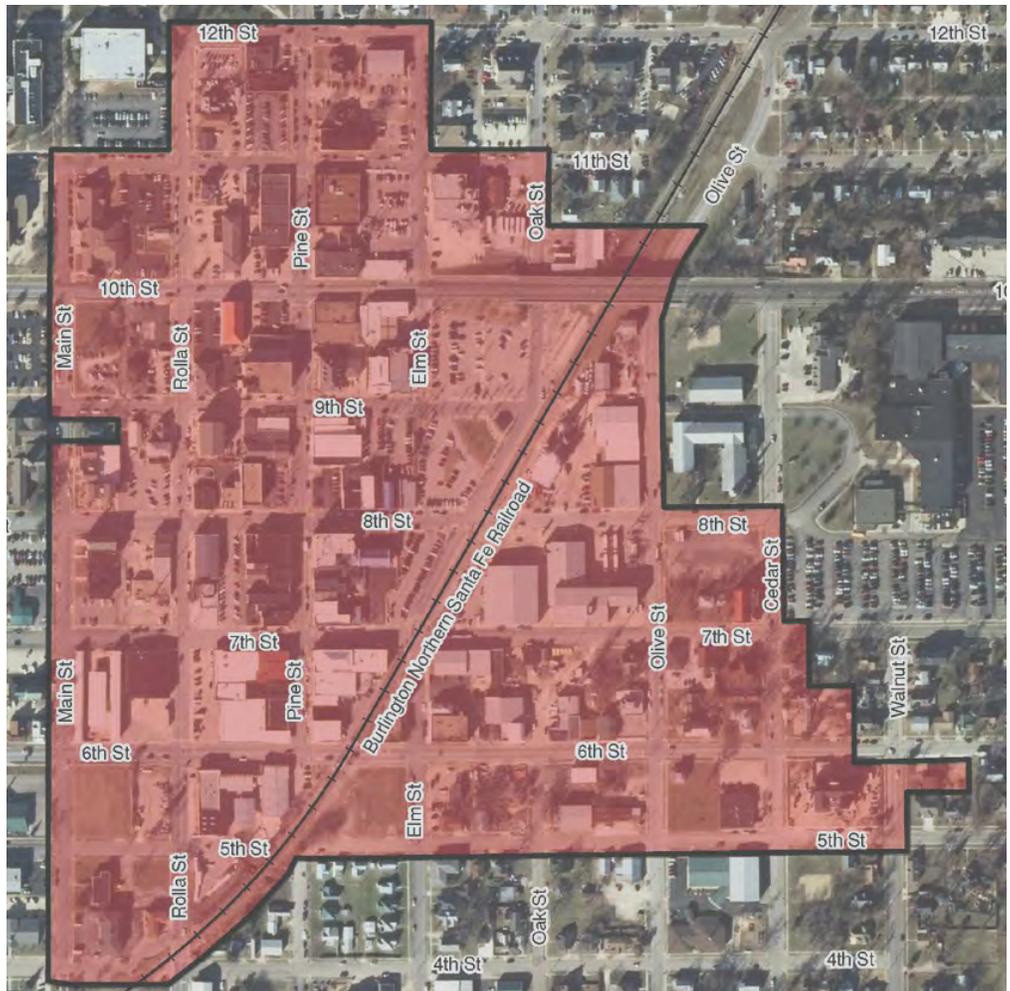


DOWNTOWN  
REVITALIZATION &  
ECONOMIC  
ASSISTANCE FOR  
MISSOURI

# ROLLA, MISSOURI SPECIAL BUSINESS DISTRICT STUDY





# ACKNOWLEDGMENTS



DOWNTOWN REVITALIZATION AND ECONOMIC ASSISTANCE FOR MISSOURI (DREAM) PROGRAM SPONSORS:



PLANNING CONSULTANT:



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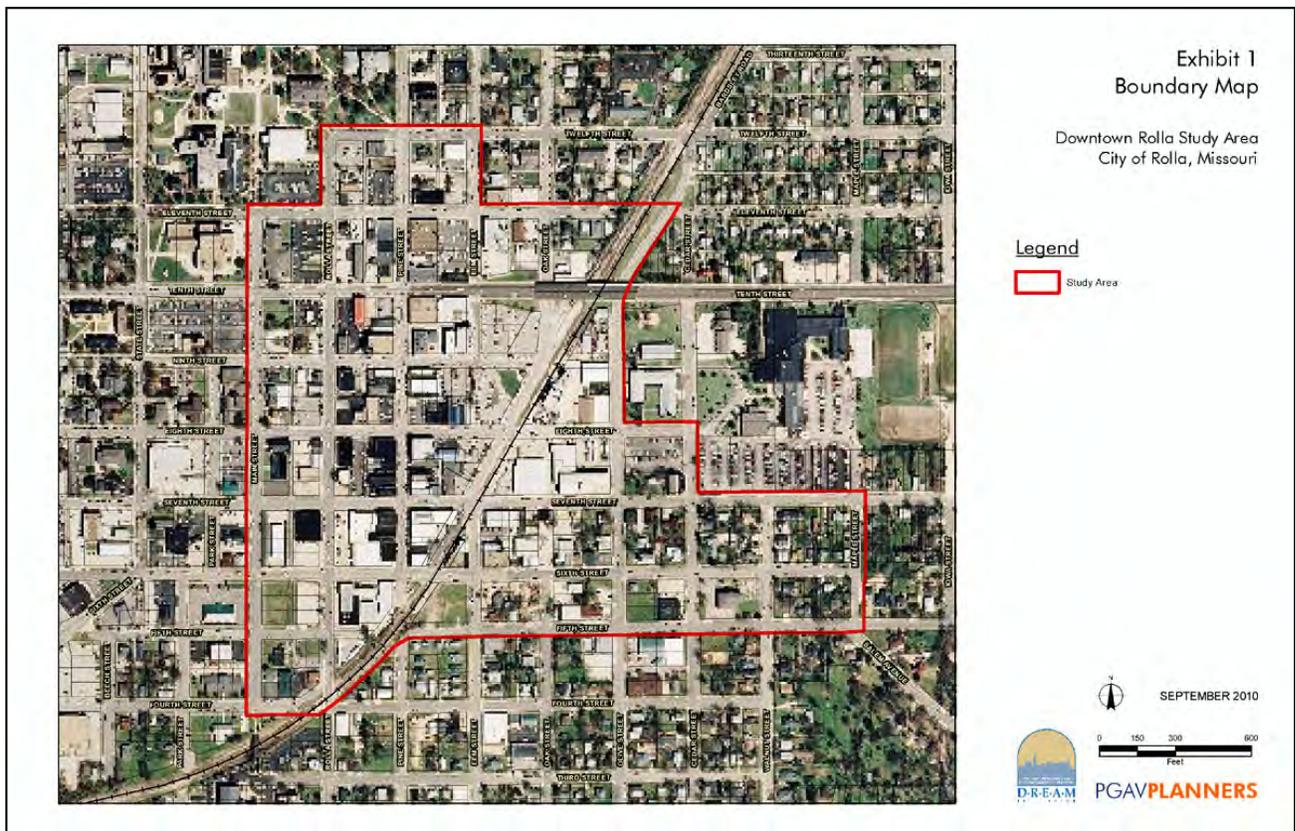
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## INTRODUCTION

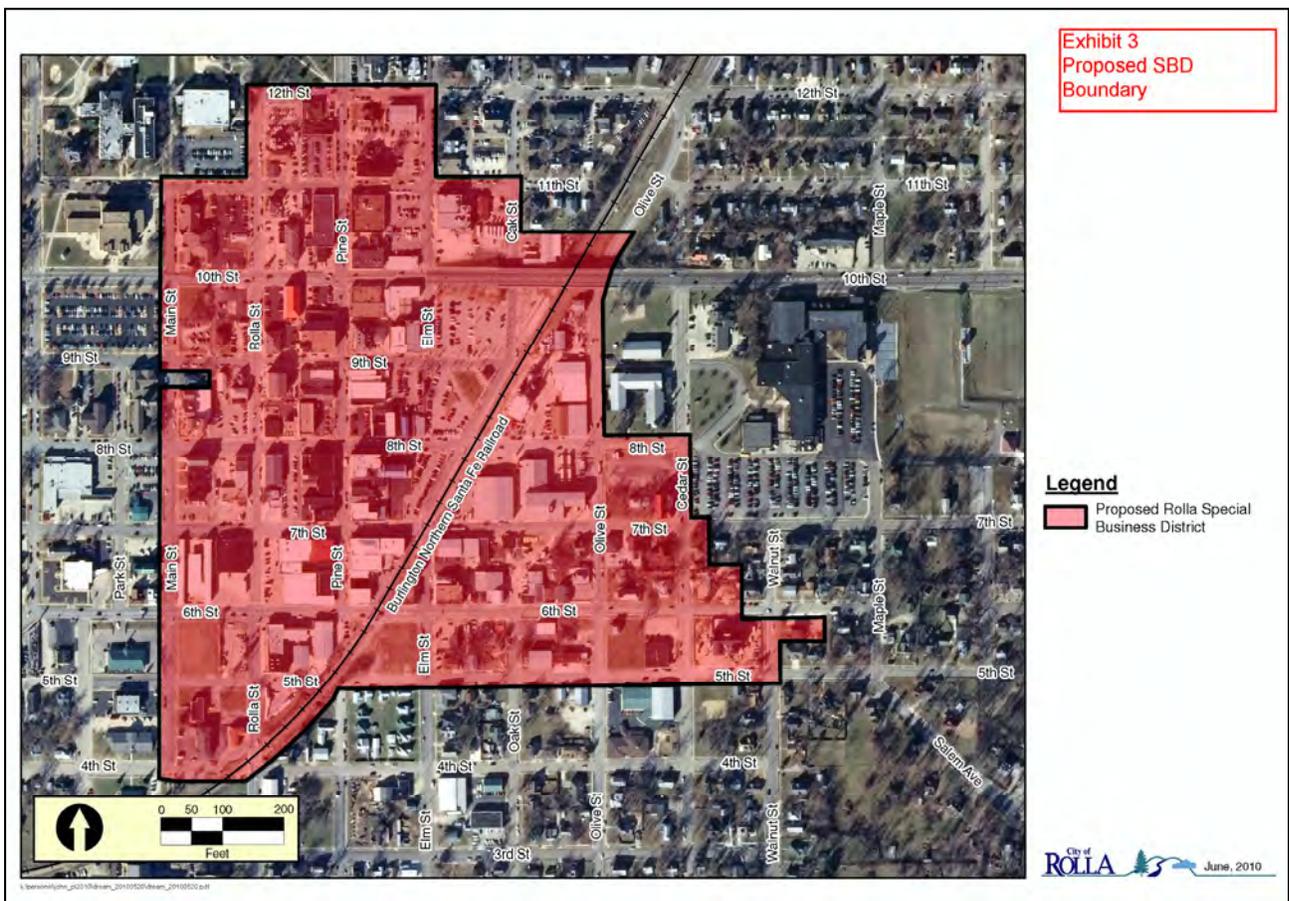
In late 2009, the City of Rolla was designated as a Downtown Revitalization and Economic Assistance for Missouri (DREAM) community. Through the application process, initial assessment meetings, and interviews with City leaders, the Downtown Rolla (Downtown) Study Area (Area) was defined. The City entered into a contract for DREAM planning in February of 2010. The purpose of the various DREAM tasks vary, however the overall goal of DREAM planning is to provide sound recommendations that seek long-term sustainability and leverage public resources to attract private investment. As of the writing of this Study, the DREAM program has included various surveys, mapping, organizational assessments, and a Financial Assistance Review. This Special Business District (SBD) Study is representative of DREAM recommendations to establish sustainable funding mechanisms for Downtown revitalization projects and has been conducted under the DREAM program at the request of the Rolla Downtown Business Association (RDBA), with assistance from the City.

This SBD Study contemplates that the proposed SBD will be somewhat analogous to the DREAM Study Area as identified in the September 2010 Map Reference Handbook and as shown below and in the **Appendix as Exhibit 2**.



The City of Rolla is located in south central Missouri along Interstate 44. Downtown Rolla is located in the central portion of the City. The limits of Downtown can be roughly described as Main Street on the west, Twelfth Street to the north, Maple Street to the east and Fifth Street to the south, with a rail line dividing the Area from the southwest to the northeast. The DREAM Area is comprised of approximately 38 city blocks and 333 parcels covering nearly 81 acres. As of the date of the DREAM survey work, the area contained 172 primary buildings.

The proposed SBD Area has been identified by the RDBA. The SBD Area generally removes some of the residential properties on the eastern edge of the DREAM Boundary as shown below and in the **Appendix as Exhibit 3**. The City has also developed a legal description for this boundary as found in the **Appendix as Exhibit 4**. The proposed SBD boundary includes an area that is all or a portion of approximately 35 city blocks with 75 property owners and approximately 130 business.



The revitalization of Downtown Rolla requires a combination of private and public funds to carry out and sustain the Community's vision to become *"a vibrant, friendly, attractive, and safe destination known for its diversity and unique character."* Fostering new or expanded business and residential growth in Downtown requires continued enhancement of public infrastructure, beautification of buildings and property, active and effective marketing, and ongoing cooperation among businesses, residents, government, and Downtown organizations.

Downtown Rolla has many assets upon which to build, including The Missouri University of Science and Technology (MS&T), good highway access, unique architecture, and established restaurants. Downtown also has some existing streetscape improvements such as lighting and landscaping. Although these assets exist, Downtown interests can work together to encourage greater City participation in public infrastructure that will spur greater private investment.

This report will discuss the statutory basis for establishing an SBD, the need for various improvements and special services within the Area as identified during the DREAM process, and the proposed budget for project activities as identified by the RDBA, with the assistance of the City.

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## **SUMMARY OF SPECIAL BUSINESS DISTRICT STATUTES**

Following is a summary of Chapter 71, sections 71.790-71.808 of the Revised Missouri Statutes that govern Special Business Districts in the State of Missouri. The complete statutes are listed in the **Appendix as Exhibit 1**.

### **PURPOSE**

An SBD may be created for the purpose of, among other things, carrying out public capital improvements, the addition of special police or cleaning services, and to grant permits for desired private usage of public property.

### **IMPLEMENTATION**

An SBD is established by the passage of a resolution and ordinance by the city. Prior to this, the city must first conduct a survey to determine the best location for the district, and the need for special services to be provided for and funded by the district.

### **ELIGIBLE PROJECTS AND POWERS OF SPECIAL BUSINESS DISTRICT**

An SBD may fund public facilities or improvements within its boundaries, including:

- 1) Close, open, or widen streets or alleys in whole or in part;
- 2) Construct or install pedestrian or shopping malls, plazas, sidewalks or moving sidewalks, parks, meeting and display facilities;
- 3) Convention centers or Arenas;
- 4) Sculpture;
- 5) Landscaping;
- 6) Install, operate, or lease public music and news facilities;
- 7) Purchase and operate buses, minibuses, mobile benches, and other modes of transportation;
- 8) Child-care facilities;
- 9) Lease space for sidewalk café tables and chairs;
- 10) Construct lakes, dams, and waterways of whatever size;
- 11) Provide special police or cleaning facilities;
- 12) Maintain municipality-owned property;
- 13) Grant permits for newsstands, sidewalk cafes, and other desired private usages of public property;
- 14) Prohibit or restrict vehicular traffic within the SBD as the governing body may deem necessary;
- 15) Lease, acquire, dispose of, construct, reconstruct, extend, maintain, or repair parking garages; and
- 16) Business activity promotion.

## OTHER CONSIDERATIONS

- Any owner of real property within the proposed district may petition the governing body of the city to adopt a resolution of intention to establish, enlarge, or decrease said district. Such resolution to contain:
  1. A boundary description;
  2. Time and place of a public hearing; and
  3. Proposed uses of revenue.
- In cities with less than 350,000 population an Advisory Board is created. There are other restrictions and powers for cities having greater than 350,000 population.
- The governing body of the city establishes the annual budget and determines the expenditures of the SBD, with the recommendation of the Advisory Board.
- The governing body may not decrease the level of publicly funded services in the district prior to creation of the district, not transfer the financial burden of providing the services to the district unless the services at the same time are decreasing throughout the city, nor shall the governing body discriminate in the provision of the publicly funded services between areas included in such a district and areas not so included.

Any additional services derived from the SBD are additional, not in replacement of, existing City services.

- Funding for improvements in the SBD can be provided by the imposition of special assessments, not to exceed eighty-five cents per one-hundred dollars of assessed valuation, apportioned against the property within the district.
- Once the SBD has been established, it may incur indebtedness or issue bonds or notes upon approval of a majority of the voters of the district. This indebtedness of the SBD shall not be for a period of longer than 20 years.
- The district is established by an ordinance, however the real-property tax rate funding mechanism requires approval during an election by the majority of residents and property owners, and must include business owners within the district if there is a license fee.

## STUDY FINDINGS

The DREAM Land Use, Infrastructure, and Building Survey was conducted in the spring of 2010. Specific mapping exhibits from this survey are included in the **Appendix Exhibits 5a - 5e**. Photo examples of existing conditions are included in the **Appendix Exhibit 6**.

The information gathered during this survey included:

- Exterior building conditions;
- First-floor vacancies;
- Parking lot and private off-street parking conditions; and
- Street and sidewalk conditions.

This mapping can be found in its entirety in the Rolla DREAM Map Reference Handbook from September, 2010. As previously noted, the area this mapping considers is slightly larger than the proposed SBD. However, this information can be presented as evidence for addressing the State of Missouri SBD requirement to conduct a survey and investigation for the purposes of determining:

- The nature and location for business district improvements;
- The area to be included in the proposed SBD; and
- The need for special services and cooperative promotion activities.

Other State of Missouri requirements to be addressed in this section, include:

- The approximate cost of acquiring and improving land;
- The cost of special services and cooperative promotion activities; and
- The percentage of the cost of acquisition, special services, and improvements which are to be assessed against the property within the business district and that part of the cost, if any, to be paid by public funds.

## DEMONSTRATION OF NEED

Downtown Rolla includes a variety of businesses within a relatively compact area and is adjacent to MS&T. The University houses 25 research centers and institutes and offers over 65 degree programs to a student population of over 6,500. With the current population of Rolla estimated at 18,500, the student population accounts for a significant increase in the potential consumer market, when in session. This market also adds significant housing demand for students not living on-campus. Downtown requires a thriving, active atmosphere to serve and capitalize upon this market as well as residents from the rest of the City and surrounding areas. Additionally, due to the proximity of Interstate 44, Downtown has the potential to draw from larger Missouri

markets such as St. Louis and Kansas City. By serving visitors drawn from more distant markets, Downtown Rolla can expand and grow its economic base. However, Downtown requires sustainable funding for projects, maintenance, and promotions to reach and serve all of these markets.

There are some signs of healthy business activity, however Downtown vacancy rates still run about 20% and private investment is not being attracted. The DREAM program is in the process of conducting an in-depth Retail Market Analysis for Downtown, similar to a 2009 study of retail development in Phelps County. The County analysis indicated about 68% of county-wide retail and restaurant sales were occurring in Rolla. Rolla also captured about 24% of retail sales in the seven counties surrounding Phelps County. The DREAM program will include a Retail Market Analysis that will determine the amount of Rolla retail sales being captured by Downtown businesses. As of the date of this SBD study, it has been determined that the City of Rolla is generating about \$262 million in retail sales excluding automobile and grocery sales. Downtown is only generating about \$9 million excluding automobile and grocery sales. This indicates that Downtown Rolla businesses are only accounting for about 3.5% of the retail activity in Rolla. The low sales tax capture rate may require new efforts to drive businesses and sales in Downtown and to increase the quality and cost of goods being offered by merchants.

Downtown businesses require physical improvement as well as promotional efforts and events. Private investment typically follows a public investment. The City of Rolla has installed some streetscape elements such as benches, lighting, and landscaping in Downtown. These improvements help provide Downtown with a sense of place and unity, however more investment is required. The existing conditions of Downtown public improvements vary. The condition of most Downtown streets is good or excellent, however the conditions of sidewalks tend to be fair to poor with some areas where there are no sidewalks installed. Additionally, few of the public and private parking lots are in good condition. These conditions suggest the presence of years of deferred maintenance due to lack of planning, project funding, or political will.

DREAM community outreach work included focus groups and telephone and visitor surveys. Several participants and respondents noted that Downtown Rolla suffers from traffic issues and a lack of identity. There is often a perception by residents that parking downtown is an limited and Downtown Rolla is no exception. However, it does appear that the existing parking is sufficient for the existing businesses. The City should include a wayfinding system within its streetscape plans to address all of these issues.

As seen in the mapping in the Appendix, Downtown building conditions in the proposed SBD Area tend to be no better than fair condition. Several examples are found in the photo exhibits that demonstrate a lack of investment by the private sector. In general, Downtown property owners are maintaining their properties, but many are not improving their buildings. This may be a symptom of a lack of confidence in the City's maintenance of public areas. If these property owners can be encouraged through the refocusing of efforts to improve the area, they will likely reinvest in their properties.

With added cooperative marketing and events, existing Downtown businesses should be able to increase their appeal to the consumer and residential markets. Additionally, the City will be in a position to attract new businesses to Downtown locations. The proposed SBD will provide Rolla with a stable funding mechanism to address many Downtown issues. The RDBA, with guidance from the City, intends to task the SBD with:

- Signage for navigation to and around Downtown;
- Landscaping throughout Downtown;
- Conducting a business recruitment campaign;
- Marketing;
- Development of public art;
- Installation of streetscape elements such as banners, fountains, plazas, and parks;
- Development of a façade rehabilitation program;
- Establishing a Farmer's Market; and
- Parking lot improvements.

## ESTIMATED PROJECT COSTS

The RDBA has coordinated efforts with the City, the Rolla Downtown Business District, the Rolla Arts & Entertainment District, MS&T, Phelps County Historical Society, Rolla Area Chamber of Commerce, Missouri Department of Economic Development, and the Meramec Regional Planning Commission to develop a committee for improving Downtown Rolla. This Steering Committee has developed Downtown planning recommendations independent of the DREAM program, but upon which the DREAM process will build. The recommendation to study the establishment of an SBD comes from this group.

The Steering Committee identified projects and determined that a real-property tax rate of .50 per \$100 of equalized assessed valuation (EAV) would be adequate to allow the SBD to begin progress toward these projects. The proposed budget considers a multi-year term for the SBD activities, based on a projected revenue stream of about \$30,000 annually. This funding may also be leveraged to obtain grant funding through federal, state, or City of Rolla sources.

Initial project activities include:

\$15,000	Staff supplies, marketing coordination, business recruitment, etc.
<u>\$15,000</u>	Projects: Public art, library plaza, signage, streetscape, façades, farmer's market, etc.
\$30,000	PROJECTED ANNUAL BUDGET—Year one

# APPENDIX

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## EXHIBIT 1

### SPECIAL BUSINESS DISTRICT LEGISLATION

#### CHAPTER 71

#### PROVISIONS RELATIVE TO ALL CITIES AND TOWNS

(§§ 71.790 - 71.808 RSMO)

#### **Special business districts, how established--dissolution in the city of Springfield.**

71.790. The governing body of any city may establish special business districts in the manner provided hereafter, and upon establishment each such district shall be a body corporate and politic and a political subdivision of the state. The governing body of any home rule city with more than one hundred fifty-one thousand five hundred but fewer than one hundred fifty-one thousand six hundred inhabitants may dissolve a special business district in accordance with the procedure set forth in sections 67.950 and 67.955; provided, however, that any proceeds from the disposal of assets of the district after payment of all indebtedness shall be used by the governing body of such city in a manner consistent with the purposes of the district and within the boundary of the former district.

#### **Ordinance to establish district--survey and investigation--cost estimate required--report of survey public record.**

71.792. A business district shall be formed by ordinance of the governing body of the city which shall establish the business district and define its limits. Prior to the establishment of a business district the governing body of the city shall conduct a survey and investigation for the purposes of determining the nature of and suitable location for business district improvements, the approximate cost of acquiring and improving the land therefor, the area to be included in the business district or districts, the need for and cost of special services, and cooperative promotion activities, and the percentage of the cost of acquisition, special services, and improvements in the business district which are to be assessed against the property within the business district and that part of the cost, if any, to be paid by public funds. The cost of the survey and investigation shall be included as a part of the cost of establishing the business district. A written report of this survey and investigation shall be filed in the office of the city clerk in the city and shall be available for public inspection.

#### **Establishing or altering size of district, procedure.**

71.794. A special business district may be established, enlarged or decreased in area as provided herein in the following manner:

(1) Upon petition by one or more owners of real property on which is paid the ad valorem real property taxes within the proposed district, the governing body of the city may adopt a resolution of intention to establish, enlarge or decrease in area a special business district. The resolution shall contain the following information:

- (a) Description of the boundaries of the proposed area;
  - (b) The time and place of a hearing to be held by the governing body considering establishment of the district;
  - (c) The proposed uses to which the additional revenue shall be put and the initial tax rate to be levied.
- (2) Whenever a hearing is held as provided hereunder, the governing body of the city shall publish notice of the hearing on two separate occasions in at least one newspaper of general circulation not more than fifteen days nor less than ten days before the hearing; and shall mail a notice by United States mail of the hearing to all owners of record of real property and licensed businesses located in the proposed district; and shall hear all protests and receive evidence for or against the proposed action; rule upon all protests which determination shall be final; and continue the hearing from time to time.
- (3) If the governing body decides to change the boundaries of the proposed area, the hearing shall be continued to a time at least fifteen days after the decision. Notice shall be given in at least one newspaper of general circulation at least ten days prior to the time of said hearing showing the boundary amendments.
- (4) If the governing body following the hearing decides to establish the proposed district, it shall adopt an ordinance to that effect. The ordinance shall contain the following:
- (a) The number, date and time of the resolution of intention pursuant to which it was adopted;
  - (b) The time and place the hearing was held concerning the formation of the area;
  - (c) The description of the boundaries of the district;
  - (d) A statement that the property in the area established by the ordinance shall be subject to the provisions of additional tax as provided herein;
  - (e) The initial rate of levy to be imposed upon the property lying within the boundaries of the district;
  - (f) A statement that a special business district has been established;
  - (g) The uses to which the additional revenue shall be put;
  - (h) In any city with a population of less than three hundred fifty thousand, the creation of an advisory board or commission and enumeration of its duties and responsibilities;
  - (i) In any city with a population of three hundred fifty thousand or more, provisions for a board of commissioners to administer the special business district, which board shall consist of seven members who shall be appointed by the mayor with the advice and consent of the governing body of the city. Five members shall be owners of real property within the district or their representatives and two members shall be renters of real property within the district or their representatives. The terms of the members shall be structured so that not more than two

members' terms shall expire in any one year. Subject to the foregoing, the governing body of the city shall provide in such ordinance for the method of appointment, the qualifications, and terms of the members.

**Powers of governing body in establishing and maintaining district.**

71.796. The governing body in establishing and maintaining a business district shall have all the powers necessary to carry out any and all improvements adopted in the ordinance establishing the district including:

- (1) To close existing streets or alleys or to open new streets and alleys or to widen or narrow existing streets and alleys in whole or in part;
- (2) To construct or install pedestrian or shopping malls, plazas, sidewalks or moving sidewalks, parks, meeting and display facilities, convention centers, arenas, bus stop shelters, lighting, benches or other seating furniture, sculptures, telephone booths, traffic signs, fire hydrants, kiosks, trash receptacles, marquees, awnings, canopies, walls and barriers, paintings, murals, alleys, shelters, display cases, fountains, rest rooms, information booths, aquariums, aviaries, tunnels and ramps, pedestrian and vehicular overpasses and underpasses, and each and every other useful or necessary or desired improvement;
- (3) To landscape and plant trees, bushes and shrubbery, flowers and each and every and other kind of decorative planting;
- (4) To install and operate, or to lease, public music and news facilities;
- (5) To purchase and operate buses, minibuses, mobile benches, and other modes of transportation;
- (6) To construct and operate child-care facilities;
- (7) To lease space within the district for sidewalk cafe tables and chairs;
- (8) To construct lakes, dams, and waterways of whatever size;
- (9) To provide special police or cleaning facilities and personnel for the protection and enjoyment of the property owners and the general public using the facilities of such business district;
- (10) To maintain, as hereinafter provided, all city-owned streets, alleys, malls, bridges, ramps, tunnels, lawns, trees and decorative plantings of each and every nature, and every structure or object of any nature whatsoever constructed or operated by the said municipality;
- (11) To grant permits for newsstands, sidewalk cafes, and each and every other useful or necessary or desired private usage of public or private property;
- (12) To prohibit or restrict vehicular traffic on such streets within the business district as the governing body may deem necessary and to provide the means for access by emergency vehicles to or in such areas;

(13) To lease, acquire, dispose of, construct, reconstruct, extend, maintain, or repair parking lots or parking garages, both above and below ground, or other facilities for the parking of vehicles, including the power to install such facilities in public areas, whether such areas are owned in fee or by easement;

(14) To promote business activity in the district by, but not limited to, advertising, decoration of any public place in the area, promotion of public events which are to take place on or in public places, furnishing of music in any public place, and the general promotion of trade activities in the district.

**Governing body to determine expenditures.**

71.798. The governing body of the city creating the district shall have sole discretion as to how the revenue derived from any tax to be imposed herein, or any revenue derived from disposition of assets of the district, shall be used within the scope of the above purposes. The governing body of the city shall appoint an advisory board or commission to make recommendations as to its use. The governing body of the city creating the district shall not decrease the level of publicly funded services in the district existing prior to creation of the district or transfer the financial burden of providing the services to the district unless the services at the same time are decreased throughout the city, nor shall the governing body discriminate in the provision of the publicly funded services between areas included in such a district and areas not so included.

**Cities of 350,000 or more--powers of district--governing body to determine expenditures.**

71.799. 1. In any city with a population of three hundred fifty thousand or more, a district shall have all the powers necessary or convenient to carry out any and all improvements adopted in the ordinance establishing the district and, in addition, may exercise the following powers:

(1) Cooperate with other public agencies and with any industry or business located within the district in the implementation of any project within the district;

(2) Enter into any agreement with any other public agency, any person, firm, or corporation to effect any of the provisions contained in sections 71.790 to 71.808;

(3) Contract and be contracted with, and to sue and be sued;

(4) Accept gifts, grants, loans, or contributions from the city in which the district is located, the United States of America, the state of Missouri, political subdivisions, foundations, other public or private agencies, individuals, partnerships, or corporations;

(5) Employ such managerial, engineering, legal, technical, clerical, accounting, and other assistance as it may deem advisable. The district may also contract with independent contractors for any such assistance.

2. In any city with a population of three hundred fifty thousand or more, the governing body of the city creating the district shall have final discretion as to how the revenue derived from any tax to be imposed under sections 71.790 to 71.808 shall be used within the scope of the above purposes, and the governing body of the city shall give its advice and consent to members of a board of commissioners appointed by the mayor of the city to administer the district. The

governing body of the city creating the district shall not decrease the level of publicly funded services in the district existing prior to creation of the district or transfer the financial burden of providing the services to the district unless the services at the same time are decreased throughout the city, nor shall the governing body discriminate in the provision of the publicly funded services between areas included in such a district and areas not so included.

**Rate of tax--exception--abatement of certain tax benefits--new tax rate or special assessment, election, procedure, ballot forms--definitions--tax rate ceiling approved, effective when.**

71.800. 1. For the purpose of paying for all costs and expenses incurred in the operation of the district, the provision of services or improvements authorized in section 71.796, and incidental to the leasing, construction, acquisition, and maintenance of any improvements provided for under sections 71.790 to 71.808 or for paying principal and interest on notes or bonds authorized for the construction or acquisition of any said improvement, the district may impose a tax upon the owners of real property within the district which shall not exceed eighty-five cents on the one-hundred-dollar assessed valuation. In any city other than a city not within a county, real property subject to partial tax abatement under either the provisions of the urban redevelopment corporations law of Missouri or the provisions of sections 99.700 to 99.710 shall for the purpose of assessment and collection of ad valorem real estate taxes levied under the provisions of this section be assessed and ad valorem real estate taxes shall be collected as if the real estate were not subject to the tax abatement. The collection of delinquent receipts of said tax shall be in the same manner and form as that provided by law for all ad valorem property taxes. Taxes levied and collected under sections 71.790 to 71.808 shall be uniform upon the same class of subjects within the territorial limits of the authority levying the tax.

2. For the purpose of paying for all costs and expenses incurred in the operation of the district and the provision of services or improvements authorized in section 71.796, the district may impose additional tax on businesses and individuals doing business within the district. If the governing body imposes any business license taxes, such additional taxes shall not exceed fifty percent of the business license taxes. Whenever a hearing is held herein, the governing body shall hear all protests and receive evidence for or against the proposed action; rule upon all protests which determination shall be final; and may continue the hearing from time to time. Proceedings shall terminate if protest is made by businesses in the proposed area which pay a majority of the additional taxes within the area. For purposes of the additional tax to be imposed pursuant to this part, the governing body of the city may make a reasonable classification of businesses, giving consideration to various factors.

3. In addition to the taxes authorized by subsections 1 and 2 of this section, any district within a city which has a population of three hundred fifty thousand or more and is located within more than one county upon authorization of a majority of the voters voting thereon may impose one or more of the following special assessments on all real property located within the district:

(1) Not more than five cents per square foot on each square foot of land;

(2) Not more than one-half of a cent per square foot on each square foot of improvements on land; and

(3) Not more than twelve dollars per abutting foot of the lots, tracts and parcels of land within the district abutting on public streets, roads and highways.

4. For purposes of sections 10(c), 16, and 22 of article X of the Constitution of Missouri, and of section 137.073, the following terms as applied to an election pursuant to this section mean:

- (1) "Approval of the required majority" or "direct voter approval", a simple majority;
- (2) "Qualified voters", persons or other entities who have filed an application pursuant to subsection 6 of this section.

5. The governing body of any city in which there is a special business district may order an election on the approval of a new tax rate ceiling or assessment limit for any tax imposed pursuant to subsections 1 to 3 of this section. All costs of any such election shall be borne by the district out of its existing levy. The order shall set forth the new tax rate ceiling or assessment limit proposed. Any provision of law to the contrary notwithstanding, the tax rate ceiling may be increased or decreased, from any rate as revised under the provisions of section 137.073 to any rate not in excess of eighty-five cents on the one-hundred-dollar assessed valuation. Such order shall specify a date on which ballots for the election shall be mailed. Such date shall be a Tuesday, and shall be not earlier than the eighth Tuesday from the issuance of the order, nor later than August fifteenth of the year the order is issued and shall not be on the same day as an election conducted under the provisions of chapter 115.

6. Application for a ballot shall be conducted as provided in this subsection:

(1) Persons entitled to apply for a ballot in an election to approve a new tax rate ceiling for a tax imposed pursuant to subsection 1 or 3 of this section shall be:

(a) A resident individual of the district; or

(b) A person, including an individual, partnership, limited partnership, corporation, estate, or trust, which owns real property within the special business district;

(2) A person entitled to apply for a ballot in an election to approve a new tax rate ceiling for a tax imposed pursuant to subsection 2 of this section shall be a person, including an individual, partnership, limited partnership, corporation, estate, or trust, which possesses a license to do business in the district;

(3) Only persons entitled to apply for a ballot in elections pursuant to this section shall apply. Such persons shall apply with the clerk of the city in which the special business district is organized. Each person applying shall provide:

(a) Such person's name, address, mailing address, and phone number;

(b) An authorized signature; and

(c) Evidence that such person is entitled to vote. Such evidence shall be:

a. For resident individuals, proof of registration from the election authority;

b. For owners of real property, a tax receipt or deed or other document which evidences an equitable ownership, and identifies the real property by location;

c. For holders of business licenses, a copy of such business license;

(4) No person shall apply later than the fourth Tuesday before the date for mailing ballots specified in the governing body's order.

7. The clerk shall mail a ballot to each applicant of the district along with a return addressed envelope directed to the city clerk's office with a sworn affidavit on the reverse side of such envelope for the voter's signature. Such affidavit shall be in the following form:

I hereby declare under penalties of perjury that I am qualified to vote, or to affix my authorized signature in the name of an entity which is entitled to vote, in this election. . . . .  
Authorized Signature Subscribed and sworn to before me this . . . . . day of . . . . . , 20. .  
Printed Name of Voter . . . . . Address of Voter . . . . .  
Signature of notary or other officer authorized . . . . . to administer oaths  
Mailing Address of Voter. . . . . (if different)

8. The question shall be submitted in substantially the following forms:

(1) Shall the special business district of . . . . . be authorized to impose a tax on owners of real property in a sum not to exceed . . . . . cents on the one hundred dollar assessed valuation? (YES — NO)

If you are in favor of the question, place an "X" in the box opposite "YES". If you are opposed to the question, place an "X" in the box opposite "NO".

(2) Shall the special business district of . . . . . be authorized to impose its business license tax on businesses and individuals doing business within the special business district in an amount not to exceed . . . . . percent of the business license tax imposed by . . . . .  
. . . . .? (YES — NO)

If you are in favor of the question, place an "X" in the box opposite "YES". If you are opposed to the question, place an "X" in the box opposite "NO".

(3) Shall the special business district of . . . . . be authorized to impose a special assessment not to exceed . . . . . cents per square foot on each square foot of land within the district? (YES — NO)

If you are in favor of the question, place an "X" in the box opposite "YES". If you are opposed to the question, place an "X" in the box opposite "NO".

(4) Shall the special business district of . . . . . be authorized to impose a special assessment not to exceed . . . . . cents per square foot on each square foot of improvements on land within the district? (YES — NO)

If you are in favor of the question, place an "X" in the box opposite "YES". If you are opposed to the question, place an "X" in the box opposite "NO".

(5) Shall the special business district of . . . . . be authorized to impose a special assessment not to exceed . . . . . dollars per abutting foot of the lots, tracts and parcels of land within the district abutting on public streets, roads and highways? (YES —— NO)

If you are in favor of the question, place an "X" in the box opposite "YES". If you are opposed to the question, place an "X" in the box opposite "NO".

(6) Shall the special business district of . . . . . change its tax on . . . . . to . . . . . ? (YES —— NO)

If you are in favor of the question, place an "X" in the box opposite "YES". If you are opposed to the question, place an "X" in the box opposite "NO".

Each ballot shall be plain paper, through which printing or writing cannot be read.

9. Each qualified voter shall have one vote. Each voter which is not an individual shall determine how to cast its vote as provided for in its articles of incorporation, articles of partnership, bylaws, or other document which sets forth an appropriate mechanism for the determination of the entity's vote. If a voter has no such mechanism, then its vote shall be cast as determined by a majority of the persons who run the day-to-day affairs of the voter. Each voted ballot shall be signed with the authorized signature.

10. Voted ballots shall be returned to the city clerk's office by mail or hand delivery no later than 5:00 p.m. on the sixth Tuesday after the date for mailing the ballots as set forth in the governing body's order. The city clerk shall transmit all voted ballots to a team of judges of not less than four, with an equal number from each of the two major political parties. The judges shall be selected by the city clerk from lists compiled by the election authority. Upon receipt of the voted ballots the judges shall verify the authenticity of the ballots, canvass the votes, and certify the results. Certification by the election judges shall be final and shall be immediately transmitted to the governing body. Any voter who applied for such election may contest the result in the same manner as provided in chapter 115.

11. If approved, the new tax rate ceiling or assessment limit shall be effective for the tax year in which the election is held, the provisions of section 67.110 to the contrary notwithstanding.

**St. Louis City--taxation of urban redevelopment real property, ordinance to control.**

71.801. In any city not within a county, real property subject to partial tax abatement under the provisions of chapter 353 shall for the purpose of assessment and collection of ad valorem real estate taxes levied under the provisions of sections 71.790 to 71.808 be assessed and ad valorem real estate taxes shall be collected as provided in the ordinance adopted by the governing body of the city approving the development plan of any such corporation and authorizing tax abatement.

**General obligation bonds authorized, when--election, notice of--form of ballot.**

71.802. 1. Any district established under the provisions of sections 71.790 to 71.808 may, upon approval of the constitutionally required percentage of the voters of the district voting thereon,

incur indebtedness and issue bonds or notes for the payment thereof. Notice of the election, the amount and the purpose of the loan shall be given.

2. The question shall be submitted in substantially the following form:

Shall the special business district incur indebtedness for the purpose of . . . . . in the amount of . . . . . dollars, evidenced by the issuance of bonds or notes and levy a real estate tax to pay therefor?

3. If the constitutionally required percentage of the votes cast are for the indebtedness, the district shall, subject to the restrictions of section 71.796 and section 71.800, be vested with the power to incur indebtedness in the name of the district, to the amount and for the purposes specified on the ballot, and issue the bonds of the district for the payment thereof.

4. The indebtedness authorized by this section shall not be contracted for a period longer than twenty years, and the entire amount of the indebtedness shall at no time exceed, including the existing indebtedness of the district, in the aggregate ten percent of the value of taxable tangible property therein, as shown by the last completed assessment for state and county purposes.

5. It shall be the duty of the district to provide for the collection of an annual tax sufficient to pay the interest on the indebtedness as it falls due, and also to constitute a sinking fund for the payment of the principal thereof within the time the principal becomes due.

**Revenue bonds authorized, when--refunding of revenue bonds authorized.**

71.804. 1. In addition to the bonds specified in section 71.802 the cost of any district of acquiring, constructing, improving, or extending any revenue producing facilities may be met from the proceeds of revenue bonds of the district, payable solely from the operation of such revenue producing facility.

2. Revenue bonds issued under authority of this section shall be payable solely from the revenues derived from the operation of the revenue producing facility acquired, constructed, improved or extended in whole or in part from the proceeds of the bonds. No revenue bond issued pursuant to this section shall constitute an indebtedness of the district within the meaning of any constitutional or statutory restriction, limitation or provision.

3. For the purpose of refunding, extending and unifying the whole or any part of any valid outstanding bonded indebtedness payable from the revenues of a revenue producing facility, the district may issue refunding bonds not exceeding in amount the principal of the outstanding indebtedness to be refunded and the accrued interest to the date of the refunding bonds. The district shall provide for the payment of interest not to exceed the same rate and the principal of the refunding bonds in the same manner and from the same source as was provided for the payment of interest on and principal of the bonds to be refunded.

**Bonds, term of, form, interest rate, private sale authorized.**

71.806. The notes and bonds issued hereunder shall bear such date or dates, and shall mature at such time or times, in the case of any general obligation bond or note not exceeding twenty

years, from the date of issue of such original bond or note, and in the case of any revenue bond not exceeding fifty years from the date of issue, as may be provided by the governing body of such city. The notes and bonds shall bear interest at such rate, be in such denominations, be in such form, either coupon or registered, carry such registration privileges, be executed in such manner, be payable in such medium of\* payment, at such place or places and be subject to such terms of redemption as provided. The notes and bonds shall be sold at public or private sale, at such price or prices as shall be determined.

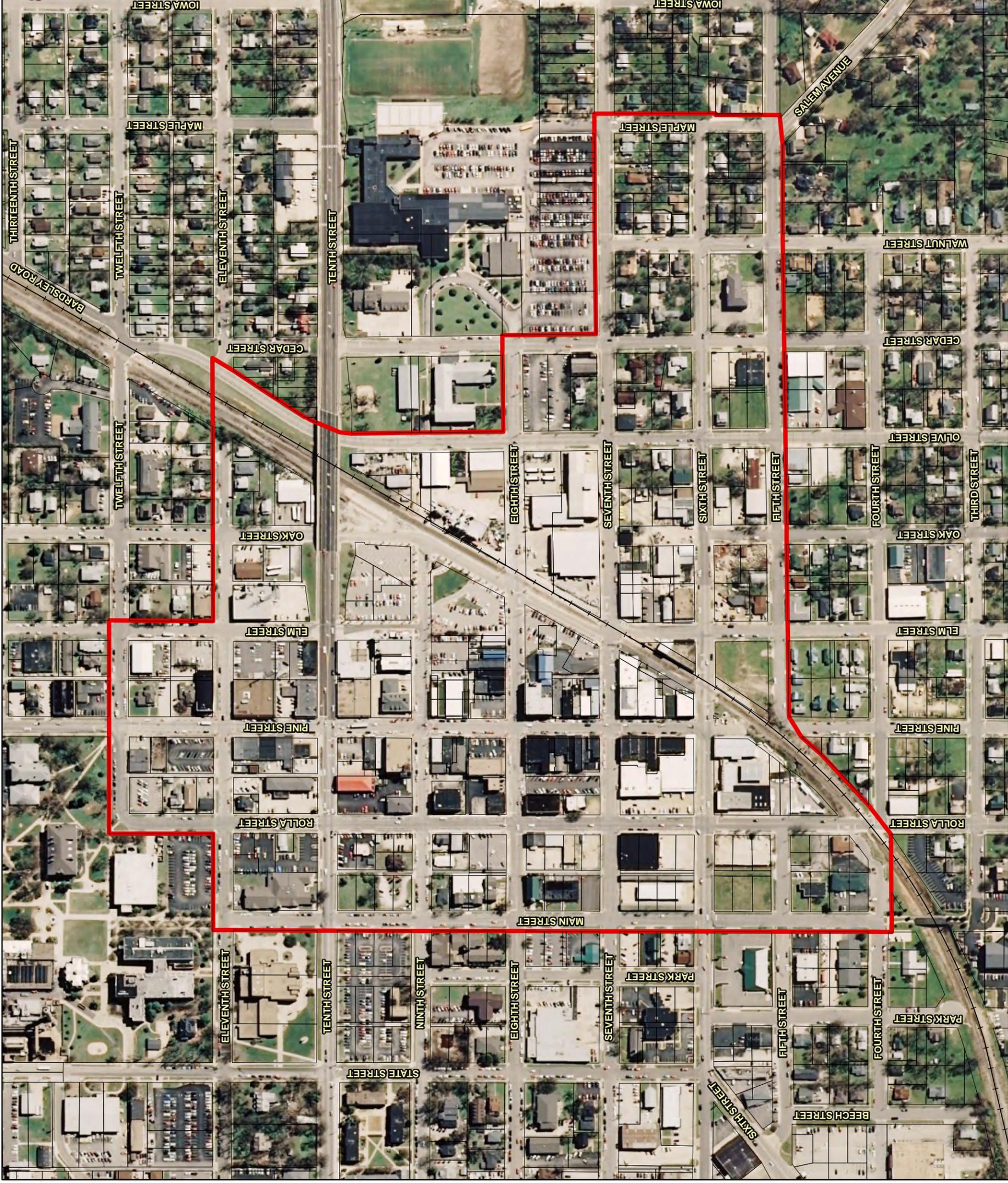
**Benefit determinations by legislative body of city to be conclusive.**

71.808. The findings of the legislative body of the city of the benefits to be derived by said district as set out in the ordinance as required above shall be conclusive.

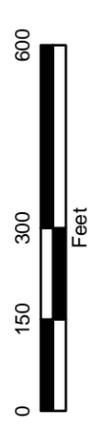
# Exhibit 2 Boundary Map

Downtown Rolla Study Area  
City of Rolla, Missouri

## Legend



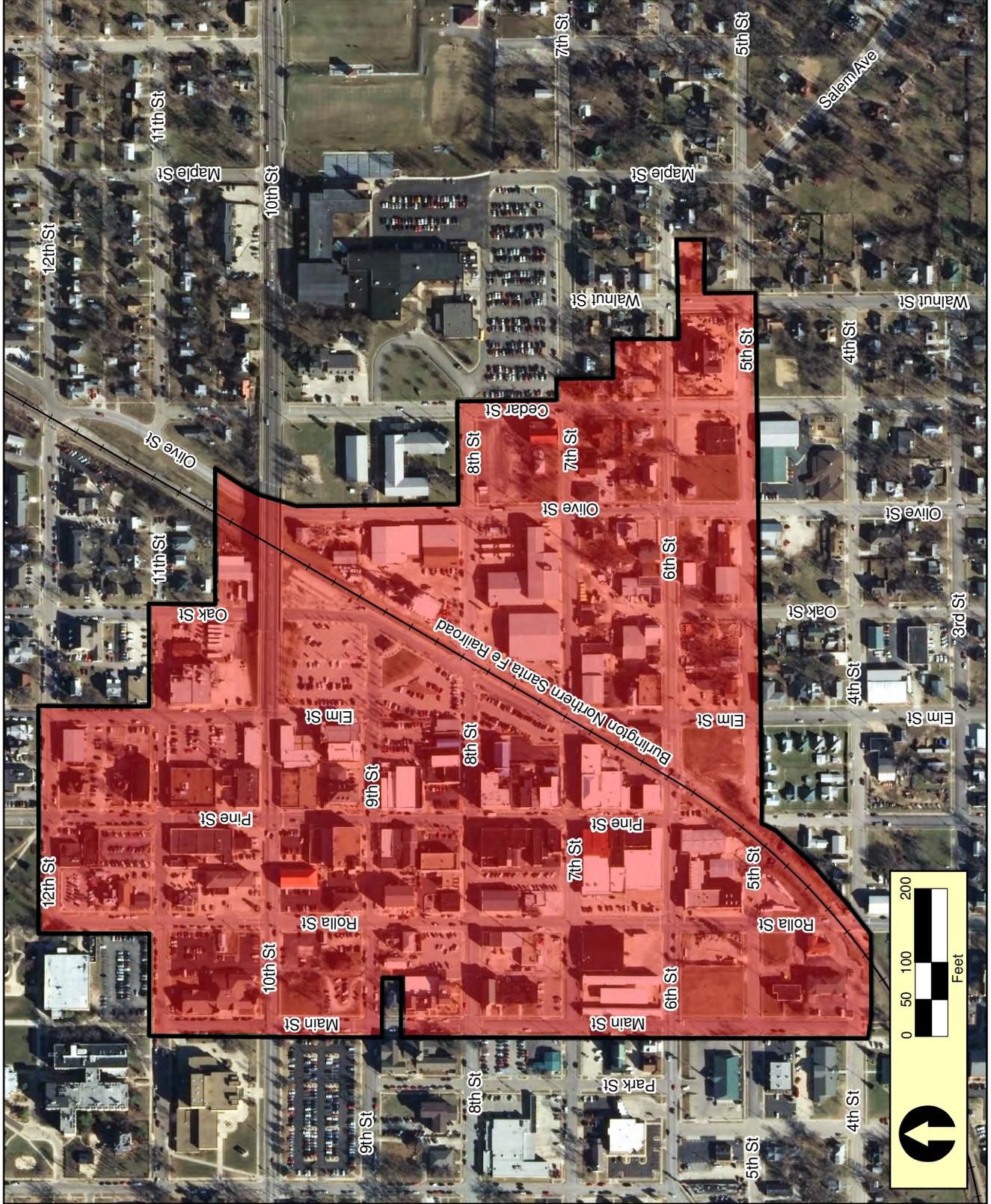
SEPTEMBER 2010



PGAVPLANNERS



**Exhibit 3  
Proposed SBD  
Boundary**



**Legend**

Proposed Rolla Special Business District



## EXHIBIT 4

### PROPOSED DOWNTOWN ROLLA SPECIAL BUSINESS DISTRICT LEGAL DESCRIPTION

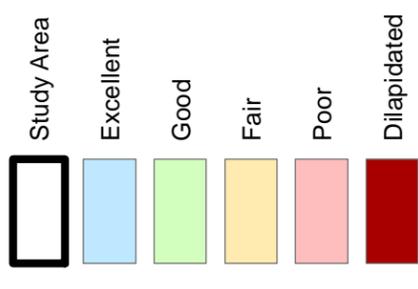
Commencing at the Southeast corner of the intersection of 5th Street and Walnut Street right of way; thence Westerly along the South right of way of 5th Street to its intersection with the East right of way of Burlington Northern Santa Fe railroad; thence Southwesterly along said East right of way to its intersection with the South right of way of 4th Street; thence Westerly along the South right of way of 4th Street to the intersection of the West right of way of Main Street; thence Northerly along the west right of way of Main Street approximately 1310 feet to the Westerly extension of the South line of a property described in Book 375, Page 56 (AKA 309 West 9th Street); thence Easterly to the Southwest corner of said Property; thence Easterly along the south line to the Southeast corner of said property; thence Northerly to its Northeast corner of said property also being a point on the South right of way of 9th Street; thence Westerly along the South right of way of 9th Street to the West right of way of Main Street; thence Northerly along the West right of way of Main Street to the North right of way of 11th Street; thence Easterly along the North right of way of 11th Street to the intersection with the West right of way of Rolla Street; thence Northerly along the West right of way of Rolla Street to the intersection with the North right of way of 12th Street; thence Easterly along the North right of way of 12th Street to its intersection with the East right of way of Elm Street; thence Southerly along the East right of way of Elm Street to its intersection with the North right of way of 11th Street; thence Easterly along the North right of way of 11th Street to its intersection with the East right of way of Oak Street; thence Southerly along the East right of way of Oak Street approximately 190 feet to the South line of a property described in Document 20002175 (AKA 1006 A & B North Oak Street); thence Easterly along the South line of said Property and Easterly extension of, to the East Right of way of Olive Street; thence Southerly along the East right of way of Olive Street to its intersection with the North right of way of 8th Street; thence Easterly along the North right of way of 8th Street to its intersection with the East right of way of Cedar Street; thence Southerly along the East right of way of Cedar Street to its intersection with the North right of way of 7th Street; thence Easterly along the

North right of way of 7th Street, approximately 60 feet to a point on the North right of way of 7th Street that is the Northerly extension of the East line of a property described in Book 313, Page 206 Phelps County Recorder's Office (AKA 606 North Cedar Street); thence Southerly along the said Property to its Southeast corner also being a point on the North line of a property described in Document 20092537, Phelps County Recorders Office (AKA 602 North Cedar Street); thence Easterly along the North line of said property to its Northeast corner; thence Southerly along the East line of said property to its Southerly extension to the South right of way of 6th Street; thence Easterly along the South right of way of 6th Street approximately 280 feet to the Northeast corner of a property described in document 20091539 Phelps County Recorder's Office (AKA 504 North Walnut Street); thence Southerly to the Southeast corner of said property; thence Westerly to the Southwest corner of said property also being a point on the East right of way of Walnut Street; thence Southerly along the East right of way of Walnut Street to its intersection with the South right of way of 5th Street also the Point of Beginning.

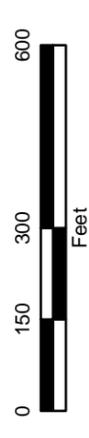
# Exhibit 5-a Building Conditions

Downtown Rolla Study Area  
City of Rolla, Missouri

## Legend



SEPTEMBER 2010

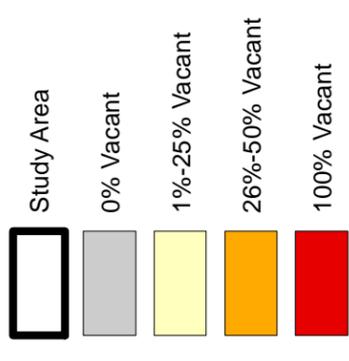


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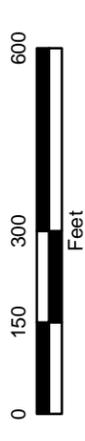


# Exhibit 5-b 1st Floor Commercial/ Retail Vacancies Downtown Rolla Study Area City of Rolla, Missouri

## Legend



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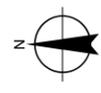
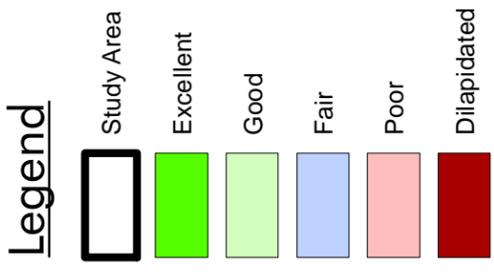




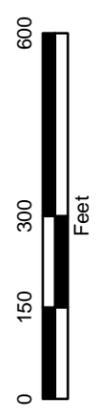


# Exhibit 5-d Off Street Parking Conditions

Downtown Rolla Study Area  
City of Rolla, Missouri

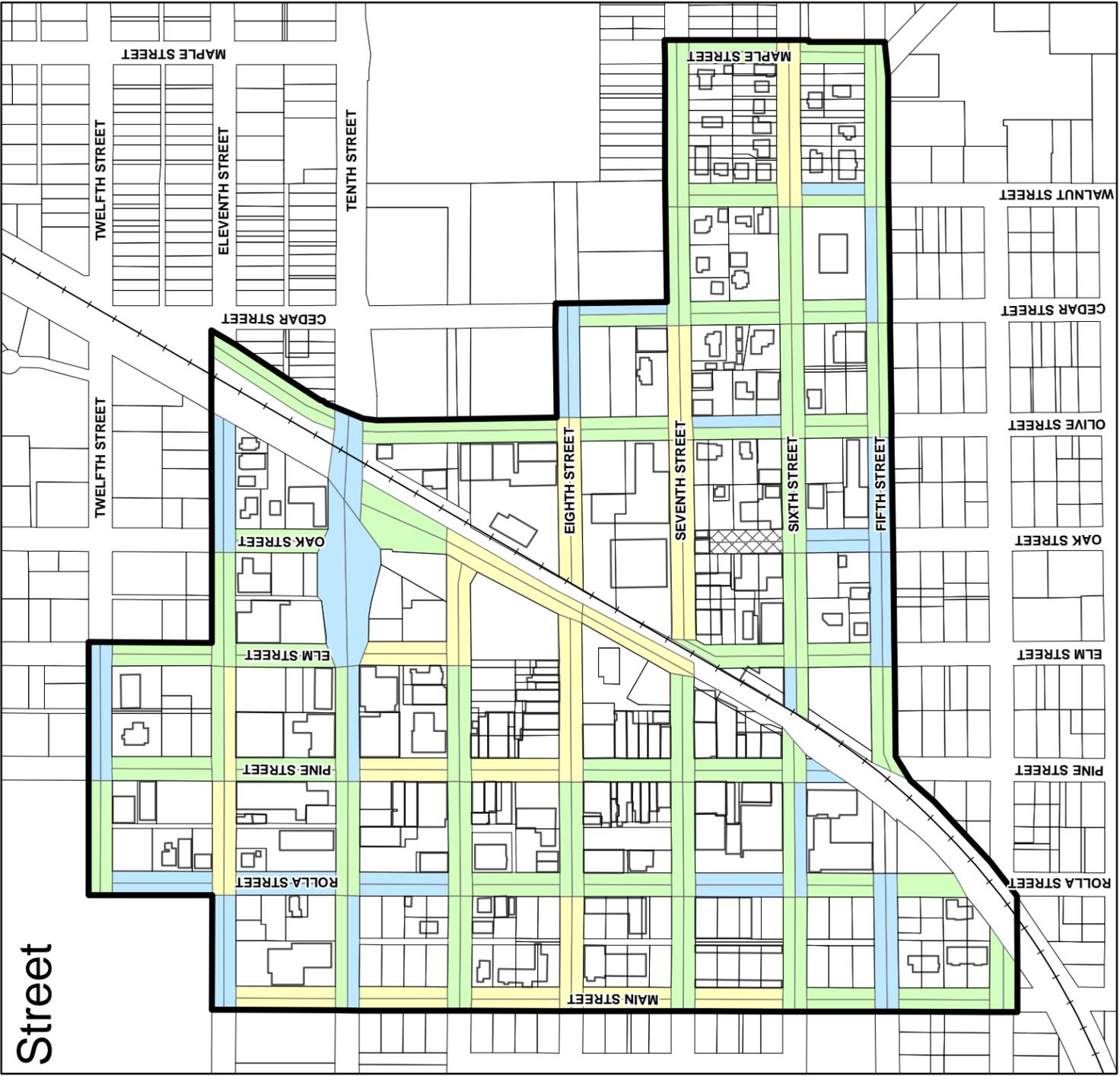


SEPTEMBER 2010



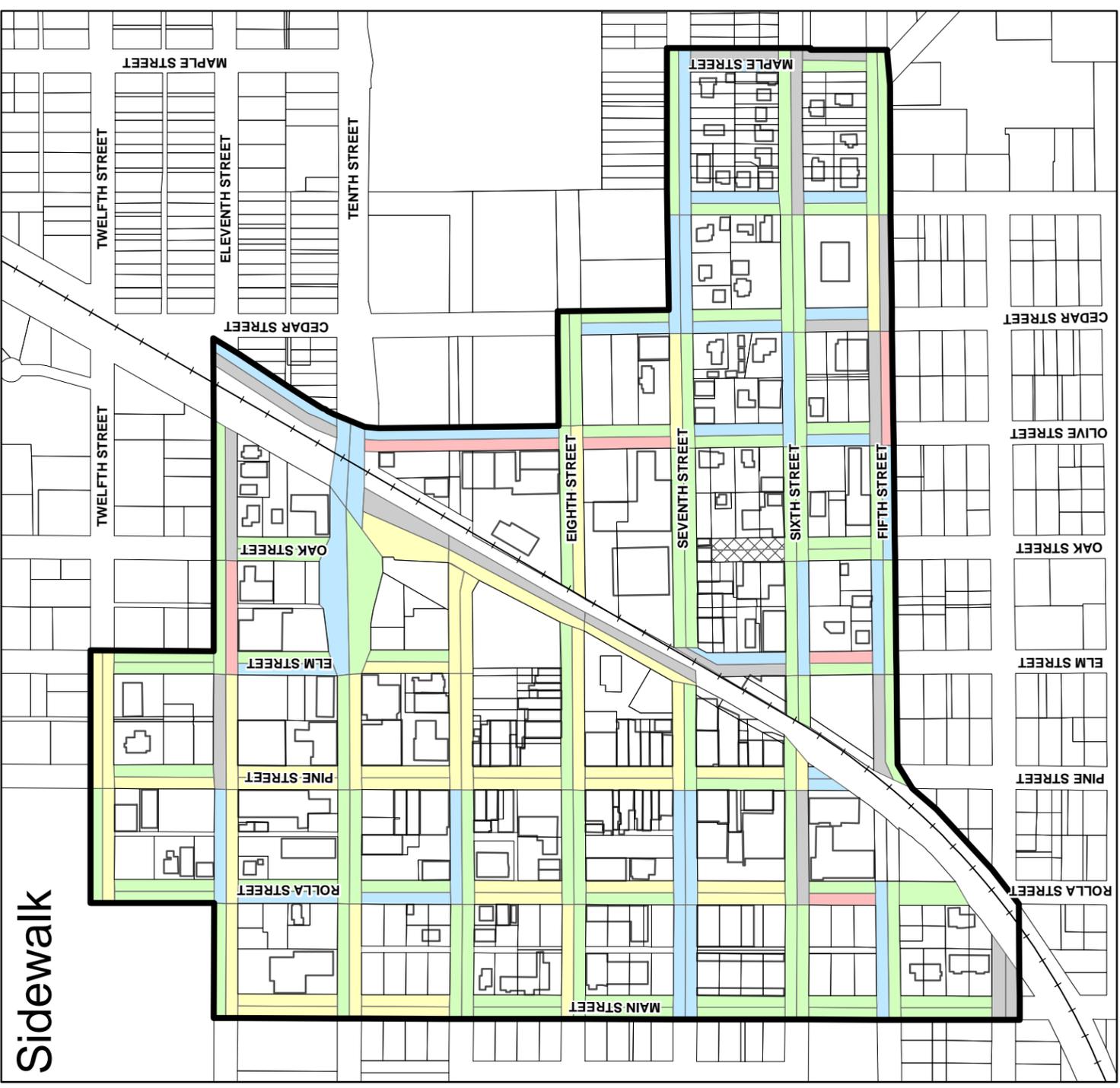
**PGAVPLANNERS**





Street

SEPTEMBER 2010



Sidewalk

**Legend**

- Study Area
- Excellent
- Good
- Fair
- Paper Streets

**Legend**

- Study Area
- Excellent
- Good
- Fair
- Poor
- No Sidewalks
- Paper Streets

**Exhibit 5-e**  
**Street & Sidewalk**  
**Conditions**  
 Downtown Rolla Study Area  
 City of Rolla, Missouri



EXHIBIT 6

PHOTO EXHIBIT OF EXISTING CONDITIONS



EXISTING STREETScape AND SIGNAGE.

Downtown Revitalization and Economic Assistance for Missouri



EXISTING STREETScape FEATURES, HOWEVER RAMPS APPEAR TO BE MISSING PROPER ADA WARNING STRIPS.



EXISTING (AND WELL USED!) BICYCLE RACK.

Downtown Revitalization and Economic Assistance for Missouri



EXISTING VIEWS OF STREETScape FEATURES AND BUILDINGS.



EXISTING PARKING LOT CONDITIONS. ALSO SEEN ARE EXISTING SIDEWALK CONDITIONS.

Downtown Revitalization and Economic Assistance for Missouri



EXISTING PARKING LOT CONDITIONS. ALSO SEEN ARE EXISTING SIDEWALK CONDITIONS.



EXAMPLES OF BUILDING CONDITIONS.

Downtown Revitalization and Economic Assistance for Missouri



EXAMPLES OF BUILDING CONDITIONS.

Downtown Revitalization and Economic Assistance for Missouri



EXAMPLES OF BUILDING CONDITIONS AND VACANT PROPERTIES.

Downtown Revitalization and Economic Assistance for Missouri



EXAMPLES OF BUILDING CONDITIONS AND VACANT PROPERTIES.

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