, encouraging people to be outdoors, reducing direct sunlight on infrastructure which helps prolong its life, eliminating pollutants from the air and water, and improving the local ecosystem.

		Assigned Agency	Timeframe
6.2.A.	Explore the feasibility of turning existing heavily wooded areas in town into urban forest areas or park space.	City (P&R, LPRC)	Short-Term
6.2.B.	Plant trees and preserve existing trees to help remove carbon dioxide from the air. This includes planting appropriate street trees throughout the City.	City (ECD, COD, PLN, ENG, P&R, PW, LPRC) / MDNR / MDC	Long-Term
6.2.C.	Consider adopting a landscape policy for large-scale commercial developments.	City (CC, ADM, COD, PLN, ENG, P&Z)	Short-Term
6.2.D.	Expand the street tree ordinance to manage the replacement of street trees.	City (PLN, PW, P&R, ATC, P&Z) / MDC / UME	Short-Term
★ 6.2.E.	Encourage tree plantings throughout the community wherever possible to provide shade, which encourages outdoor activity and reduces damaging direct sunlight on infrastructure, and to improve the appearance of the community, which helps increase property values.	City (ECD, COD, PLN, ENG, P&R, PW) / MDNR / MDC / UME	Short-Term

GOAL STATEMENT

Develop and redevelop the community while protecting and enhancing the environment and community character.

OBJECTIVE 3

Protect water quality in lakes, streams, and rivers.

Water sources across the nation are being depleted. This trend will continue only if changes aren't made locally to protect the quantity and quality of our sources. High quality water provides positive impact for a healthier community.

STRATEGIC DIRECTION: Utilize natural topography and vegetation to capture, store, and soak up stormwater runoff using features such as bioswales, rain gardens, and green roofs.

		Assigned Agency	Timeframe
6.3.A.	Enforce the City's floodplain and stormwater management regulations and remove structures from the floodplain when practical.	City (COD, ENG)	Ongoing
6.3.B.	Enact a stream setback ordinance regulating new development within the floodplains and require construction standards to ensure new development does not increase the base flood elevation.	City (CC, COD, PLN, ENG, P&Z)	Mid-Term
6.3.C.	Implement green infrastructure, such as permeable pavement, stormwater harvesting, and landscaping, to achieve improved water quality and more livable communities.	All Agencies	Long-Term
6.3.D.	Create a green infrastructure network with off-street trails to support the residential neighborhoods east of North Baltimore Street, between Emmett Street and Meadow Crest Drive.	City (ECD, COD, PLN, ENG, P&R, LPRC, P&Z)	Long-Term
6.3.E.	Implement traffic calming and green infrastructure where feasible on gateway corridors such as Illinois Street, Jefferson Street, Patterson Street, and Normal Avenue.	City (PW, COD, PLN, ENG, ATC, P&Z) / MoDOT	Long-Term
6.3.F.	Comply with the Municipal Separate Storm Sewer System (MS-4) permit for stormwater quality.	City (ADM, PI, PW)	Ongoing
6.3.G.	Explore Neighborhood Improvement Districts (NIDs) to fund improvements.	City (ADM, ECD, FIN)	Short-Term

STRATEGIC DIRECTION: Protect the source of Kirksville's drinking water.

		Assigned Agency	Timeframe
6.3.H.	Form a partnership with Adair County Water Services to strengthen the protection of the Forest Lake and Hazel Creek Lake watersheds.	City (PW, ENG, WC) / ACRW / MDNR	Short-Term
6.3.I.	Provide educational programming at Forest Lake, Hazel Creek Lake, and other local preserved areas to bring attention to their importance to the local ecosystem and impact on drinking water quality.	City (PW, ENG, PI, WC) / MDNR / MDC	Mid-Term
6.3.J.	Follow the initiative petition approved in the 1980s to maintain the limitation of recreational activities at Hazel Creek Lake.	City (CC, ADM, PW, P&R, LPRC, WC) / MDC	Ongoing
6.3.K.	Require stricter source protection above drinking water supply lakes including working with the County to address failing septic systems.	City (ADM, PW, WC) / ACC / ADHD / MDNR / MDC	Mid-Term

GOAL STATEMENT

Develop and redevelop the community while protecting and enhancing the environment and community character.

OBJECTIVE 4

Reduce Kirksville’s carbon footprint and protect air quality.

Managing Kirksville’s environmental impact has implications locally and globally. Energy efficiency and reuse of resources help to minimize negative impact on the environment.

		Assigned Agency	Timeframe
6.4.A.	Partner with Truman’s sustainability groups to guide and support the education of the public and business owners about ways to reduce their carbon footprint.	City (ECD) / Higher Education Institutions / K-REDI / MREIC / KACC	Mid-Term
6.4.B.	In partnership with AmerenUE, work towards becoming an EPA Green Power Community.	All Agencies / Ameren UE	Long-Term
6.4.C.	Encourage homeowners and builders to take advantage of financial incentives for using energy-efficient products and building methods.	City (COD, ECD, AHB) / KHA / CAPNEMO / Property Managers / Realtors / Ameren UE	Short-Term
6.4.D.	Educate the public on Energy Efficient Mortgage (EEM) so that housing and utility efficiency increases.	City (PI, COD) / Ameren UE	Mid-Term
6.4.E.	Reuse buildings and revitalize areas of town to make them more efficient and desirable.	City (ECD, COD, PLN, KHPC, P&Z) / MSK / KACC / Ameren UE	Long-Term
6.4.F.	Encourage developers to follow the U.S. Environmental Protection Agency (EPA) recommendations for deconstruction and reuse, which helps eliminate waste and save on demolition costs.	City (COD, PLN, KHPC)	Long-Term
6.4.G.	Partner with the local public health agency to educate the public and business owners about individual efforts that can improve air quality.	City (ECD, PI, COD) / ACHD / KACC / K-REDI / Major Employers	Mid-Term

GOAL STATEMENT

Develop and redevelop the community while protecting and enhancing the environment and community character.

OBJECTIVE 5

Manage the responsible growth and development of Kirksville.

Responsible growth is important to a community’s economic and environmental sustainability. Remaining compact helps minimize infrastructure cost burdens to a community, keeps resources and services more-easily centralized, and protects natural resources. It is important to improve and maintain what the City already has before growing beyond its bounds.

STRATEGIC DIRECTION: Develop Kirksville to be compact, served by existing infrastructure, and limit sprawl.

		Assigned Agency	Timeframe
6.5.A.	Plan for new residential development within the existing City extents, bounded on the east by U.S. Highway 63, on the west by Cottage Grove Avenue, on the north by Steer Creek, and on the south by La Harpe Street.	City (ECD, PLN, ENG, PW, P&Z)	Long-Term
★ 6.5.B.	Increase density in the Central Business District by developing incentives to allow for residential units and green space/green roofs above the existing commercial spaces.	City (CC, ADM, ECD, FIN, PLN, P&Z, TIF) / MSK	Long-Term
6.5.C.	Increase the density of mixed-use and residential development in the Central Business District north of Illinois Street, south of Cottonwood Street, east of Main Street, and west of Marion Street.	City (ECD, COD, PLN, ENG, PW, P&Z) / MSK	Long-Term
6.5.D.	Increase density of areas around existing commercial nodes and multimodal transportation options to support economic development.	City (ECD, PLN, ENG, P&Z)	Long-Term
6.5.E.	Plan for a commercial land use node along Illinois Street between U.S. Highway 63 and Pfeiffer Avenue to capitalize on highway traffic and the NEMO fairgrounds, supporting the local and regional market.	City (ECD, PLN, COD, P&Z)	Short-Term
★ 6.5.F.	Promote dense, mixed use development and concentrate public investment along Franklin Street between Normal Avenue and the block north of Elm Street to create a development corridor connecting the neighborhood north of the Central Business District to the Downtown Square and Truman. Mixed land use patterns are characterized by residential and nonresidential land uses located in close proximity to one another. Mixing land uses and providing housing in close proximity to everyday destinations (e.g., shops, schools, civic places, workplaces) can increase walking and biking and reduce the need to make trips by automobile. Mixed land use patterns should incorporate safe, convenient, accessible, and attractive design features (e.g., sidewalks, bike street furniture, bicycle facilities, street trees) to promote walking and biking.	City (ECD, COD, PLN, P&Z, TIF) / MSK	Long-Term
6.5.G.	Encourage commercial development along Baltimore Street to be concentrated at specific nodes.	City (ECD, COD, PLN, P&Z) / KACC / MREIC	Short-Term

STRATEGIC DIRECTION: Limit annexation to identified areas on the Future Land Use Map that can be served equitably by public facilities, services, and infrastructure.

		Assigned Agency	Timeframe
6.5.H.	Update the annexation policy to responsibly guide and limit development outside of the City's limits.	City (CC, ADM, COD, PLN, ENG, PW, P&R, ATC, LPRC, P&Z)	Short-Term
6.5.I.	Locate future industrial expansion if needed near the existing wastewater treatment facility to reduce costs and where the transportation network currently exists (southeast of the existing City bounds near Business Highway 63 and Shepherd Avenue).	City (ADM, ECD, PW, COD, PLN, ENG, P&Z) / K-REDI	Long-Term
6.5.J.	Plan and anticipate for development in unincorporated land to the southwest of the City's existing limits, bounded by RT H and MO Highway 11, which may be annexed in the future.	City (ECD, COD, ENG, P&Z)	Long-Term
6.5.K.	New development should not adversely affect the response time of emergency services. Plan for new facilities as part of the development proposal.	City (ADM, FIRE, POL, PLN, E-911, P&Z) / ACAD / MHP	Long-Term

STRATEGIC DIRECTION: Maintain and extend the character of neighborhoods by reducing land use conflicts and strengthening patterns.

		Assigned Agency	Timeframe
6.5.L.	Explore the revision to the current zoning code to eliminate the hierarchical zoning method and rezone sections of the community based on character areas identified within the <i>Think Kirksville 2040 Comprehensive Plan</i> .	City (CC, ADM, COD, PLN, ENG, P&Z)	Short-Term
6.5.M.	Maintain minimal lot sizes and setbacks to allow for a variety of building types and scales.	City (CC, COD, PLN, P&Z)	Ongoing
6.5.N.	Continue to make necessary zoning and code revisions that protect the community's integrity but benefit the attraction of emerging business opportunities such as medical marijuana growing, processing, and dispensing facilities.	City (CC, ADM, ECD, COD, PLN, P&Z)	Ongoing
6.5.O.	Identify underutilized land, either based on character area significance or evolving trends, and determine direction for redevelopment.	City (ADM, ECD, COD, PLN, PW, P&R, LPRC, P&Z)	Long-Term
★ 6.5.P.	Explore the creation of a shared land use plan with Truman and A.T. Still to strengthen, beautify, and redevelop the neighborhoods and blocks between the campuses and Downtown.	City (ADM, COD, PLN, ENG, PW) / Higher Education Institutions	Short-Term

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