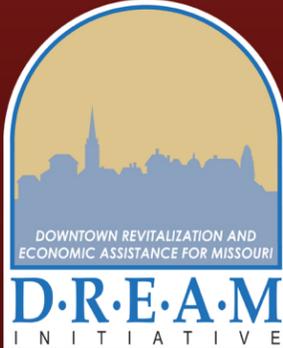




DOWNTOWN STRATEGIC PLAN

CITY OF FULTON, MISSOURI

JUNE 2013



CITY OF FULTON



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



PLANNING CONSULTANT:



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DREAM Initiative
Process



EXECUTIVE SUMMARY

The objective of the Downtown Revitalization and Economic Assistance for Missouri (DREAM) Initiative is to develop a strategic planning vision for Downtown Fulton that leverages and expands existing resources to obtain additional public and private reinvestment in Downtown.

The DREAM planning process reviewed numerous issues related to the function, structure, and image of Downtown Fulton. The process identified recommendations to address critical issues with the goal of implementing needed policies and programs, adjusting existing revitalization efforts, and developing sustainable plans for future improvements.

The DREAM Initiative process began with several wide-ranging assessments of existing conditions in Downtown. These assessments were used as the basis for various analyses and recommendations developed in each DREAM task as described in this Strategic Plan. Numerous documents were reviewed during the DREAM process for the City of Fulton. These documents included proposed ordinances, changes to existing ordinances, grant assistance, and planning activities.

The DREAM Strategic Plan is not intended to replace these efforts, but rather to supplement this planning and function as a resource guide for community leaders as DREAM recommendations and Downtown improvements are implemented. The Strategic Plan provides a multi-year vision promoting innovative, positive, and attainable change for Downtown Fulton. Participants of the DREAM process, including numerous citizens, Downtown property owners, business owners, civic leaders and City staff, expect the Strategic Plan to be the blueprint that will help continue the transformation of Downtown Fulton into a vibrant area in which people live, play and work.

The Downtown Strategic Plan describes the goals developed through the DREAM Initiative and suggests strategies to achieve those goals, including specific projects and action items. The primary goals are listed in each section of the Strategic Plan, according to the DREAM task wherein they were developed. However, high-priority goals for Downtown Fulton include the following:

Goal One: Establish the Brick District Association (BDA) as the primary organization for Downtown.

The existing group of merchants, property owners, residents, and other individuals have accomplished many initiatives for Downtown Fulton; all under the guidance and leadership of Chamber and City staff. While this situation is obviously effective, Downtown interests need to formalize the organization and lead themselves. The City may not always have staff to dedicate to Downtown. The Chamber may not always find it beneficial to provide extra support to Downtown efforts. The Brick District Association is developing leadership, an active board, a mission statement, by-laws, and operating policies. The City and Chamber should continue to support the BDA as it solidifies. It is important that Downtown merchants and interests understand that the BDA has broad support and will be the lead Downtown group. Roles and responsibilities may change with the City and Chamber, but the services provided to Downtown should expand.

Other organizational elements regarding funding and the committee structure of the BDA are included in this Strategic Plan. The formation of a Downtown District (a CID, TIF, etc.) is also included as a separate goal in this section. Although such funding improves the likelihood and viability of a Downtown organization greatly, it is possible to proceed with a volunteer board and seek more stable funding at a later date. Eventually, the BDA should seek to hire an Executive Director, at least on a part-time basis.

While overall there are other priorities that will benefit Downtown more immediately and directly, the potential of Downtown revitalization efforts hinges on an active, engaged, and formal organization. The Brick District Association has already had significant successes and should continue to build on these. For this reason, this goal carries the highest priority.



First Christian Church in Downtown Fulton

Goal Two: Improve the retail customer experience

During the DREAM process, many discussions were held regarding the involvement of some Downtown merchants, limited store hours, clearly-marked parking, and the general availability of retail services Downtown. On several occasions, these concerns were experienced first-hand by the planning team.

As noted throughout this Strategic Plan, Downtown Fulton is a very attractive and intriguing place to visit. As the fledgling BDA sets its annual work plan, programs to provide assistance to Downtown business should be prevalent. The BDA should provide seminars on customer service and develop events to encourage extended evening and weekend hours. Business-oriented promotions will help show Downtown store owners the value of supporting the BDA and will encourage participation. Not only is retaining and strengthening existing businesses important, but recruiting new retail and restaurant establishments to Downtown, particularly those identified in the *Retail Market Analysis* is important to further cementing Downtown's position as a place to shop and eat.

Outdoor restaurant seating, placement of sidewalk signage, and outdoor sale events and festivals are elements that should be encouraged that will enhance user-friendliness. The City should encourage this practice through zoning and its municipal code help provide Downtown with a vibrant atmosphere. The BDA should work with restaurants and retailers to help them understand and satisfy City requirements. In addition, the BDA should continue to work with the City to make locating parking easier for visitors to Downtown.

Goal Three: Prioritize the revitalizing and filling of vacant spaces, particularly the Fulton Theater and Blattner Building

While the majority of buildings and retail spaces in the Brick District are well-maintained and filled with tenants, there are a number of vacant and deteriorated buildings

and street-level spaces. These include, most notably, the Fulton Theater, which is in a state of disrepair and the Blattner Building, which also requires rehabilitation. Both of these buildings are prominent along Downtown's most important and picturesque thoroughfare, Court Street.

The Fulton Theater is currently being renovated by the Callaway Arts Council. This group is attempting to rehab the historic building. Built in 1927, the structure has served as a vaudeville theater, cinema, movie house, and playhouse. CAC is attempting to bring the historic theater up-to-date without losing its charm and history. With these ambitious improvements, events held at the Fulton Theater can improve the visitor drawing power of Downtown tremendously. The promotion of an arts and entertainment venue and the restoration of this important piece of Fulton history will help to serve as an anchor for the Downtown retail and restaurant uses.

The Blattner Building contains an estimated 13,400 square feet, not including the unfinished, but relatively usable basement. There are two full floors, with a mezzanine floor in between. While there are several potential uses for this building, the most commonly discussed has been for use as a combined office space for the Kingdom of Callaway Chamber of Commerce, Kingdom of Callaway Historical Society, Fulton Area Development Corporation, and the Heart of Missouri Tourism Board. The building space could lend itself to such an office use, Callaway County offices, an artist co-op and/or cultural center, a merchant co-op, a business incubator, or a commercial business such as an entertainment venue or microbrewery.

Goal Four: Promote the Brick District through signage, gateways, and special events

Several DREAM tasks are related to the promotion of Downtown for visitors. However, improvements to



Historic Court Street with its beautiful brick pavement



A view of snow-covered Court Street. Photo courtesy of the Callaway Bank.

elements for visitors become benefits for other users and are difficult to separate from other aspects of Downtown. The elements specifically noted in this goal are focused on wayfinding, gateways and public spaces, and events.

The City, in concert with local organizations, should pursue the wayfinding signage and gateway concepts as identified in this Strategic Plan as soon as budgetary limitations allow. These projects are a visible “win” for Downtown revitalization and will not only help visitors navigate, but will build enthusiasm for Downtown revitalization efforts. The City should collaborate with the BDA so that the success of this project is shared. Wayfinding signage should identify major destinations, such as City Hall, and important amenities, such as public parking lots. Gateway signage should be placed at each major entrance to the Brick District, specifically the roundabout on Market Street, along North Bluff, and along 4th Street to the west of Downtown. Gateways also have the opportunity to be green spaces for public gatherings, a feature that is mostly lacking from the immediate Downtown area.

Downtown Fulton has several major attractions including the colleges and the Churchill Memorial. The BDA should develop a series of regular events for Downtown that do not require a large amount of effort. Not every weekend needs to be filled, but the BDA should develop a standard event for seasonable weather. This event should promote Downtown shops, provide music, and be easy to pull together. The event could be used on slow weekends, or could complement other City events. The BDA has already held multiple successful events such as the Morels & Microbrews Fest and has attracted the Fulton Farmer’s Market back Downtown. Additional events timed to coincide with events at the colleges and museums will help to regularly attract shoppers and restaurant patrons to the Brick District.

Goal Five: Establish a revenue-generating Downtown District.

With a formal Downtown organization in place, efforts should shift to identifying and obtaining a sustainable funding source for the BDA. A CID or TIF would contribute this organizational funding and will also allow for funding of other public projects. A CID should be established as a political subdivision and be supported by a property and sales tax. Depending on the structure and the final boundary, a Downtown Fulton CID could generate between \$40,000 and \$120,000 in annual revenue for redevelopment activities. This amount is expected to increase as Downtown business activity and property values increase. Combined with a TIF, the district could raise an additional \$50,000 to \$100,000 annually.

The BDA can provide certain services to the CID on a contractual basis, which will help expand the roles of the BDA and allow it to better meet the needs of Downtown. Funding from the CID can also help pay for a BDA Executive Director. This Strategic Plan proposes projects such as gateways, wayfinding signage, public improvements, and streetscape enhancements, which are all CID eligible expenses. Additionally, efforts such as marketing, promotions, and events are also eligible.

Any incentive mechanism will require substantial public outreach. The City will need to be involved in the petition and legal requirements of any district, but the BDA will likely be the promotional arm of the effort. The BDA will need to communicate the benefits of the district and weigh those benefits against any real or perceived costs. Property and business owners should be provided information that clearly demonstrates the improvements to be made and the programs to be initiated for Downtown.



The Fulton Street Fair is held Downtown by the Callaway County Courthouse

INTRODUCTION

Through a partnership of state agencies that includes the Missouri Development Finance Board (MDFB), Missouri Department of Economic Development (DED), and the Missouri Housing Development Commission (MHDC), the DREAM Initiative provides downtown-focused planning services over a multi-year period to designated Missouri communities. The State Partner Agencies retained PGAV PLANNERS, a professional planning and design firm headquartered in St. Louis, Missouri, to provide this technical assistance.

The purpose of the DREAM Initiative is to leverage local public and private improvements to sustain revitalization momentum in small and medium-sized communities like Fulton. The goal of the DREAM Initiative is to revitalize downtown districts and put them back into productive use, generating economic development and jobs in the process. The DREAM Initiative provides planning assistance that culminates in a Downtown Strategic Plan. The process begins with an assessment of the community that serves as the foundation for developing the required tasks and analyses. This analysis is paired with a public engagement component that involves community leaders, major stakeholders in Downtown, and the general public in generating ideas and casting vision for their Downtown.

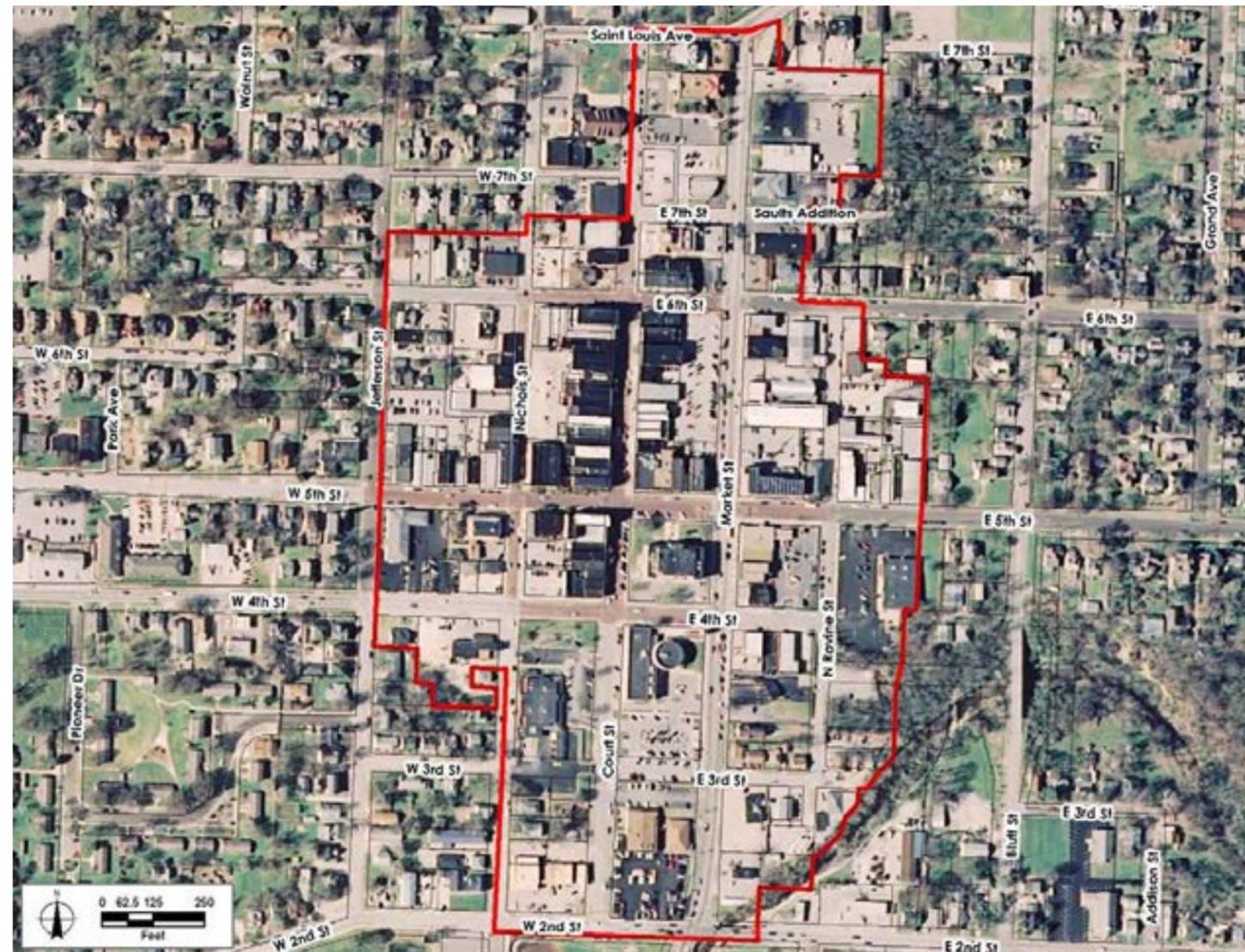
The City of Fulton was designated as a DREAM community in 2008, with project tasks initiated in 2009. The completed tasks for Fulton include the following:

- Map Reference Handbook (October 2009)
- Community Telephone Survey (November 2009)
- Focus Group Report (January 2010)
- Residential Demand Analysis (May 2010)
- Visitor Survey Report (September 2010)
- Building Design Concepts (October 2010)
- Organizational Structure Review (March 2012)
- Destination Assessment (April 2012)
- Downtown District Marketing Plan (February 2013)
- Financial Assistance Review (February 2013)

- Retail Market Analysis (June 2013)
- Downtown Strategic Plan (June 2013)

Additional DREAM Initiative tasks included a review of several projects, ordinances for Downtown, a visit by a retail marketing specialist, as well as community outreach.

This Strategic Plan emphasizes the establishment of new local incentive mechanisms for future implementation, as well as the leveraging of these local sources to obtain funding from State of Missouri and Federal programs. Throughout the DREAM Initiative, ongoing project-specific support was provided by the State Partner Agencies and PGAV PLANNERS.



Fulton DREAM Study Area.

PUBLIC OUTREACH

A good strategic plan is established, in large part, from the ideas and input of the local community. This requires engaging a range of individuals and organizations that include elected officials, property owners, business owners, residents, and the general public. By involving the community in the planning process, local officials can better support and initiate the necessary policy changes to implement the plan and drive Downtown revitalization forward. The DREAM Initiative used a comprehensive approach to interact with the community. The intent of this public outreach was to uncover issues and perceptions regarding Downtown Fulton and generate ideas for improving Downtown. The DREAM Initiative included focus groups, surveys, public meetings, and meetings with individuals to obtain the most comprehensive input for the Strategic Plan.

Interviews with Downtown stakeholders and open discussions with the public revealed a strong sense of civic pride in Fulton for its historic core. The DREAM Initiative builds on public sentiment to develop sound planning recommendations and strategies that are inspired, and supported, by the public. These actions and projects are outlined in this Downtown Strategic Plan. The DREAM Initiative solicited public comments and engaged the community regarding Downtown Fulton through several activities and methods, including the following:

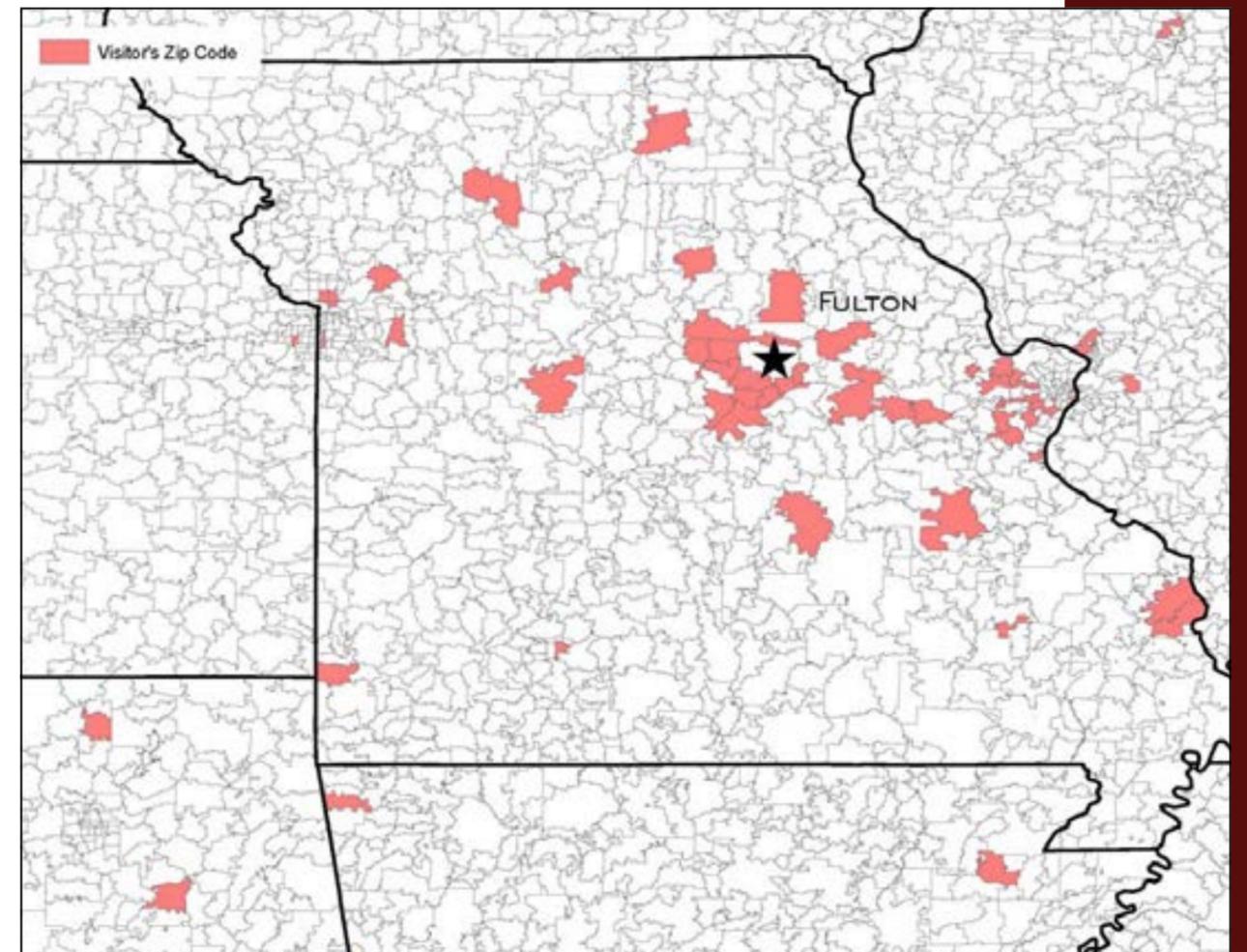
- **Initial assessment meeting**
Fulton was designated as a DREAM community in August of 2008, and an Initial Assessment Meeting was held in December 2008. The meeting included representatives from the City, the Kingdom of Callaway Chamber of Commerce, and others. PGAV PLANNERS staff and personnel from the DREAM partner agencies also attended. The City provided an overview that helped to identify the DREAM planning tasks that would benefit Downtown.
- **Focus group meetings**
In 2009, discussions of Downtown issues and ideas for improvements were facilitated with five focus groups: New Residents; Long-time Residents; Downtown

Business Owners; Downtown Business Stakeholders, and Students.

The group facilitators encouraged discussion centered around how Downtown is perceived, used, and challenged. The groups suggested ideas as to what public and private improvements can be made to enhance Downtown Fulton. The feedback received helped direct subsequent public involvement efforts and DREAM tasks.

- **Surveys**
In the fall of 2009, a telephone survey of residents asked respondents a series of questions about their priorities for the improvement of Downtown. The survey tabulated 300 responses from a randomly-selected, statistically-representative sample of residents. About 83% indicated they visit Downtown Fulton at least once a month. Participants cited a wide variety of items for improvement, including making the area more pedestrian-friendly, moving utilities underground, improving building facades, and adding new parking spaces. Businesses respondents most wanted to see Downtown include clothing stores, restaurants, and a bookstore.

A visitor survey was conducted in 2009. Volunteers and City staff gathered answers from respondents that did not have a Fulton zip code to learn the perceptions and priorities for the Downtown. A total of 216 interviews were completed. The survey indicated that two-thirds of respondents had visited Downtown before. Visitors were most likely to come Downtown to



Zip code locations of respondents to Fulton's visitor survey.

visit family and friends and for special events. Nearly all respondents had or were planning to dine Downtown, while nearly two-thirds had or were planning to shop Downtown. Visitors wanted to see more shops and restaurants and the renovation of historic buildings.

As part of the preparation of this Strategic Plan, PGAV PLANNERS solicited feedback in late 2012 -both through comment cards at a public meeting and an online survey. Comments received are reflected in the recommended priorities, funding, and implementation steps in this Strategic Plan.

• **Key stakeholder discussions**

Conversations were held with representatives of the City, Kingdom of Callaway Chamber of Commerce, Brick District Association, Fulton Area Development Corporation, Downtown property and business owners, and other members of the community to discuss issues uncovered during outreach methods. Discussions occurred throughout the DREAM process and helped guide the revitalization strategies in each DREAM task.

• **Public meetings**

Beginning with a DREAM Kickoff meeting in May of 2009, many public meetings were held to review progress on the DREAM Initiative work in Fulton. Meetings were publicized in the local newspaper, the Fulton Sun and promoted by the City and the Chamber. Public meetings included the following:

- DREAM Kickoff Meeting: May 19, 2009
- Annual Review Meeting June 2, 2010
- Building and Streetscape: Sept. 22, 2010
- Building and Streetscape: Nov. 3, 2011
- Destination Assessment Kickoff: July 20, 2011
- Retail Visit/Presentation: July 25, 2012
- Strategic Plan Kickoff: October 3, 2012

In addition to these general meetings, PGAV PLANNERS staff regularly attended the monthly meetings of the Brick District Association to present draft documents and findings and obtain feedback and direction on plan tasks and deliverables.

• **Press involvement**

At several of the public meetings, representatives of the local newspaper, the Fulton Sun, were in attendance. Additionally, a local TV station, KOMU did multiple stories highlighting DREAM Initiative programs and progress. PGAV PLANNERS provided press releases to the City and provided quotes and interviews as needed to generate news stories.

• **Websites and social media**

The City of Fulton, “Once You Know” tourism campaign, the Kingdom of Callaway Chamber of Commerce, and the Brick District Association all host websites through which they have promoted aspects of the DREAM Initiative. The City Council and other City Committees have discussed DREAM documents and the minutes of these meetings are available on the City’s website.

• **Education and communication**

The DREAM Initiative process also included seminars to educate and inform the City staff and officials on issues pertaining to Downtown revitalization and planning. The seminars were conducted by the State Partner Agencies, PGAV PLANNERS, and other entities. Leading practitioners and specialists participated in these workshops, which were held in Jefferson City. Seminar topics included organizational structure, adaptive reuse, retail business development, historic preservation, building design and renovation, façade loans and incentive programs, and engaging public support and community organizations to lead downtown revitalization. Fulton representatives frequently attended these seminars and even presented at some sessions.



Attendees at the DREAM Kick-Off Meeting.



PGAV retail specialist Sara Tetley gives consultation with local business owner

ACCOMPLISHMENTS

When the City of Fulton was designated a DREAM Initiative community in August of 2008, the DREAM Initiative provided immediate benefits to Downtown. Positive news articles and increased awareness of Downtown Fulton improved the City's ability to obtain additional funding. Some recent accomplishments in the DREAM Study Area include:

- The City of Fulton was successful in obtaining the DREAM designation; a commitment of about \$245,000 from the Missouri Development Finance Board. Fulton leveraged a 20% match over three years, to obtain this funding and planning process.
- The City, Chamber and Heart of Missouri Tourism Board initiated a public relations and branding campaign to promote Fulton as a destination. This campaign includes billboards on Interstate 70, a website, and marketing materials promoting Fulton as "genuine," "lively," "unique," and "historic".
- MODOT finished the construction of a roundabout at Market and 2nd. The roundabout allows for better traffic flow and provides an opportunity for a gateway feature and signage for the Brick District.
- The Brick District Association was formed from the formerly inactive Downtown Revitalization Committee. The BDA was incorporated as a non-profit organization in 2012-2013 and is now representing the business and building owners in the Brick District.
- The Fulton Street Fair, initially run by the Callaway Betterment Foundation, became its own 501(c)3 organization, titled the Fulton Street Fair Committee. The three day festival referred to as "Hit the Bricks". The event attracted an estimated 10,000 people in 2009.
- The City of Fulton adopted a new zoning designation called the Brick District Overlay Area, which restricted new residential uses on first floors, in order to open up more retail space opportunities in Downtown.
- The Brick District Association installed signage throughout the Downtown, designating the area as the "Brick District". Additional attractive signage using refurbished steel has been secured to direct visitors to the area and to parking. The BDA also developed a

brochure that is available at area locations.

- Downtown Fulton attracted a significant number of new or revitalized businesses such as Brooklyn Pizza, LuLu's, Well Read Books, TropicalSno, Mints 'N More, to name a few.
- The installation of 14 "Grey Ghosts Trail" historical markers in Fulton, including those along Stinson Creek Trail just south of the DREAM area, commemorating Civil War history in Fulton and Callaway County.
- Redevelopment of key parcel across from Memorial Park between Nichols Street and Court Street, into retail development with tenants Arris' Pizza and Pub and The Market Liquor Store. In addition, a parks and recreation plaza was also added to the park itself.
- The City of Fulton constructed a new parking lot on Nichols, directly behind the businesses on Court Street. The lot included landscaping and design features and a lane for delivery trucks to drop off items for the businesses.
- The City, working in concert with the Brick District Association, initiated a change to the parking rules and meters Downtown with the goal of freeing up parking spaces in front of businesses on Court Street and 5th Street. The parking meters were removed and changed to become three-hour parking zones. Some spaces in the Nichols Street and Market Street lots were reserved for monthly parking.
- The City secured a TRIM grant which allowed for trees to be replaced and some additional trees added to the Brick District.
- DREAM status helped Central Missouri Community Action receive two HOPE grants for improvements to some homes in the DREAM area.
- A business owner used the suggested building designs from the DREAM Initiative to redo the front of their building.
- The Brick District Association has begun developing regular events to promote the area and help provide seed money for smaller expenses. One of the first of these events was the successful Morels & Microbrews festival held April 2013. In addition, the weekly Farmer's Market recently moved to Downtown.



Since the DREAM initiative, Downtown has attracted multiple new businesses, development, and installed Brick District signage.



ORGANIZATIONAL STRUCTURE

The DREAM Initiative included a review of the organizations with an active interest in Downtown Fulton. The purpose of this task was to understand the roles and responsibilities of these organizations and their impact on Downtown. The recommendations developed from the task describe how these organizations may be improved, adjusted, or complemented to ensure that there is an efficient structure in place to implement the projects and recommendations outlined through the DREAM Initiative.

Organizations, reviewed for this task included these:

- City of Fulton
- Fulton Historic Preservation Commission
- Fulton Area Development Corporation
- Kingdom of Callaway Chamber of Commerce
- Callaway Arts Council
- Callaway Community Betterment
- Downtown Retail Committee
- Brick District Association
- Kingdom of Callaway Historical Society
- Callaway County
- Heart of Missouri Tourism Board

In Fulton, the revitalization of Downtown has the advantage of building upon previous successes by these organizations, particularly the Chamber, the Brick District Association, the City, and Fulton Area Development Corporation. However, while the much progress has been made in revitalizing Downtown, the effectiveness and rate of progress has been hindered by the lack of coordination amongst the organizations involved and the lack of centralized and strong leadership to lead Downtown efforts.

The Downtown Organization Structure Review resulted in recommendations to enhance existing organizations and to form a few new organizations. Primary Recommendations identified by this task include:

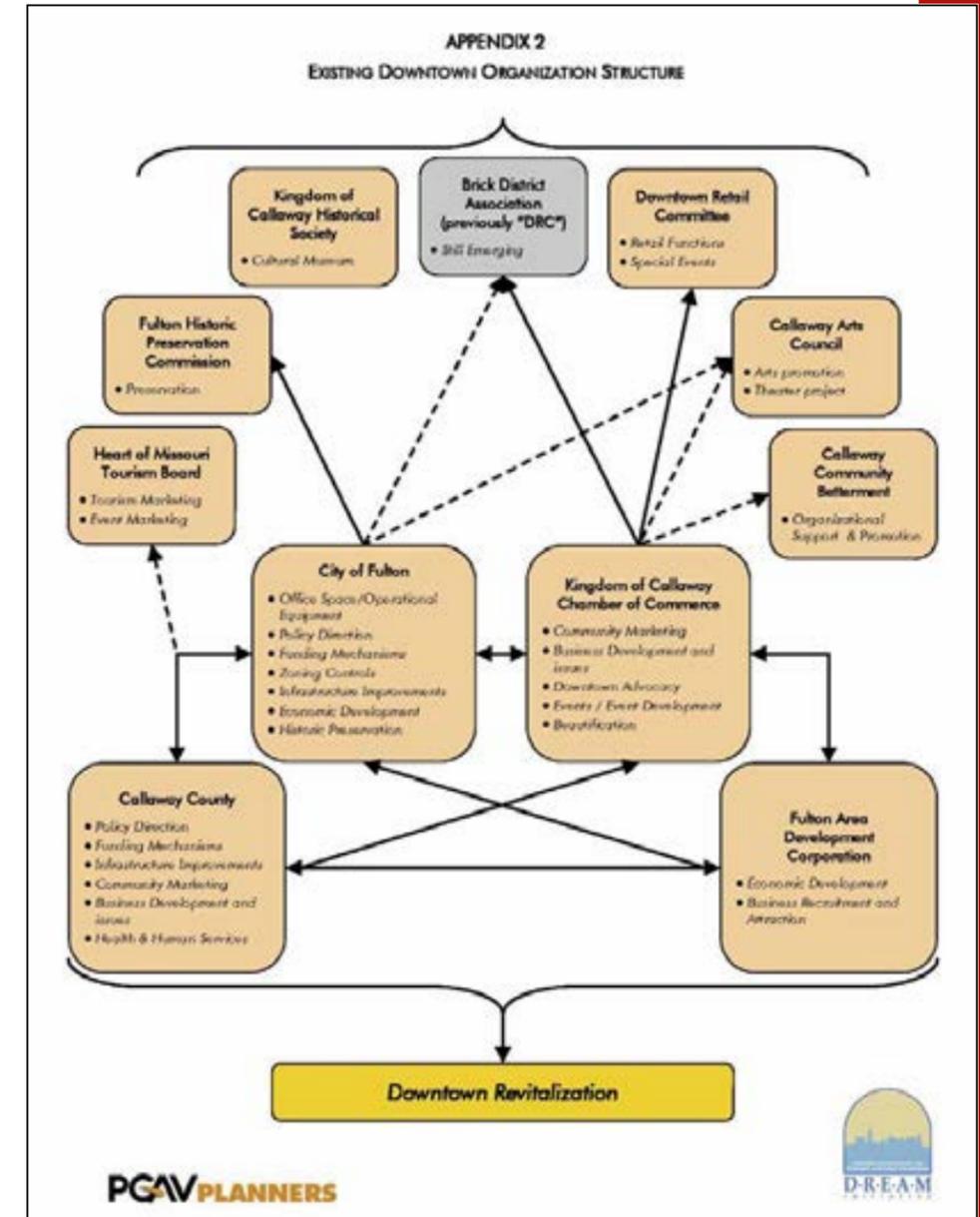
- **Continue to Grow the Brick District Association as the lead organization for Downtown’s revitalization**
The BDA, with the guidance of the Chamber, was

established as a separate non-profit entity to lead Downtown revitalization pursuits. The Chamber should continue to provide leadership and assistance in consolidating the efforts of supporting organizations. The BDA should continue to grow as an autonomous entity, leading redevelopment efforts, organizing events, supporting local businesses, and advocating on behalf of Downtown to the City and other agencies.

The DREAM Initiative recommended that as the BDA becomes more robust, it establish several committees. A Downtown Revitalization Committee would be responsible for overseeing the redevelopment of buildings, infrastructure improvements, and streetscape. Two projects that the BDA should support are the rehabilitation of the Fulton Theater and the Blattner Building. The BDA should also establish a Retail and Business Committee to promote new businesses to the Brick District and retain and support existing businesses. The third committee the BDA should establish is an Events Committee to organize new, and support existing, events in Downtown.

Eventually, the BDA will require a paid Executive Director and seasonal staff to help facilitate the DREAM Initiative goals. This step will likely need to follow the establishment of a stable funding source such as a Downtown Fulton Community Improvement District (DFCID).

- **Formation of a Downtown Fulton Community Improvement District (DFCID)**
Sufficient resources will need to be identified to drive the Downtown Fulton revitalization efforts proposed in this Strategic Plan. Local incentive mechanisms such as a Community Improvement District (CID) are critical to develop direct funding for Downtown projects and programs and to provide a source of matching funds as the City seeks to obtain State and Federal grants. Depending on the particular projects the City and BDA wish to



Existing Organization Structure Chart for Downtown Fulton

pursue, a Tax Increment Financing (TIF) district could be established in addition to, or in place of, a CID.

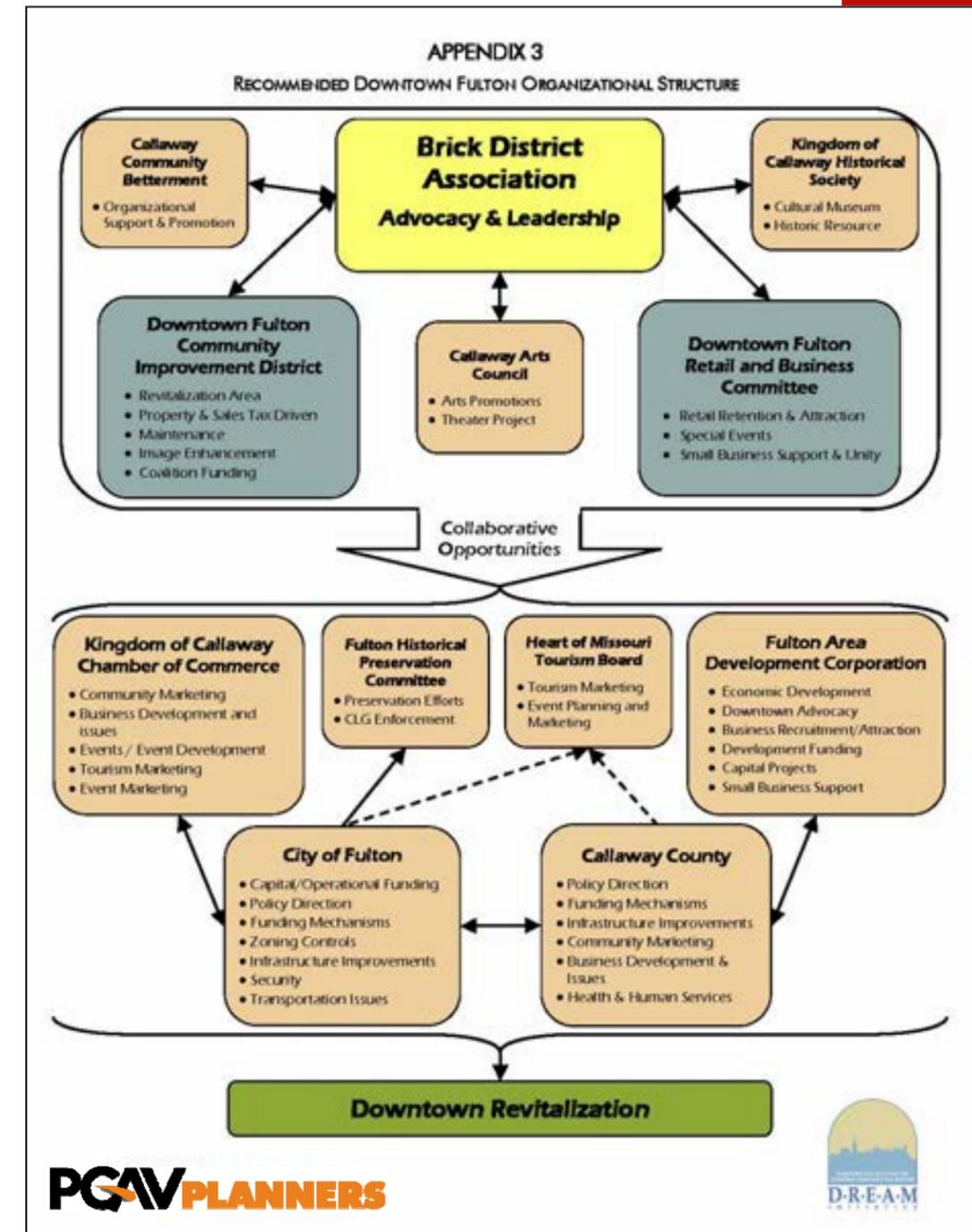
The effort to establish a Downtown District like a CID or a TIF will require robust public outreach to gain public support. The BDA will be vital for this step. The DFDCID will provide flexible funding for Downtown services such as infrastructure, marketing, beautification, business development, promotions, rehabilitation and redevelopment of buildings, and administrative support. Many of these services can and should be provided by the BDA, making it the main administrator of the CID redevelopment efforts. Therefore, the BDA will also need to be the primary supporter and will need to work tirelessly to promote the benefits of establishing the DFDCID. The City and BDA can jointly develop the redevelopment plan and budget, then the BDA will need to circulate the petition and other information. Eventually, the City will draft the official documents and approve the downtown district(s) by ordinance.

The Organizational Structure Review recommends a CID because of the funding and structure it can provide. The Fulton Financial Assistance Review, discussed on page 24, notes that a DFDCID could initially generate \$40,000 annually in sales tax revenue, eventually growing to \$70,000 and \$80,000. The CID could also generate between \$25,000 and \$80,000 annually in property tax revenue depending on the final specifics of the district. This may mean that a TIF would need to be paired with the CID to generate sufficient revenue for Downtown’s revitalization needs, or that a Community Development Corporation could fill the gap in funding through the support of local banks.

- **Establish a Downtown Fulton Community Development Corporation (DFCDC)**
Downtown and the Brick District Association have been strongly supported in their efforts by a number of local banks, particularly Callaway Bank and Bank Star One, which both have locations in the Brick

District. The BDA and City should build these excellent relationships into a DFDCDC which would be a multi-bank corporation from which loans and equity can be provided to small businesses or development partners for the revitalization of Downtown Fulton. The formation of the DFDCDC should be comprised of participating banks and local businesses that fund the organization through donations, grants, and other forms of investment. Utilizing the Fulton Area Development Corporation (FADC) as a resource, or as the primary supporting organization is recommended. Two projects that could significantly benefit from such an organization would be the rehabilitation of the Fulton Theater and the Blattner Building on Court Street.

To view the full report, see the *Fulton Organizational Structure Review*, March 2012 and refer to the Implementation Schedule on page 38 of this Strategic Plan.



Recommended Organizational Structure Chart for Downtown Fulton

LAND USE, BUILDINGS & INFRASTRUCTURE SURVEY

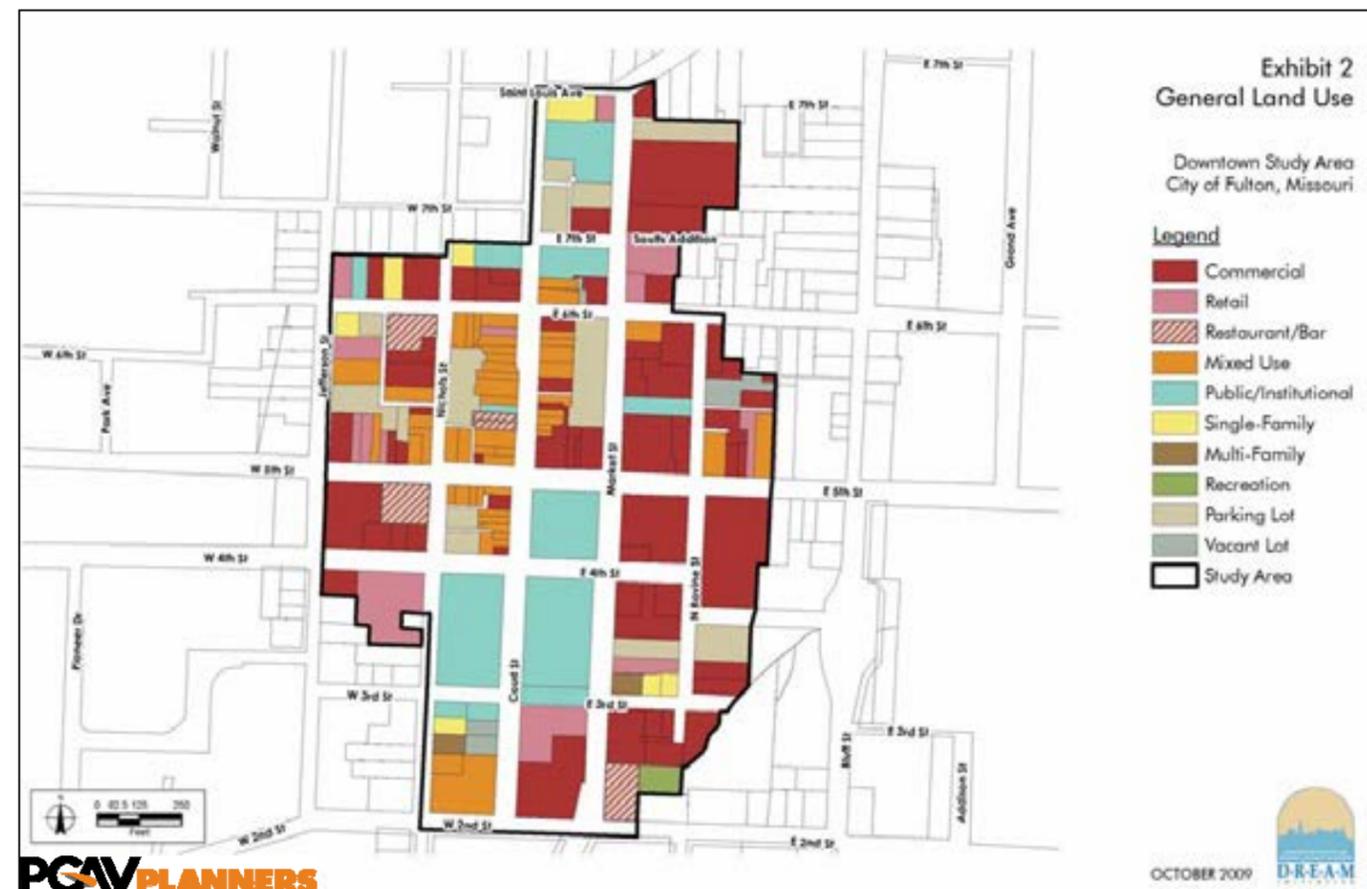
The Land Use, Buildings & Infrastructure Survey is an inventory of Downtown Fulton’s existing land use, exterior building conditions, and the condition of public infrastructure. The survey was conducted during the Spring of 2009. Conditions are documented in the *Map Reference Handbook* of October 2009. The 25 maps produced in the report were used throughout the DREAM planning process. Sample maps are shown on this and the following page. Approximately 24 city blocks, 167 parcels, 49 acres, and 137 primary buildings were surveyed. The data collected during the survey helped identify the most pressing issues, physical conditions, and future development opportunities in Downtown. The maintenance of the information gathered for this survey, along with ongoing monitoring, will continue to provide insight for Downtown Fulton. The City should work with others, such as Callaway County, to develop and update this mapping data.

While the goal of this task was to develop information that would feed into other DREAM Initiative tasks, several conclusions can be drawn from the data displayed in the *Map Reference Handbook*, including the following:

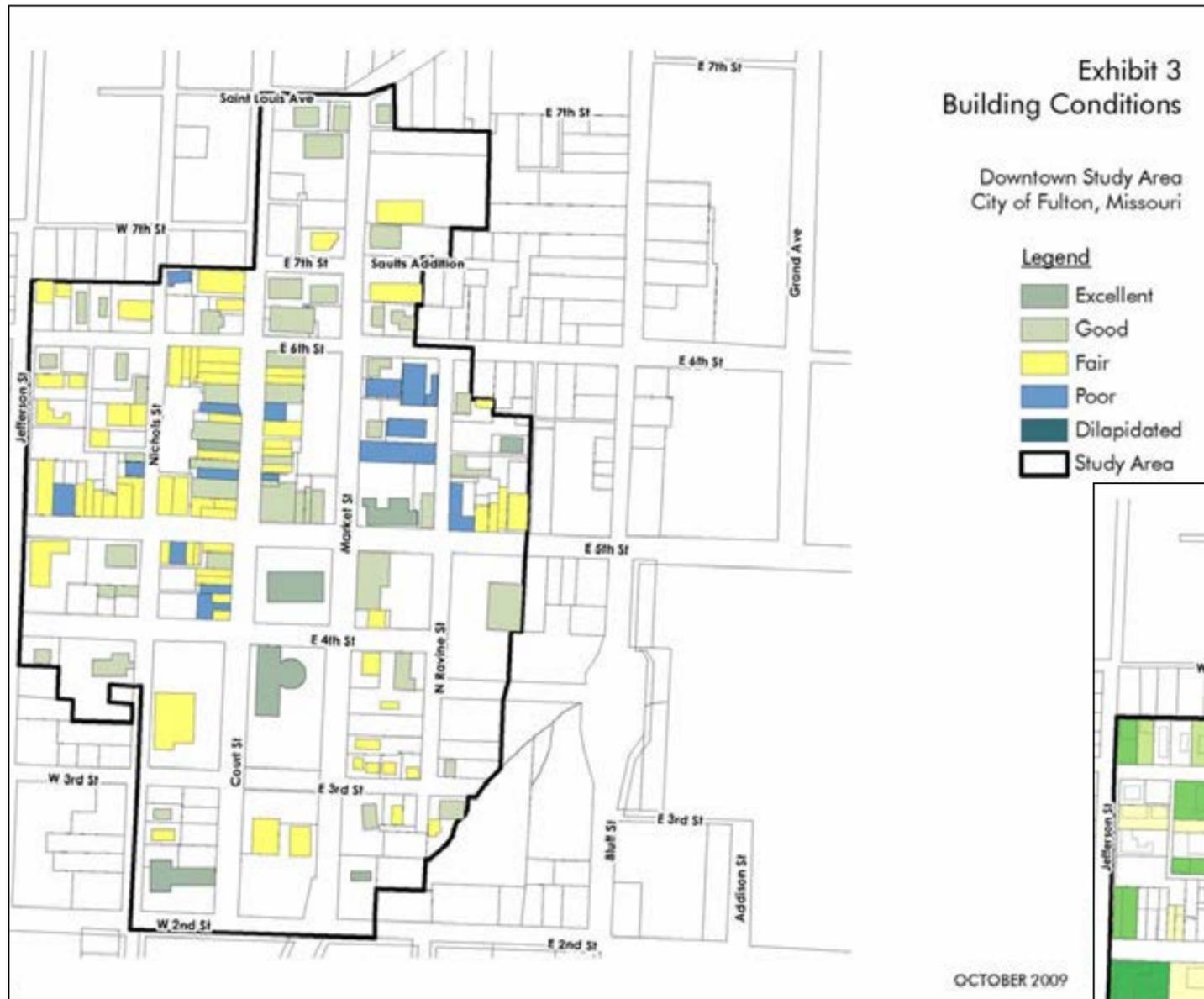
- The far southern and western portions of the Study Area, particularly along Market Street, have a significantly different atmosphere. The northern and western portions of Downtown provide a traditional Downtown setting of denser building massing and zero front yard setbacks for commercial buildings and incorporate brick streets. The southern and western portions have a more vehicular feeling with large parking lots and buildings set father away from the street and few streetscape improvements.
- Mixed-use is a significant land use type in Downtown Fulton, particularly along Court Street and 5th Street. These buildings are mainly two-story buildings, with a wide range of uses on the second floors, including office, commercial, and residential.
- There is good occupancy, in general, throughout Downtown Fulton. However, there are a number of

second-floor commercial vacancies, particularly on Court Street. Also, two prominent buildings, the Fulton Theater and the Blattner Building are currently vacant.

- Building conditions are mostly good or fair, with some poorer conditions found in the older properties throughout.
- Overhead utility lines are not an issue in the most dense portions of Downtown, such as Court Street, but are in other areas, such as along Market Street.
- There are few vacant lots in Downtown that could accommodate new development. The few possibilities for redevelopment would mean redevelopment of commercial parcels or require displacement of parking.
- While Court Street appears to have been the primary thoroughfare for commercial establishments at one time, Business Route 54 utilizes Market Street, making this corridor the primary through street for Fulton. Unfortunately, many of the historic buildings are oriented away from

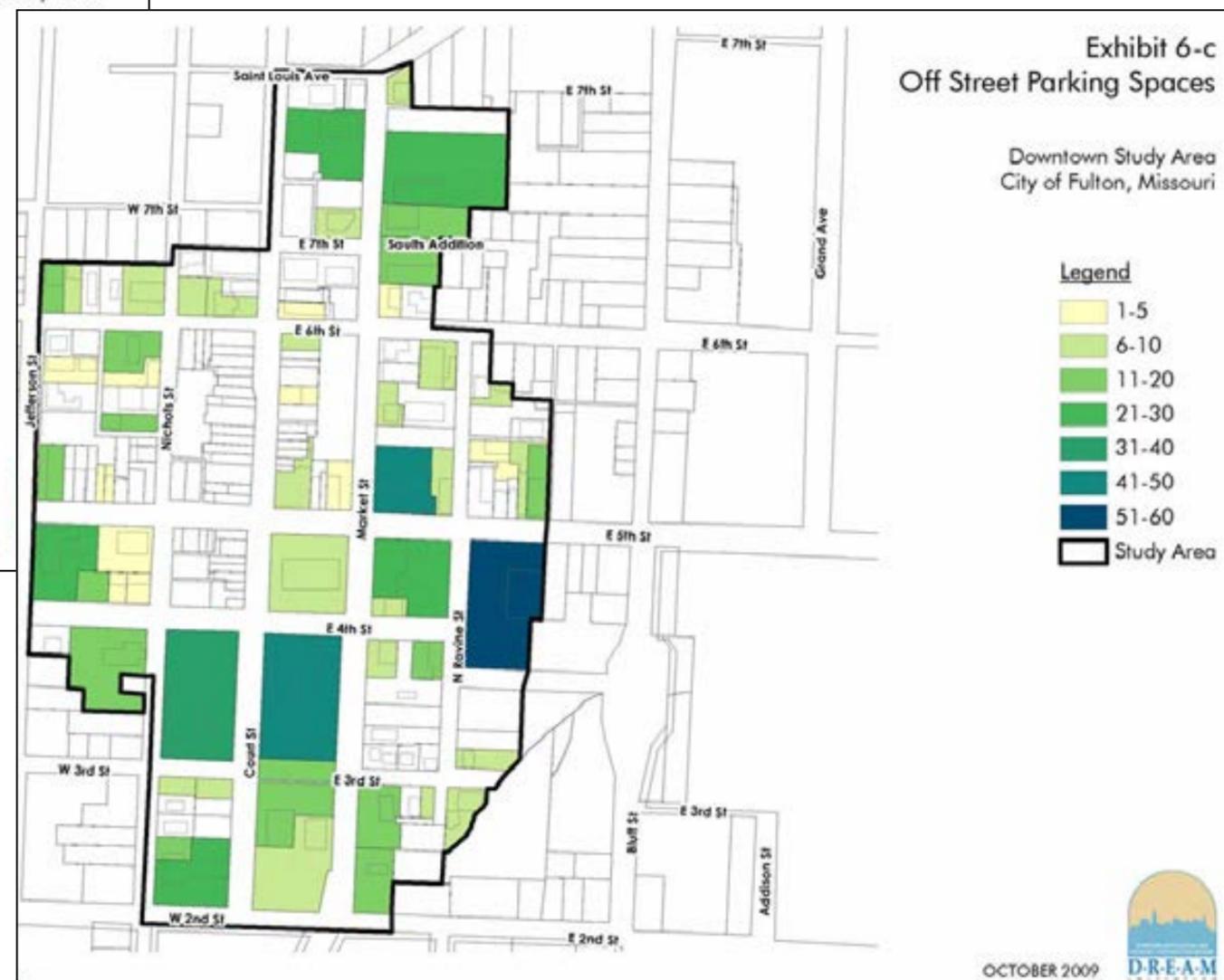


Fulton DREAM Area General Land Use Map.



Downtown Fulton Building Conditions Map.

- Market Street, giving a negative impression of Downtown Fulton.
- There are a surprisingly large number of residential units in Downtown, particularly above commercial spaces. These units maintain relatively good occupancy, likely due to close proximity to the colleges.



Downtown Off Street Parking Map.

COMMUNITY SURVEYS

The Community Survey process was conducted to uncover issues regarding Downtown and learn about the desires and needs of Fulton’s residents. This task gathered information from community leaders, property and business owners, residents, and visitors to Fulton. The resulting information was used throughout the DREAM process.

Three methods were used to collect this information; Focus Groups, a Community Telephone Survey, and a Visitor Survey. The process and results of each method are summarized below:

- **Focus Groups**

Five separate focus groups were conducted to engage stakeholders in open discussion regarding Downtown Fulton. The groups consisted of long-time residents, new residents, students, Downtown business owners, and Downtown stakeholders. In each of the groups, discussions included participants’ perceptions of Downtown’s strengths, constraints, and opportunities for development, as well as the groups’ priorities for improvement and desires for new businesses, infrastructure, and services.

Participants felt that Fulton is moving slowly in the right direction because of Downtown improvements, new businesses on the outskirts of town, and an increasing population. They described Fulton as a friendly, welcoming, and diverse community with a rich history. Many noted that it was a great place to raise a family and is within easy distance of Columbia and Jefferson City.

The limited hours of Downtown businesses made it inconvenient to shop Downtown. There was a desire for more dining options and entertainment, including more live music, restaurants, and options for teenagers, children and college students. Many residents regularly travel to Columbia for shopping and entertainment.

Parking was a concern for many of the participants in three specific areas: the amount of parking, the parking meters, and signage to help people find parking. They wanted to see better signage in and around Downtown, to help people find their way and navigate the one-way streets.

Participants said they would like to see independently-owned specialty shops, restaurants, and entertainment—specifically clothing stores, a bookstore, music shop, gift shops, a small high-end grocery store, and a coffee shop with Wi-Fi.

For the complete report, please see the Fulton Focus Group Survey Report from January 2010.

- **Community Telephone Survey**

In the Fall of 2009, a telephone survey was conducted to interview a random sample of 300 Fulton residents regarding their perceptions of Downtown. This type of survey is useful to obtain input from residents who may not necessarily attend or participate in a public meeting. Key points from the survey results, include those below:

- About 83% of respondents indicated they visit Downtown at least once a month.
- Downtown is visited by City residents for a wide variety of uses. A majority of respondents indicated they use Downtown for:
 - ◊ Government/Post Office
 - ◊ Conducting Business



Excerpt of the discussion transcript from the New Residents Focus Group found in the *Fulton Focus Group Report*.

- ◇ Dining
- ◇ Shopping

Almost half indicated that they visit Downtown for special events and nearly a third indicated they come Downtown for entertainment as well as to attend church.

- The only characteristic to be rated poorly for Downtown was entertainment options.
- Over 85% of respondents felt it was important to retain Downtown’s historic character.
- A majority of the respondents indicated better restaurant variety, and clothing stores as business types they prioritized for Downtown.
- The top improvements desired for Downtown were making the area more pedestrian-friendly, moving utilities underground, improving building façades, adding new parking spaces or lots, and keeping streets and sidewalks cleaner.
- More than two-thirds indicated that they get their information about Downtown from the local newspaper (the Fulton Sun).
- A relatively narrow majority said they would be either very or somewhat likely to support a new sales tax to fund Downtown development.

For the complete report, please see the Fulton Community Telephone Survey Report from November 2009.

• **Visitor Survey**

In 2009, volunteers conducted a survey of visitors at locations throughout Fulton. A total of 216 visitor responses were entered into either a tablet computer or website provided for the volunteers. The purpose of the survey was to learn about the perception of Downtown Fulton and the needs of its visitors. The responses of people residing within the

Fulton zip code (65251) were not tabulated. Key points from the survey, include the following:

- Two-thirds (67.5%) of respondents had visited Downtown Fulton before and one-third indicated they visit Downtown at least once a month.

	Top priority 5	Total High Priority (4-5)	3	Total Low Priority (1 -2)	Other/don't know
	%	%	%	%	%
32. Family or casual style dining	29.3%	65.3%	24.3%	10.0%	.3%
38. Clothing stores	26.0%	54.0%	26.7%	19.3%	.0%
33. Fine Dining	24.3%	51.0%	27.7%	21.3%	.0%
41. Bookstore	19.7%	42.7%	31.0%	25.3%	1.0%
37. Convenience store or grocery store	19.0%	36.3%	23.0%	40.7%	.0%
39. Arcade or other attraction aimed at teenagers	17.7%	33.3%	24.3%	41.0%	1.3%
36. Art galleries and shops	12.0%	33.0%	32.3%	33.7%	1.0%
31. Lodging such as hotel, motel or bed and breakfast	12.3%	31.7%	31.3%	35.7%	1.3%
34. Music store	12.7%	30.7%	29.3%	39.7%	.3%
42. Arts and crafts store	8.3%	29.7%	32.3%	37.0%	1.0%
35. Antique shops	11.0%	24.7%	25.0%	49.7%	.7%
40. Bar/nightclubs	6.3%	18.0%	18.0%	62.3%	1.7%

Sample table from the Fulton DREAM Community Telephone Survey.

- Dining (92%), shopping (65%), and special events (46%) were the three primary reasons respondents gave for visiting Downtown Fulton.
- Two in five (42%) of respondents indicated they were staying overnight. Those respondents staying overnight indicated:
 - ◇ Just over 34% were staying at a hotel, motel or bed and breakfast in the Downtown area.
 - ◇ Another 34% were staying overnight with

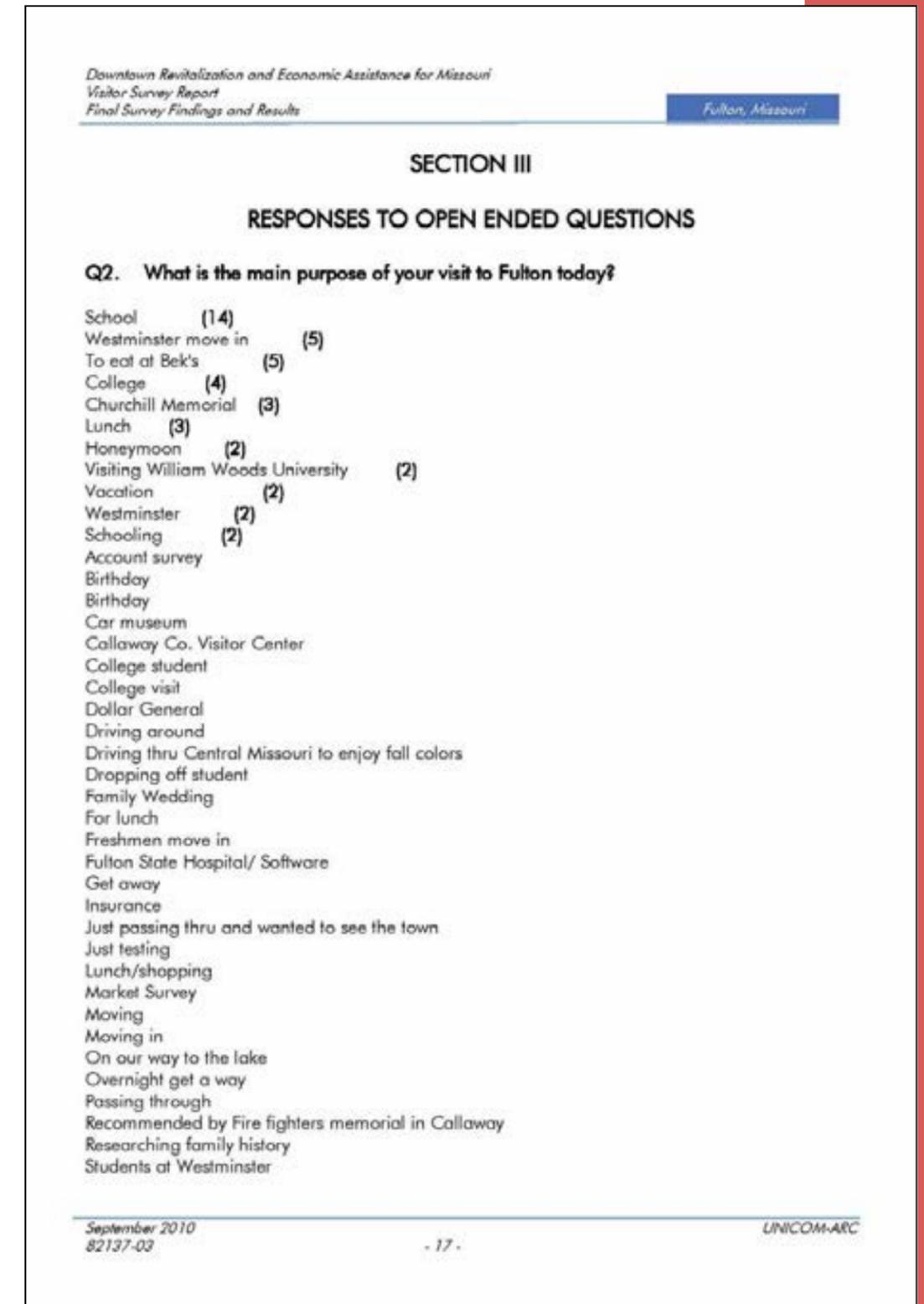
- ◇ family or friends.
 - ◇ Just over 22% were staying at a hotel, motel, or bed & breakfast in Fulton, but not in Downtown.
- Only 57% said they found it easy to find their way around Downtown.
- Only about 59% of visitors found Downtown business hours convenient.
- Visitors indicated a wide variety of businesses that they would like to see including more shops in general (27%), women's clothing stores (25%), antique shops (19%), specialty/upscale shops (18%), and a bookstore (14%).
- Of those surveyed, 30% of respondents expected to spend between \$100 and \$199, exclusive of lodging, during their visit to Fulton.
- When asked what the main purpose of their visit was, the most common responses were related to visiting the colleges, eating (particularly at Beks), and visiting the Churchill Memorial.
- When asked what physical improvements would make Downtown more appealing to them, top responses included the following: renovating historic buildings (37%), changing parallel parking to angled parking (25%), benches/more green space (25%), more landscaping such as trees or plantings (18%).

this feedback were shared with the City and the Brick District Association and helped direct the priorities of this Strategic Plan.

The City should consider periodically updating these surveys and reconvening the focus groups. Communication of these results to Downtown businesses and community leaders on an ongoing basis is needed to monitor progress and the changing market attitudes toward Downtown Fulton, as well as identifying potential opportunities.

For the complete report, please see the *Fulton Visitor Survey Report* from September 2010.

As part of the strategic planning process, PGAV PLANNERS solicited feedback in late 2012 both through comment cards at a public meeting and an online survey. Comments focused on recommended priorities, funding, and implementation steps for the future of Downtown. Results of



A page of open-ended responses gathered from visitors and found in the Fulton DREAM *Visitor Survey Report*.

BUILDING DESIGN AND CONDITIONS

Fulton is a community with an interesting history that is reflected in the architectural character of its Downtown. The DREAM Building Design and Conditions Task was to develop recommendations to save and leverage this character to benefit Downtown and the whole Fulton community.

Historic preservation plays an important role in Downtown revitalization. Downtown was historically the business and civic center of the community. The architectural style, size and materials of the buildings reflect the civic pride of Fulton. Downtown has period-style brick streets and many well-maintained historic façades along Court Street. Buildings such as the Clapp Building, Beks Restaurant, and Sault's Drug Store represent the history and continued sustainability of the community. Downtown Fulton has many buildings which have design merit and character. Fulton has established a downtown historic district and is becoming a Certified Local Government (CLG), making historic projects eligible for historic tax credits.

The Kingdom of Callaway Historical Society is a separate, non-profit group that has promoted the restoration and preservation of historic Downtown properties. This group has a specific interest in preserving Fulton's history, some of which is encapsulated in its historic architecture. The Fulton Historic Preservation Commission provides a review of all projects involving historic properties. Their mission is "To work collaboratively with individuals and community groups to identify, preserve, and protect the city's heritage and to educate the public on the value of historic preservation. The commission also seeks to create an inventory of historic properties, to promote historical tourism, and to generate pride in Fulton's heritage."

Although Fulton has the historic resources described above, there are not design standards guiding rehabilitation to Downtown commercial properties. The Building and Streetscape Design Guidelines report is intended to inspire Downtown leaders and private property owners to initiate activities that will address building conditions. Several blocks were chosen by the community to illustrate how

improvements might affect buildings. Illustrations of the rear elevation along the East 500 block of Court Street were developed and are included on pages 18 and 19. In addition, Illustrations of a typical streetscape, wayfinding sign concepts, gateway features, and a rendering of a fully-redeveloped Court Street may be found in the illustrations section of this Strategic Plan.

Soon after the completion of the Building and Streetscape Design Guidelines report, the City adopted one of its recommendations, establishing a Brick District Overlay zoning area. Additional recommendations to address issues regarding the condition of the condition of buildings and streetscape in Downtown Fulton include the following:

- **Strengthen the standards for the Downtown Fulton Historic District:**
The City of Fulton currently has five historic districts, including the Downtown Fulton Historic District. This district is also recognized on the National Register of Historic Places. While the Register suggests standards to ensure the correct preservation and rehabilitation of existing structures, there is no requirement that building owners meet these standards. However, "A Fulton Preservation Property" as designated by the Fulton City Council, upon recommendation of the Historic Preservation Commission (HPC), must adhere to a simple set of design standards prior to any alteration, construction, or demolition.
- **Strengthen the Historic Preservation Commission:**
The HPC works collaboratively with individuals and community groups to identify, preserve, and protect the city's heritage and to educate the public on the value of historic preservation. The commission also seeks to create an inventory of historic properties, to promote historical tourism, and to generate pride in Fulton's heritage. The Commission's responsibilities should be strengthened to allow any member to submit an application for designations of "A Fulton Preservation Property" and make recommendations to the Planning and Zoning Commission and City Council.



Examples of historic Downtown Fulton architecture.

- **Strengthen the existing design standards:**

A long-term goal is to eventually strengthen the existing supplemental design standards and apply to all buildings within the Downtown Brick District. The design standards are the next step, after design guidelines, to elevate the level of design and rehabilitation in Downtown Fulton. Supplemental design standards should be evenly applied across the district after the design guidelines have been implemented by Downtown property owners. The existing building and zoning codes should be supplemented with the design standards for the overlay district. The supplemental design standards should be specific enough to describe what is acceptable, or not acceptable, regarding design, materials, means and methods of the construction of exterior architectural features. The standards should establish a concise and easy to understand direction for property owners and contractors involved in the rehabilitation and construction of new buildings in the overlay district. The supplemental design standards should not be interpreted as superseding, nor an abandonment of, the existing building code of the city.

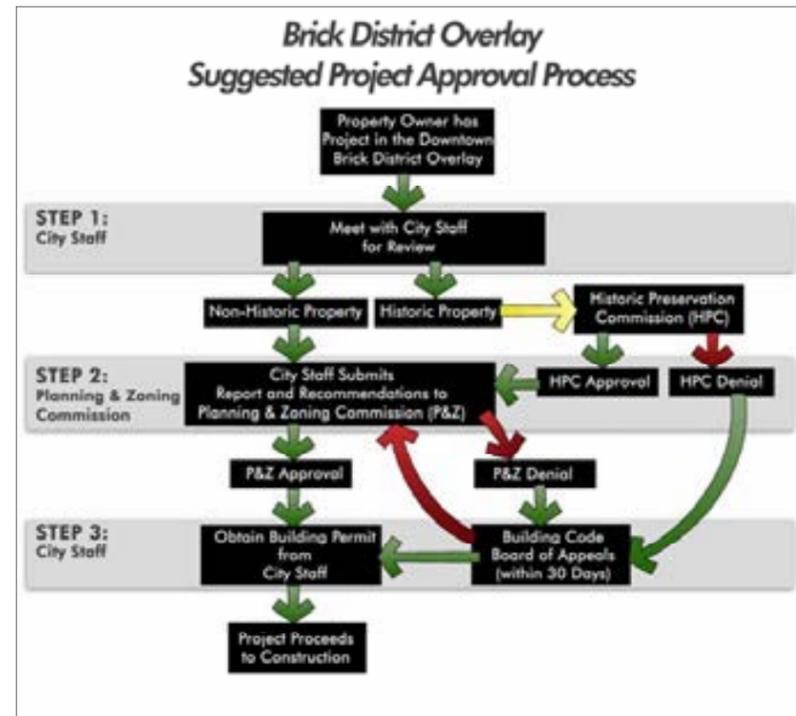


Illustration of the potential project approval process for The Brick District Overlay category.

- **Build on the Brick District Overlay by updating the project review process.**

The goal of the Brick District Overlay is to develop a higher standard regarding zoning, design, preservation and maintenance. The method to assist in achieving the higher standards for the overlay district is a simple and well-defined project approval process. The process should be easy to understand for developers, property owners and the city staff overseeing building and zoning codes. Building and Streetscape Design Guidelines report describes this review process in detail. This process should only be implemented once the market and the property owners of Downtown justify the system. A graphic illustrating the potential process is illustrated, at right.

More detail regarding design guidelines and streetscape improvements are found in the Fulton DREAM *Building and Streetscape Design Guidelines* from October 2011.



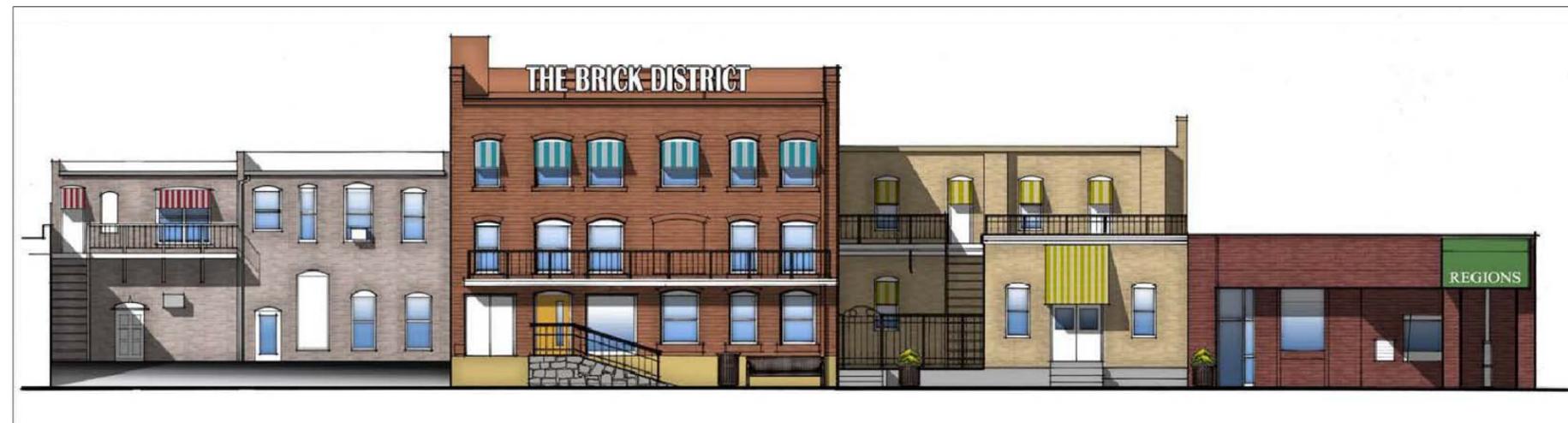
Court Street is Downtown Fulton’s historic commercial corridor and contains a relatively unbroken line of ornate historic building façades and lovely brick streets.

Court Street (Rear Elevation, North Half)

Existing Façades



Proposed Façades



- Remove nondescript siding and coverings.
- Remove paint from masonry façade using correct removal methods.
- Restore / insert masonry veneer where possible.
- Restore / insert cornice where applicable.
- Restore / insert second floor windows with new windows of appropriate scale.
- Restore / insert storefront windows and entry where public access is available.
- Utilize canvas / fabric awnings whenever possible.
- Use compatible paint colors.

- Rehabilitation intent is to showcase individual facades while allowing the function of one business in multiple buildings.
- Match brick / façade color between first and second floor when possible.
- Install lights and district signage of appropriate scale and design.
- Consider installation of other appropriate decorative metal ornamentation for upper façades.
- Complete parking lot improvements and installation of site furnishings.

Court Street (Rear Elevation, South Half)

Existing Façades



Proposed Façades



- Remove frame, metal & shingled coverings.
- Remove paint from masonry using correct removal methods.
- Restore / insert masonry veneer where possible.
- Restore / insert cornice where applicable.
- Restore / insert second floor windows with new windows of appropriate scale.
- Restore / insert storefront windows and entry where public access is available.
- Utilize canvas / fabric awnings whenever possible.
- Use compatible paint colors.
- Match brick / elevation color between first and second floor when possible.

- Paint utility infrastructure with a matching color to adjoining wall to soften negative impact whenever screening is not possible.
- Use solid wood or masonry partitions, lattice screens, or hedges to screen trash areas.
- Utilize ornamental sign lighting.
- Install lights and business signage of appropriate scale and design.
- Consider installation of other appropriate decorative metal ornamentation for upper façades.
- Installation of larger "gateway" signage concept at mid-block pedestrian access.
- Streetscape of lights, planters & site furnishings.

PUBLIC INFRASTRUCTURE

This section of the Strategic Plan provides recommendations regarding the streetscape, parking areas, utilities, and other physical public aspects of Downtown Fulton, including gateways and wayfinding signage. PGAV PLANNERS created conceptual designs for wayfinding signage, a typical streetscape, visual enhancements to a proposed (now constructed) roundabout, and a gateway and plaza concept on the north end of Downtown.

The streetscape, gathering places, streets, and sidewalks provide the first impression visitors have of Downtown. The City of Fulton must work to maintain and enhance these elements to spur private improvements. The City will send a strong message that Downtown is important and holds potential by continuing to improve and maintain these public infrastructure elements. The recommendations developed for Downtown Fulton public infrastructure elements consider the existing streetscape, but also includes property nearby. Recommendations to enhance the overall public environment in Downtown Fulton include:

- **Improvement to, and maintenance of, public improvements**
Existing Downtown public improvements are functional and well-designed, but are in need of continual maintenance. The brick streets, sidewalks, and street furniture are in need of investment. One



Potential gateway (above) and trailblazer signs for Downtown Fulton. These designs play on a link with Robert Fulton and the Kingdom of Callaway by incorporating steamboat smokestacks and a crown as part of the sign theming.



major component that was frequently identified as lacking is good sidewalk connections from Downtown to Westminster College. The City should work to expand the improve these connections. Finally, as future public improvements are designed, it is critical that new landscaping, lighting, and fixtures match or complement existing elements.

- **Install wayfinding signage**
Wayfinding signage should provide visitors with clear direction into Downtown. Fulton’s wayfinding system should include these categories of signage:
 - Primary Gateway Sign— Serves as the “Welcome” to a visitor, creating the first impression of the community. The sign should be significant, serving as a landmark.
 - Trailblazer Sign— Utilitarian purpose combined with unique branding and design elements. Attractions to consider as destinations on Trailblazer Signs include: Downtown, Historic Districts, museums, event areas, government offices, parking, colleges/universities, and visitor centers. Signs should be located at or near a key transportation node.
 - Historic District Gateway Sign— Creates a boundary for the Historic District, should be used within the Historic District Corridor. These signs should reflect the size, scale and character of the architecture within the district.
 - Proximity Signs— In close proximity of the attractions these signs direct visitors to the destination.

All signs and banners included in the wayfinding system should have a simple and uniform design. Above all, the signs need to be brief and easy to read with large type face, appropriate coloring, and adequate character spacing. The wayfinding system signs should be unique and stand out in their surroundings. Sign guidelines should be developed using the Manual of Uniform Traffic Control Devices, published by the Federal Highway Administration.



Examples of existing streetscape elements found in Downtown Fulton.



An example of the existing wayfinding signage found in Downtown Fulton.

RESIDENTIAL MARKET

The residential market in and surrounding Downtown Fulton has a symbiotic relationship to Downtown. It is from these residences that businesses will draw customers and events will obtain attendees. Visitors to Downtown and nearby Westminster College must pass through these neighborhoods. Fulton has a diverse housing stock, including many sizeable historic homes near Downtown, many of which are located north along Court Street, with some to the immediate east and west of Downtown. This situation encourages a mix of residents and helps maintain property values throughout the area.

DREAM provided an opportunity for the Missouri Housing Development Commission (MHDC) to review the residential market demand of the City. MHDC developed recommendations to encourage Fulton leaders to promote projects that can meet future housing demand and improve existing housing conditions. Additional recommendations focused on enhancing Downtown amenities. Fulton residential recommendations include the following:

- **Encourage new, high-quality rental units**

A quantitative residential demand analysis indicated there is potential demand for 40 market rate rental households as well as a continued strong demand for affordable senior and affordable household units over the next few years. The types of housing that could be marketable and contribute to the revitalization of Downtown Fulton are market rate rental housing for college students, young working households, higher-income empty-nesters, and entrepreneurs that might find benefit in a Downtown live/work space.

There is not much available vacant space or vacant lots for additional residential development, with the exception of some vacant upper floors in some commercial buildings. City officials and staff should watch for opportunities for residential development and identify housing developers that may be interested in existing sites or rehabilitation of upper-floors in available buildings. Rental units are an

important part of the housing cycle that will help maintain a vibrant atmosphere in Downtown. However, the City must insist on high-quality units to develop a strong, high-value rental market. The City should also encourage innovative living arrangements such as live-work uses and lofts. The Brick District Overlay is a step in the right direction toward encouraging residential units on upper floors of commercial buildings.

- **Develop added downtown amenities**

Demographic data indicated that over a five-year period, Fulton is expected to increase by approximately 200 households. Further, both Westminster College and William Woods University have experienced an upward trend in their enrollment. In addition to encouraging residential projects that can meet the housing demand identified by the MHDC analysis, the City and the Brick District Association should work to improve Downtown living conditions. Enhancements to streetscape improvements, the business mix, building conditions, and events will encourage new Downtown residents and develop demand for more housing units. Most of these amenities, such as building conditions, added retail businesses, and streetscape improvements also feed into other areas considered by this Strategic Plan to create a vibrant Downtown atmosphere.

Complete information on the City's housing market can be found in the Fulton DREAM *Residential Demand Analysis* from May 2010.



Examples of the housing conditions found in Downtown Fulton.

RETAIL MARKET

Retail development is an important and visible component of a successful downtown. The Retail Market Analysis undertaken as part of the DREAM Initiative identified challenges and opportunities of retail development, including an analysis of retail supply and demand in Fulton.

The Retail Analysis identified a total of about 477,000 square feet of first-floor commercial space in Downtown Fulton. This space included the following:

- 22,000 square feet of restaurant (none vacant)
- 79,000 square feet of retail (13,000 vacant)
- 182,000 square feet of office/serv. (26,000 vacant)
- 24,000 square feet of mixed-use (1,000 vacant)
- 73,000 square feet of Public/Inst. (none vacant)

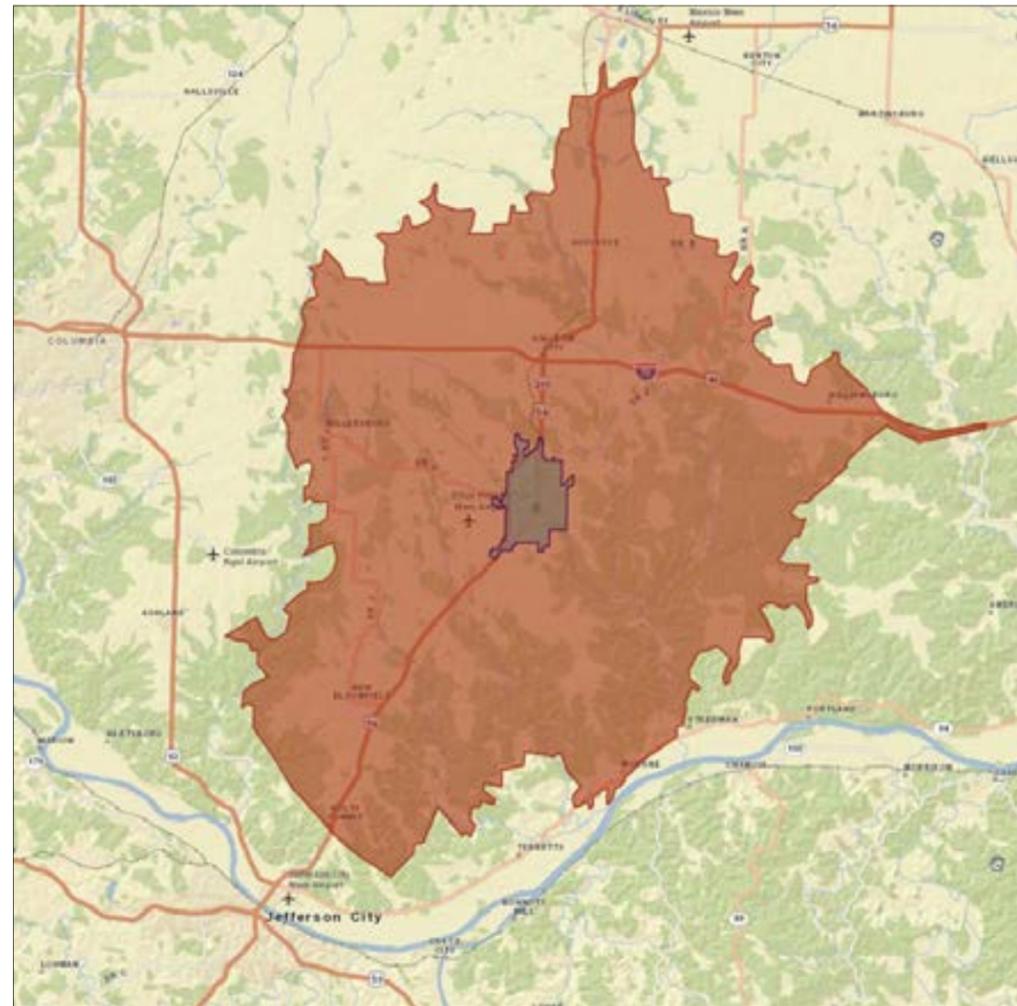
Of the total occupied square footage, there is approximately 120,000 square feet of restaurant, retail, or mixed-use space that is generating sales taxes. Including the existing vacant space and residential uses, about 70% of Downtown commercial space does not generate sales tax.

At the time of the Retail Analysis, the existing occupied retail space was generating about \$53 per square foot and the existing restaurants were generating about \$32 per square foot. Based on this data, if Downtown Fulton could fill the 42,000 square feet of first floor vacancy with sales-generating uses, it could mean an increase of \$1.3 to \$2.4 million in additional annual sales for the City.

Retail demand was analyzed by examining retail spending data for households in a primary trade area (the City limits of Fulton) and a secondary trade area (households within a modified 25-minute drive of Downtown Fulton). Comparing sales data to demand data provides a measure of the performance of the Downtown retail sector and identifies unmet retail demand. This unmet demand can be compared to specific categories of retail products. Using this methodology, unmet demand was evaluated to identify potential retail sectors of opportunity. Downtown leaders could create economic development polices to attract new stores offering these types of products, and/or to encourage existing merchants to adapt their stores to add these.

The retail analysis indicates that the amount of unmet retail demand in the secondary trade area could support an additional 1.8 million square feet of retail/restaurant space. While this number is not likely to be attained, as consumers will continue to shop and eat in Columbia and Jefferson City, it demonstrates that demand potential exists for Downtown Fulton to capture. The analysis indicates that the largest amount of unmet retail demand exists in the categories of:

- Restaurant Variety
- Grocery & Food
- Building Materials & Supplies
- General Merchandise
- Clothing, Shoes & Accessories
- Electronics & Appliances



Downtown Fulton Primary and Secondary Trade Areas.

All of the recommendations for improving Downtown Fulton’s retail sector are found in the Fulton DREAM Retail Market Analysis Report from June 2013. Primary recommendations in addition to the targeting of business expansion to sectors with gaps (in available vacant spaces) include these:

- **Improve retail operations and customer service**

Downtown Fulton has the beginnings of a healthy and diverse mix of attractions and businesses. However, it is critical that existing businesses are visitor and customer-oriented. It is important that businesses in Downtown Fulton work together to provide visitors with a positive experience. Cross-promotional efforts and knowledgeable clerks can keep visitors in town longer, with the potential to spend more money that all Downtown businesses can tap into. Retailers could also modify or expand their product offerings to address the needs of visitors, taking into account both basic and higher needs. Collaborative advertising, attractive displays, and coordinating themes will help create a positive shopping experience which visitors will seek to repeat.

The Brick District Association, working with the Chamber and Tourism Board, should strengthen ties with the owners and operators of Downtown entertainment, events, shops, and restaurants to help cultivate an atmosphere that improves the visitor’s experience. The BDA should provide customer service seminars and keep businesses informed regarding upcoming events. These seminars should maintain a Downtown focus.

- **Encourage expanded business hours**

Downtown Fulton merchants offer the visitor very little to do in the evenings and have limited hours on the weekends. By only having 9am to 5pm hours during the week, a business is catering to local and unemployed residents. Weekend hours are critical to capture tourism dollars. Downtown can develop a monthly evening shopping promotion by coordinating several stores that would be of interest to visitors. This type of promotion would be most effective during the

Christmas shopping season, but may also be an attractive activity for summer months when combined with other events. Such a promotion could lead to merchants developing an evening customer base. The BDA can also encourage merchants to provide a notepad for visitors to let the store owner know that they tried to visit them but the store was closed. Effective use of social networking tools such as Facebook and Twitter can also help inform a shop owner of missed connections with customers. These mechanisms can help demonstrate the customers on which a store owner is missing.



First floor vacancies represent opportunities for redevelopment and additional retail space

FINANCIAL MECHANISMS

The Financial Assistance Review analyzed several funding mechanisms that are available to Downtown Fulton for business development, and public or private investments. The intent of this DREAM task was to provide information on funding concepts for potential projects and programs, along with the preliminary financial data necessary to support the further exploration of these incentives. There are several financial tools available for use in Downtown Fulton and while these mechanisms are important and significant to Downtown projects, they each have limitations on how the funding can be used.

The DREAM Financial Assistance Review is focused on obtaining a stable funding source for the Downtown organization as it pursues projects and programs. Potential mechanisms include a Community Improvement District (CID), a Tax Increment Financing (TIF) district, an Local Option Economic Development Sales Tax (EDS), historic tax credits, low income housing tax credits, and contribution tax credits. While the review does not make definitive recommendations about which tools the City should establish, this Strategic Plan acknowledges that some specific funding source should be explored to support ongoing Downtown revitalization efforts. The decision on which financial tools are to be used is determined, in part, by the nature of potential projects and the willingness of local officials and decision makers to engage in public-private partnerships. Regardless of the specific financing mechanism, the general goal of DREAM recommendations is to leverage public funds to attract private investment that leads to job creation, business growth, and an attractive Downtown.

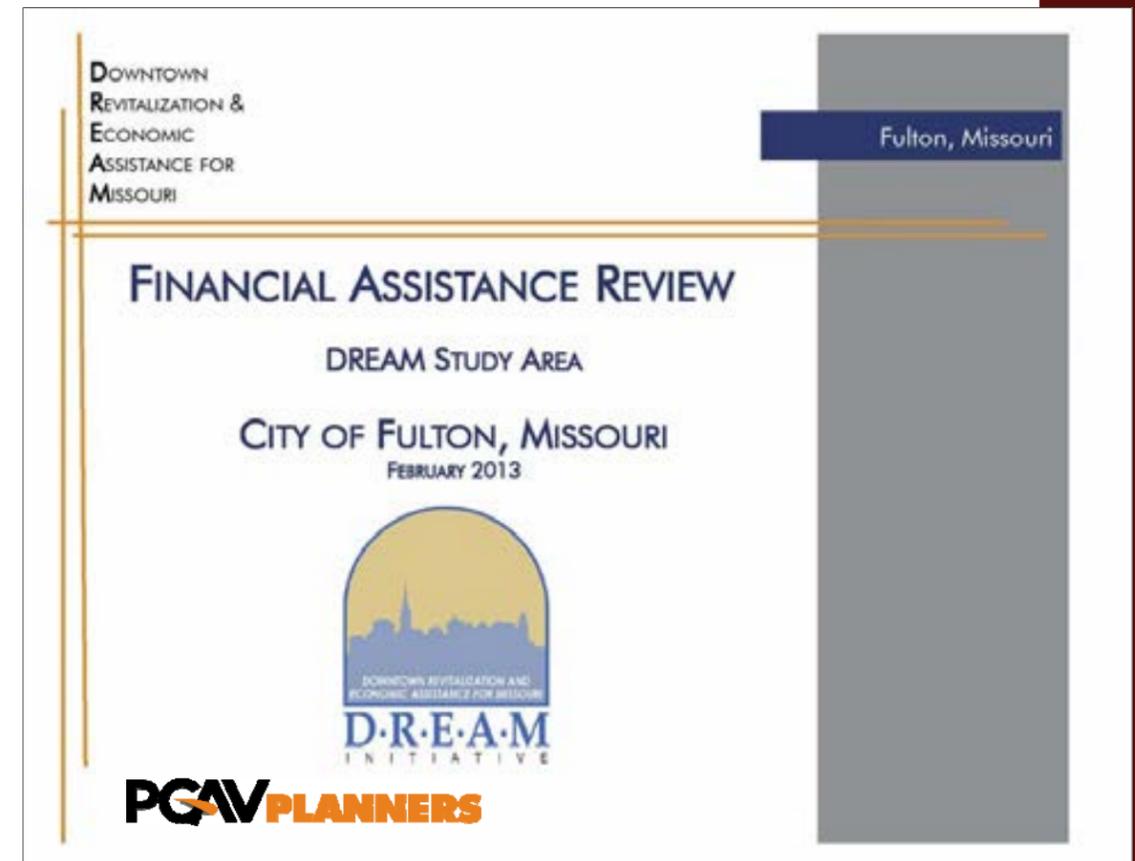
Information on a CID, EDS, and TIF, includes:

- **Community Improvement District (CID)**
With a CID, the municipality, in cooperation with property owners, can establish an additional sales tax within the District boundary, an additional property tax levy, or some combination of both. The Financial Assistance Review considered a CID for the DREAM Boundary. The funds generated by a CID may be

used in the district for a variety of public facilities or improvements, and programs and services such as, business and tourism promotions, refuse collection, and maintenance of public facilities. A CID forms a new administrative board to oversee the district and has involved establishment procedures that will require necessary public outreach by the Brick District Association and City to obtain petition signatures and convince voters. A CID also carries an annual administration cost.

Based on historical tax data for Downtown, the Financial Assistance Review estimates that a one percent CID sales tax would generate approximately \$40,000 annually. The amount of this funding is anticipated to grow as Downtown revitalization efforts increase business density and sales. The CID could also be structured to levy up to a \$1.50 property tax assessment to generate another \$80,000 annually.

- **Local Option Economic Development Sales Tax (EDS)**
An additional sales tax, up to one-half of one percent, may be imposed by cities in the State of Missouri to fund economic development initiatives. This tax requires voter approval by referendum. An EDS is relevant to downtown revitalization because the statute provides the municipality with broad discretion in the use of revenues beyond limits on administrative spending and certain other requirements. Establishing this tax can allow for allocating a portion of the revenue to assist in Downtown revitalization efforts as well as support other economic development projects. The Financial Assistance Review projects EDS sale tax revenue for Fulton based on the assumption of a one-half of one percent sales tax, and a structure of not more than 25% for Administration and at least 20% for City-wide economic



Fulton DREAM Financial Assistance Review.

development activities such as:

- Land Acquisition
- Infrastructure for industrial or business parks
- Extension of streets
- Public Facilities directly related to economic development and job creation
- Providing matching dollars for state or federal grants

The remaining 55% could be dedicated to Downtown projects in the areas of:

- Marketing
- Providing grants or loans to companies for job training, equipment acquisition, site development, and infrastructure
- Training programs to prepare workers for advanced technologies and high skill jobs
- Legal and accounting expenses directly associated with the economic development planning and preparation process

Based on historical data, the financial review estimates that Fulton could generate \$700,000 in total annual tax revenue from an EDS; with about half dedicated to Downtown economic development activities. This revenue would be expected to grow over time as Downtown strengthens. The City could also borrow against this revenue by issuing bonds to fund a large project.

Raising the City sales tax must be weighed carefully and would require voter approval. It is important that the Brick District and City communicate that the benefits of a more vibrant Downtown with greater retail variety and visitor draw are worth the cost of a higher sales tax rate.

• **Tax Increment Financing (TIF)**

A TIF District leverages future public tax revenues in a specific area that is determined to be “blighted” or a “conservation” area, and that is not expected to develop on its own. In a TIF, property tax, sales tax,

and certain other tax revenue from new improvements that occur after establishment the TIF would go into a fund to be used by the City to pay project costs. No existing annual revenues generated at the time of TIF establishment are captured for TIF purposes.

The City of Fulton could use this incentive to assist a large private development project; an especially useful tool if there are extraordinary expenses associated with developing the property such as building demolition, negotiating with multiple property owners, or environmental clean-up. Alternatively, the City could establish a TIF district that would cover a specific geographic area, such as the DREAM Boundary, to fund public infrastructure improvements, façade improvements, and other public and private projects throughout that area.

The Financial Assistance Review includes revenue projections based on the assumption that a TIF would be established for the DREAM Boundary area. In this scenario, renovation and private development would gradually increase the equalized assessed valuation and generate more property tax revenue for the TIF fund, in addition to capturing sales tax increment.

Based on historical tax data for the DREAM Boundary, a TIF district has limited ability to generate revenue until business density and sales in Downtown increase. However, the TIF revenue could eventually generate about \$50,000 to \$100,000 annually, depending on redevelopment activities.

Detailed statutory requirements and procedures regarding incentive tools available to Fulton are provided in the *DREAM Financial Assistance Review* from February 2013. Instructions for implementing a CID or TIF district, including marketing and legal requirements, may be found in the *Fulton Downtown District Marketing and Implementation Plan* from February 2013.



The benefits of any incentive district should be promoted. The sign above is found in the City of Kirksville, Missouri.

DESTINATION ASSESSMENT

Fulton has many assets in its favor, as it seeks to enhance its tourism industry. The region is rich with attractions that draw visitors from a wide geographic area that includes St. Louis and Kansas City, Missouri. The City should be able to leverage activity centers such as William Woods University and Westminster College, especially the Winston Churchill Museum and Library, to serve the region as a tourism hub. Other intrinsic features such as the historic charm of Downtown with its Victorian buildings, brick streets, and period-style lighting help to support tourism in Fulton. By becoming the launching point for regional attractions, the City will serve as a center for entertainment, dining, and shopping.

The fundamental strategy lies in improving Downtown by transforming it into a vibrant commercial district that is relevant to the City as a whole. A successful Downtown will combine shopping, dining, and entertainment to serve visitors and residents alike. Other essential elements for success include improved streetscape, wayfinding, adjustments to the retail mix or operations, added events and promotions, and a proactive attitude by local leaders and property owners.

With Downtown fairly well-prepared to receive and serve visitors, DREAM Destination Assessment recommendations focus primarily on improving the visitors experience, events, and marketing. Additionally, some recommendations that would impact Downtown as a destination, such as improvements to building conditions and wayfinding, are included in other DREAM Initiative tasks and have already been discussed in this Plan. The primary recommendations from the *Destination Assessment*, include:

- **Support and expand upon “Once You Know...” branding**
This branding statement can serve the community well and is adjustable to fit many circumstances. The City has installed a billboard along Interstate 70 using the slogan. The Brick District Association should apply an adjusted statement to banners and other materials for Downtown by stating “Once You

Know . . . the Brick District.” Downtown Fulton has much to offer and merchants should be encouraged to use some variation of the branding statement in their advertising and promotions. The BDA should also work to provide coordinated advertising and integration with regional tourism efforts. The City, Chamber, and BDA should also work with existing events to consider how they might be adjusted to support the brand.

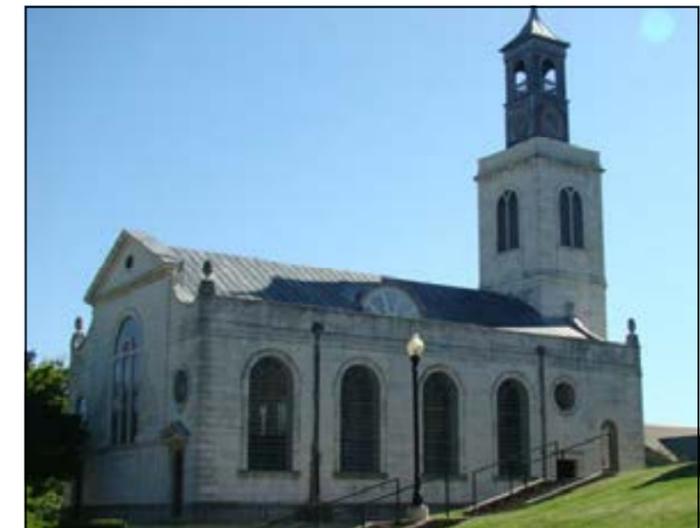
- **Capitalize on existing visitors**
Fulton enjoys a significant tourism draw from its existing attractions. The goal should be that patrons to the major city attractions such as the Winston Churchill Museum and Library, William Woods University, and Auto World, are also patronizing Downtown destinations. The Winston Churchill Museum and Library advertises along Interstate 70 and draws an estimated 30,000 visitors annually, with many overnight stays, to the City. With this many patrons, the BDA, in concert with the Chamber and Tourism Board, needs to make a special effort to connect Downtown businesses and events with these area visitors.

- **Develop feature identification signs**
Downtown Fulton will benefit from signage along Highway 54 that lists community features. This signage should consist of a “Welcome to Fulton” panel with generic feature listings below. The feature panels should consist of simple, easy-to-read text. The sign structures can be located on property near the highway, but these are not billboards. Southbound on Highway 54, the sign should be placed within one mile of the N. Bluff Street exit, and northbound the sign should be placed within one mile south of the Route H exit, and south of the Route F exit. In the case where these locations are not in the City, they will have to be secured through negotiations with the property owners.

- **Install gateway and directional signage**
It is important that Downtown Fulton define its



An example of the limited store hours observed at a store in Downtown Fulton



The Historic Church of St. Mary the Virgin, Aldermanbury and the National Churchill Museum draw a substantial number of annual visitors to Fulton.

boundaries and encourage visitors with simple, clear direction to, from, and around Downtown. A wayfinding system can accomplish these goals and address basic functional needs for visitors. Elements of this system should include gateway signs to let the visitor know they have arrived in Downtown Fulton and directional signage for key destinations and attractions. More information regarding proposed signage and gateways may be found in the *Destination Assessment* and illustrations may be found on pages 20 and 34-36 of this Plan.

- **Develop a standard Downtown event**

Downtown Events tend to be resource-intensive, however Downtown Fulton has several venues and elements that make events successful. With a picturesque setting, high traffic count, and numerous supporting businesses and restaurants, event-oriented tourism can play a significant role for Downtown. Additionally, holidays are an impulsive purchase time for travelers. With its connection to Westminster College and Highway 54, Downtown should be prepared to welcome impulse visitors on all major holidays.

The Downtown should be able to organize merchants for a sidewalk sale-type promotion and provide a venue for music relatively easily. This type of event could be prearranged or “canned” to minimize the effort needed, while at the same time ensuring that visitors to Downtown have activities to attend. Such events can also be used during other large events elsewhere in the community.

- **Improve retail operations and customer service**

Downtown retailers and attractions often have limited hours and do not effectively cater to tourists, most of whom arrive Downtown Fulton on weekends or evenings or for special events. The BDA should continue working with retailers and restaurants to implement the recommendations of the *Retail Market Analysis*, detailed on page 23, to improve the visitor experience Downtown.

- **Expand and further develop park amenities**

Recreational opportunities are an integral part of the typical visitor’s expectations as they seek to do more than the typical shopping, restaurants, and museums. In addition, park amenities such as playgrounds, ball fields, and trails provide a destination for residents. In Fulton, Memorial Park forms a large portion of the southern boundary of Downtown. The park offers a lighted ball field with parking, restrooms, and a playground, as well as a trail system which connects Downtown to other parts of the community. Access to the park is available on 2nd Street which forms the southern boundary of the DREAM Study Area. Therefore, residents and visitors to Fulton have the opportunity to add leisure to their Downtown experience.

Further developing the park should begin with updating the amenities and adding new signage to better identify the park and its entrances. Upgrading the design can be achieved through uniformity of design features, such as lighting, signage, fencing, and building materials. In addition, there is the opportunity for fountains and other water features to further beautify the space. Expanding the park and improving the connections will provide a vital link and help make the park a major destination in addition to the shopping, restaurants, and other sites of interest within Downtown.

More recommendations may be found in the Fulton DREAM *Destination Assessment* from April 2012.



Some examples of Fulton’s recent marketing and branding campaign.

Plan
Implementation
and
Illustrations



IMPLEMENTATION

The DREAM Initiative planning process involved a series of analytical and planning activities for Fulton outlined in the previous sections of this document. This Downtown Fulton Strategic Plan brings together all of the recommendations from the various planning components with a set of key goals that will drive Downtown revitalization.

Included in this section is an implementation schedule. These elements will give community leaders a catalog of action items that will comprise the agenda for Downtown over the next several years.

Included at right is a summary of major activities that each involved organization in Downtown Fulton should seek to implement over the next five years (through 2018). These activities should serve baseline goal for organizational involvement to keep Downtown revitalization moving forward. As these activities are completed and new resources become available, new activities should be added to this list. This is a summary of the necessary first steps.

Brick District Association

2013	Continue to grow BDA and recruit additional members
2013	Form Retail and Business Committee to strengthen existing and recruit new businesses to Downtown
2013	Create Events Committee
2013	Develop standard event for Downtown
2014	Work with City on beautification and maintenance plan for Downtown
2014	Work to see remaining vacant storefronts rehabilitated and filled, including the Blattner Building.
2014	Develop customer service seminar program for Downtown merchants
2014	Assist City with implementation of gateway and wayfinding signage plans
2014	Encourage Downtown Merchants to extend hours in Summer - Holidays 2014
2014	Develop a procedure to get Downtown business brochures into area information racks
2015	Develop Downtown business-oriented promotions
2015	Retail and Business Committee to attract additional businesses, particularly "anchor" businesses
2015	Assist City in research for a Downtown District (CID/TIF)
2015	Promote the benefits of a Downtown District (CID/TIF)
2016	Hire Executive Director or work with existing civic groups to share staff.
2016	Assist in promotion of residential uses for vacant upper floors in Downtown.
2017	Assist in creation of a Downtown Community Development Corporation (CDC)
Ongoing	Identify and leverage existing funding for State/Federal grants
Ongoing	Work with City and CAC to rehabilitate Fulton Theater
Ongoing	Work with Heart of Missouri Tourism Board and BDA to increase visitors to Downtown
Ongoing	Review and continue standard event
Ongoing	Review and continue merchant extended hours

City of Fulton

2013	Finalize Certified Local Government designation for Historic Tax Credits
2013	Research outdoor seating regulations and sidewalk signage rules to ensure encouragement
2013	Develop a plan to increase commercial building inspections and follow-up
2014	Implement gateway and wayfinding signage plans
2014	Work to see remaining vacant storefronts rehabilitated and filled, including the Blattner Building.
2014	Add wayfinding directional signage to key Downtown intersections
2014	Determine future streetscape plans to connect Court Street to the colleges
2014	Determine improvements to public parking lots, particularly along Market Street
2014	Develop beautification and maintenance plan for Downtown
2015	Establish design guidelines for Downtown buildings
2015	Research establishment of a Downtown District (CID/TIF)
2015	Initiate process to form the Downtown District (CID/TIF)
2016	Implement Downtown District (CID/TIF)
2016	Develop Downtown Incentive Program to assist in façade improvements, using CID/TIF funds
2016	Assist in promotion of residential uses for vacant upper floors in Downtown.
2016	Extend streetscape improvements toward colleges
2017	Utilize Downtown District funds to implement infrastructure improvement plan
2017	Assist in creation of a Downtown Community Development Corporation (CDC)
Ongoing	Identify and leverage existing funding for State/Federal grants
Ongoing	Work with CAC to rehabilitate Fulton Theater
Ongoing	Work with Heart of Missouri Tourism Board and BDA to increase visitors to Downtown

Fulton Area Development Corporation

2013	Support BDA development
2013	Assist BDA in developing standard Downtown event
2014	Assist City with gateway and wayfinding signage plans
2014	Work to see remaining vacant storefronts rehabilitated and filled, including the Blattner Building.
Ongoing	Work with City and CAC to rehabilitate Fulton Theater

Kingdom of Callaway Chamber of Commerce

2013	Support BDA development
2013	Assist BDA in developing standard Downtown event
2014	Assist City with gateway and wayfinding signage plans
2014	Work to see remaining vacant storefronts rehabilitated and filled, including the Blattner Building.
Ongoing	Work with City and CAC to rehabilitate Fulton Theater

Fulton Historic Preservation Commission/ Kingdom of Callaway Historical Society

2013	Support BDA development
2013	Work with City and BDA to finalize Certified Local Government designation
2014	Work to see remaining vacant storefronts rehabilitated and filled, including the Blattner Building.
Ongoing	Work with City and CAC to rehabilitate Fulton Theater

Callaway Arts Council

2013	Support BDA development
2014	Apply for Missouri Arts Council funding
Ongoing	Work with City and BDA to rehabilitate Fulton Theater

Heart of Missouri Tourism Board

2013	Support BDA development
Ongoing	Work with City and BDA to increase visitors to Downtown

BLATTNER BUILDING

As discussed earlier, the Blattner Building is a critical component for Downtown. The building contains an estimated 13,400 square feet, not including the unfinished, but relatively usable basement. There are two full floors, with a mezzanine floor in between. While there are several potential uses for this building, the most commonly discussed has been for use as a combined office space for the Kingdom of Callaway Chamber of Commerce, Kingdom of Callaway Historical Society, Fulton Area Development Corporation, and the Heart of Missouri Tourism Board. The building space could lend itself to such an office use, Callaway County offices, an artist co-op and/or cultural center, a merchant co-op, a business incubator, or a commercial business such as an entertainment venue or microbrewery.

The building requires some work prior to occupancy, specifically an estimated \$10,000 to \$13,000 to solve and repair water damage from leaks likely associated with a poorly sealed connection between the roof and the outer walls. For occupancy of the mezzanine and upper floor, the building will require a fire suppression system and a working elevator. The cost of the elevator alone could range from \$75,000 to \$150,000, depending on the work required for the elevator shaft.

The State of Missouri offers a variety of financial assistance programs that may assist in this redevelopment effort. Certain financial assistance programs can only be paired with certain uses. In order to help the building owner and the City of Fulton evaluate their options, particularly regarding potential users of the space, a list of potential funding sources follows:

Non-profit Use – e.g. combined non-profit offices, arts center / co-op, business incubator

Potential Funding Sources:

- *Neighborhood Assistance Program Tax Credits* (70% state income tax credits to an eligible taxpayer who makes a qualified contribution to an approved Neighborhood Assistance Program (NAP) project.)
- *Tax Increment Financing* (Permits the use of a portion of new local property and sales taxes to assist funding the redevelopment of certain designated areas within your community. Areas eligible for Local TIF must be classified as a "Blighted", "Conservation" or an "Economic Development" area, or any combination thereof, as defined by Missouri Statutes. If the use is not tax generating, the TIF will need to be Downtown-wide.)
- *Community Improvement District* (Special taxing district that can levy up to 1% sales tax and/or special assessment on real property to fund qualified expenditures. In areas that are "Blighted", the revenues can be used for improvements to private property. If the use is not tax generating, the CID will need to be Downtown-wide.)
- *Tax Credit for Contribution* (The Missouri Development Finance Board (MDFB) is authorized to grant a state income tax credit equal to 50% of any moneys contributed by any taxpayer, for projects approved by MDFB. A potentially eligible use might be for making the building ADA-compliant through the installation of an elevator.)
- *MDFB Low-interest Loans* (MDFB has low-interest loans available for approved projects. A potentially eligible use might be for making the building ADA-compliant through the installation of an elevator.)
- *Community Development Corporation* (A Downtown Community Development Corporation could be established as a multi-bank corporation from which loans and equity could be provided for this project and other projects.)
- *Missouri Historic Tax Credits* (Once Fulton finalizes its certified local government status, the building would be eligible for reimbursement of 25% of eligible rehabilitation expenses through tax credits. Non-profit uses can apply, but are not typically eligible for historic tax credits. Depending on the project, Federal Historic Tax Credits (20% reimbursement) could also be used.)



The historic Blattner Building was formerly a multi-level furniture store, complete with a freight elevator.

Commercial Use – e.g. retail, microbrewery, entertainment venue

Potential Funding Sources:

- *Missouri Historic Tax Credits* (Once Fulton finalizes its certified local government status, the building would be eligible for reimbursement of 25% of eligible rehabilitation expenses through tax credits. Non-profit uses can, but are not typically eligible for historic tax credits. Depending on the project, Federal Historic Tax Credits (20% reimbursement) could also be used.)
- *Tax Increment Financing* (Permits the use of a portion of new local property and sales taxes to assist funding the redevelopment of certain designated areas within your community. Areas eligible for Local TIF must be classified as a "Blighted", "Conservation" or an "Economic Development" area, or any combination thereof, as defined by Missouri Statutes.)
- *Community Improvement District* (Special taxing district that can levy up to 1% sales tax and/or special assessment on real property to fund qualified expenditures. In areas that are "Blighted", the revenues can be used for improvements to private property.)
- *Community Development Corporation* (A Downtown Community Development Corporation could be established as a multi-bank corporation from which loans and equity could be provided for this project and other projects.)
- *Tax Abatement* (If the building is owned by a commercial user, the City could grant tax abatement through a redevelopment agreement with the would-be user. This would require setting up an entity such as a Chapter 353 Urban Redevelopment Corporation to do so.)

Public Use – e.g. County and / or City offices

Potential Funding Sources:

- *Tax Increment Financing* (Permits the use of a portion of new local property and sales taxes to assist funding the redevelopment of certain designated areas within your community. Areas eligible for Local TIF must be classified as a "Blighted", "Conservation" or an "Economic Development" area, or any combination thereof, as defined by Missouri Statutes. If the use is not tax generating, the TIF will need to be Downtown-wide.)
- *Community Improvement District* (Special taxing district that can levy up to 1% sales tax and/or special assessment on real property to fund qualified expenditures. In areas that are "Blighted", the revenues can be used for improvements to private property. If the use is not tax generating, the CID will need to be Downtown-wide.)
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- *Community Development Corporation* (A Downtown Community Development Corporation could be established as a multi-bank corporation from which loans and equity could be provided for this project and other projects.)



Interior view of the Blattner Building interior, showing previous improvements.

DREAM Initiative • Downtown Strategic Plan

City of Fulton

FULTON THEATER

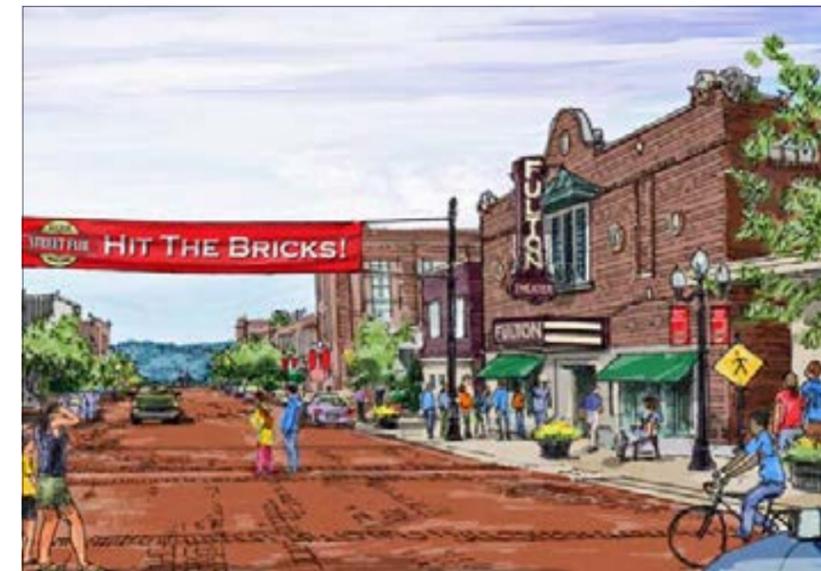
As discussed in the *Destination Assessment*, Fulton has potential to expand upon events such as the Street Fair in Downtown, or any of the significant events held at the nearby colleges. Many of these events are well-attended; however, the Downtown can take better advantage by drawing more people in on a regular basis through the re-establishment of the Fulton Theater as an event venue and true destination. While this recommendation is an individual building improvement, it will impact more than just events. Consequently, the Brick District Association and City should work to develop the area as a vibrant location for visitors and a meeting place for residents.

The Fulton Theater is currently being renovated by the Callaway Arts Council. This group is actively raising funds to continue to rehab the historic building. Built in 1927, the structure has served as a vaudeville theater, cinema, movie house, and playhouse. CAC is attempting to bring the historic theater up-to-date without losing its charm and history. With these ambitious improvements, events held at the Fulton Theater can improve the visitor drawing power of Downtown tremendously. The promotion of an arts and entertainment venue and the restoration of this important piece of Fulton history will help to serve as an anchor for the Downtown retail and restaurant uses.

Many of the funding sources described in the preceding section on the Blattner Building could also be utilized in the restoration of the historic Fulton Theater. These could include the use of a CID, TIF, EDS, contribution tax credits, historic tax credits, NAP credits, and/or a Community Development Corporation. The City, CAC, and the Brick District Association have worked together for the project and should continue to make its completion a top priority.

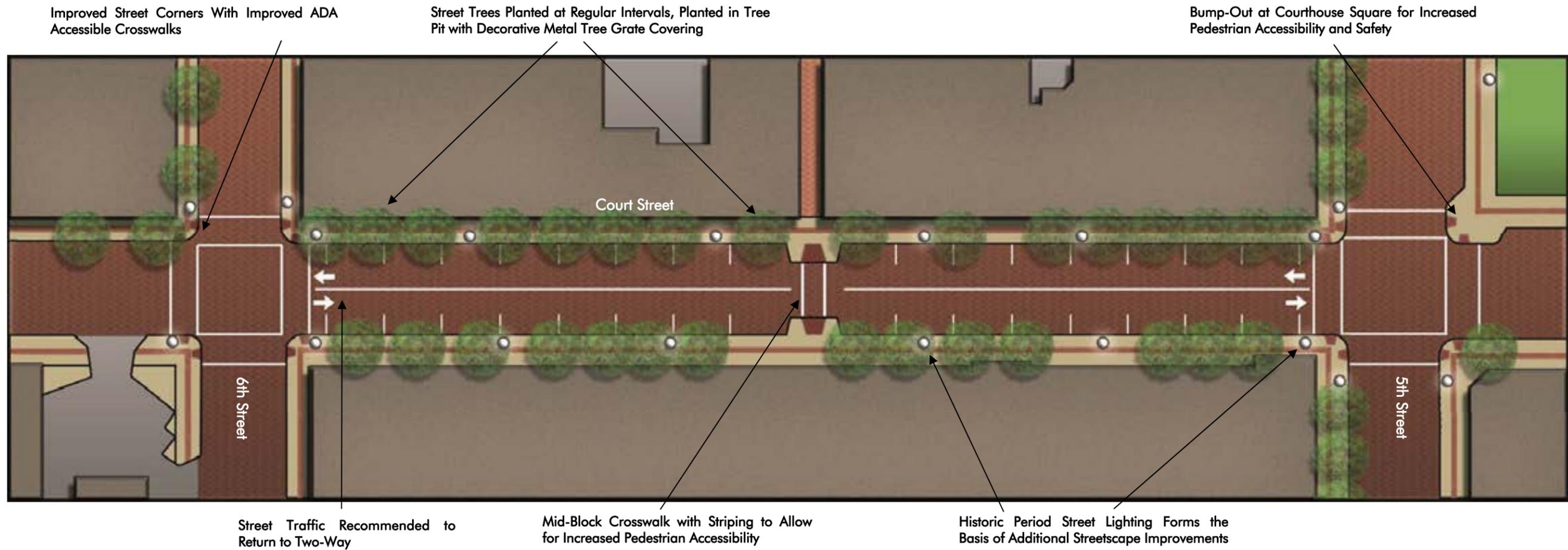


The Fulton Theater is slowly being rehabbed. Once completed and in use, this venue can provide a true destination within Downtown Fulton.



TYPICAL BLOCK STREETScape DESIGN

The block shown is Court Street between 5th (south) and 6th (north).

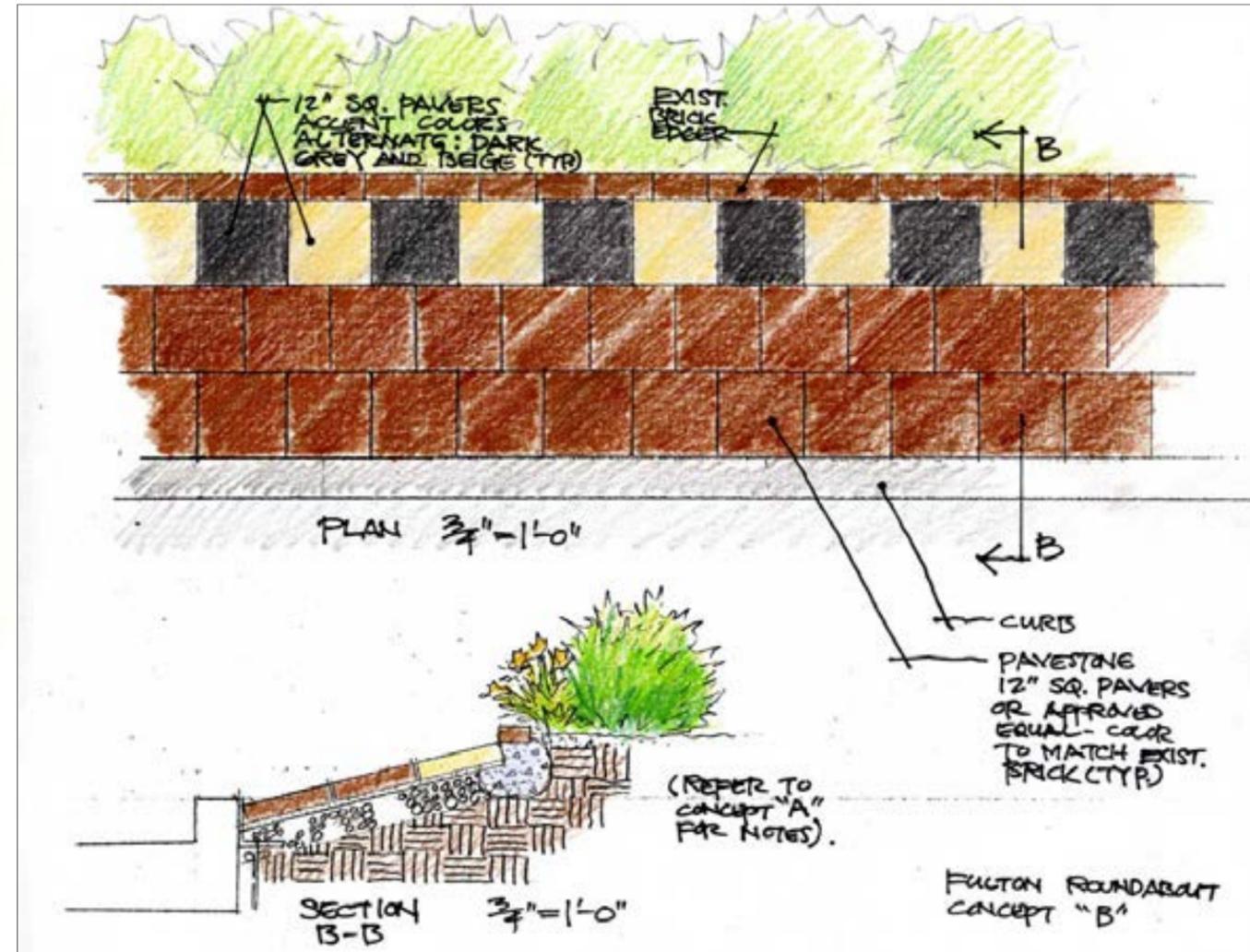
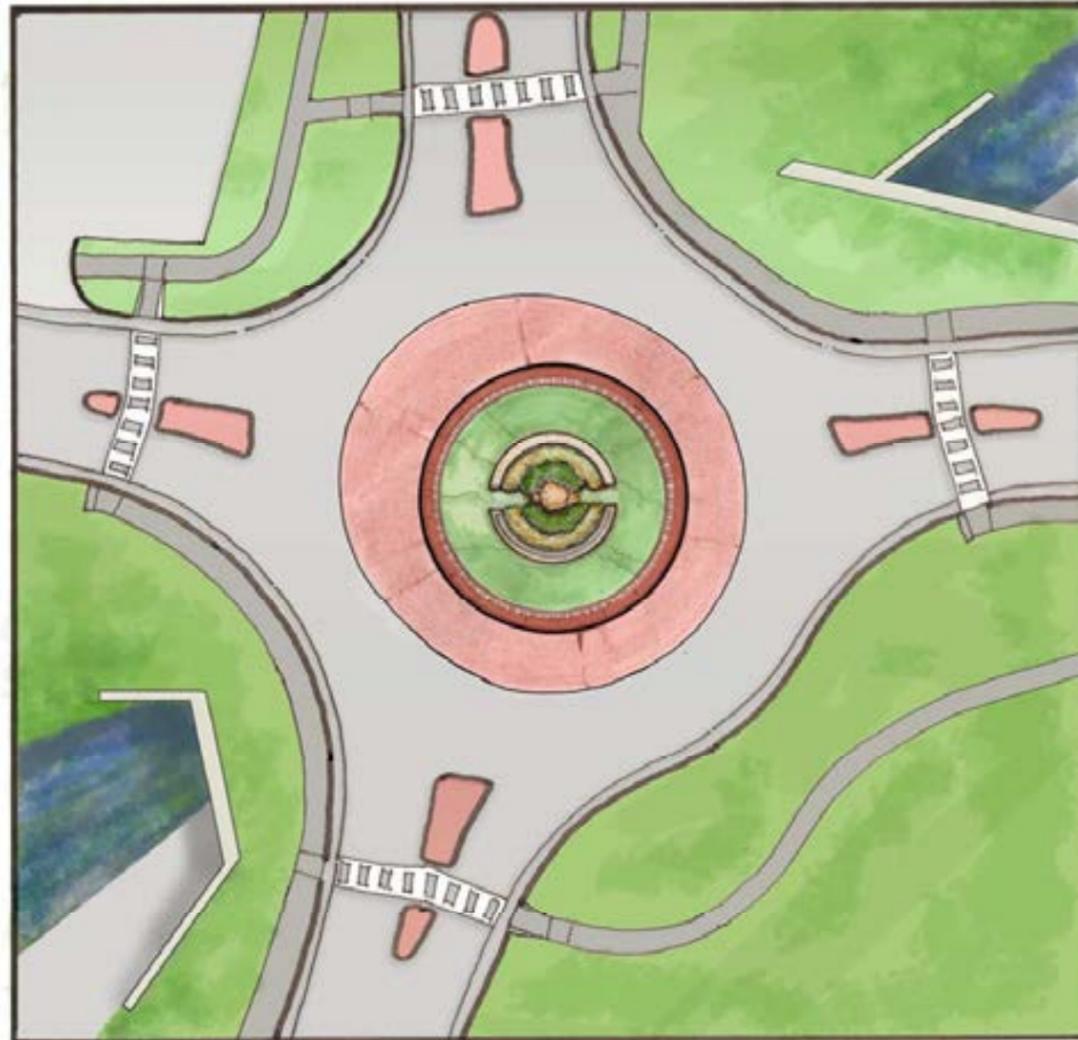


New streetscape improvement recommendations include the following:

- Improved street corners with ADA accessible crosswalks
- Mid-block crosswalk with striping to allow for increased pedestrian accessibility
- Reversion back to two-way streets to encourage better traffic flow, increase in consumers, and more potential retail interaction
- Clearly-identified crosswalk zones
- Bump-out at corner of courthouse square and mid-block to encourage slower vehicle traffic and greater pedestrian activity
- Planting of street trees at regular intervals in accordance with previously approved Tree Planting Plan

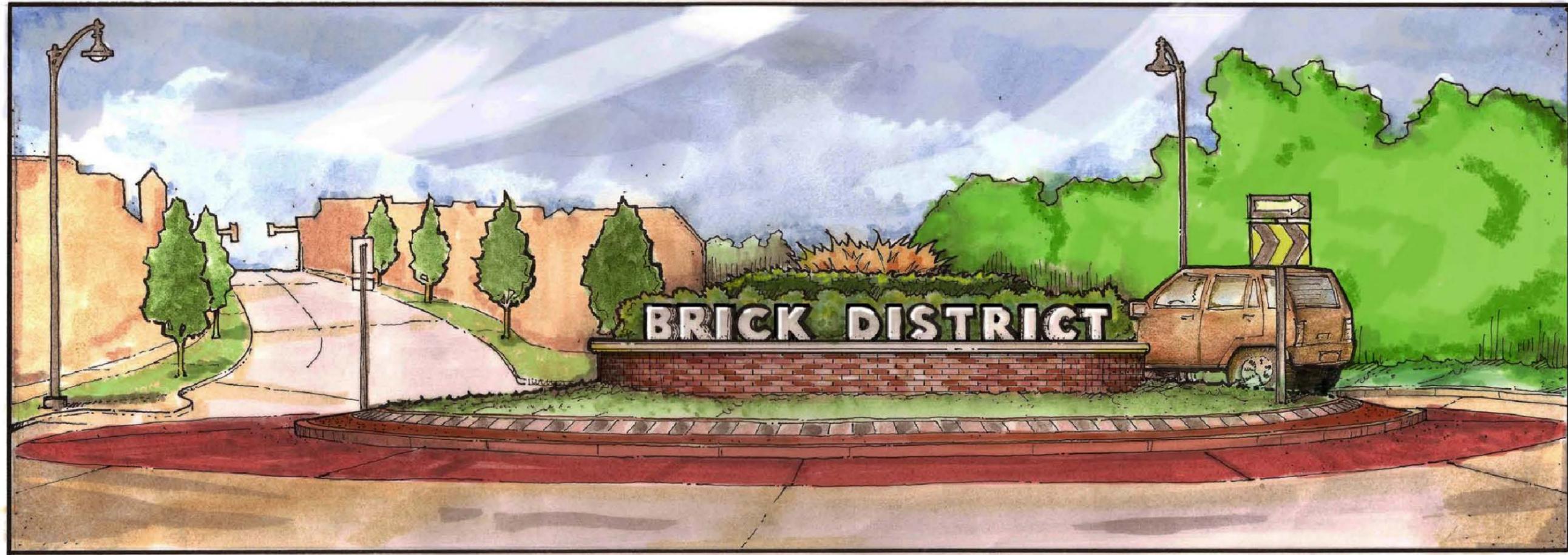
ROUNABOUT IMPROVEMENTS DESIGN

As part of the streetscape component of the DREAM initiative, PGAV PLANNERS designed visual enhancements for the roundabout island recently constructed at Market and 2nd Streets.



ROUNABOUT IMPROVEMENTS DESIGN

Below is a perspective rendering (looking north) of the roundabout island with the potential enhancements, including brick wall, signage, and landscaping, providing an entrance to Downtown from the South.



NORTH GATEWAY PLAZA CONCEPT

Below is an example of physical and visual streetscape enhancements for a space along Market Street, north of 7th Street, providing an opportunity for a small plaza and entrance gateway to Downtown from the North.



COURT STREET RENOVATIONS

Below is a perspective rendering (looking south) of the future Fulton Theatre façade restoration and streetscape enhancements along Court and 7th Streets.



Organizational Structure						
	Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources
1	Develop a Brick District Association Mission Statement and Job Descriptions for the Board Members and Officers.	The BDA is now a fully-functioning and active organization, but needs to establish these basic directional documents in order to help it continue on its intended path.	BDA	City	Now	Utilize recommendations and job description in Organizational Structure Review in consultation with BDA members with experience in this area.
2	Elect initial Board Members and Officers.	The BDA needs to formally establish organizational leadership, as there have already been functional leaders of the organization.	BDA	City	Now	Ensure that board members, particularly officers are engaged and active BDA members and represent a good cross-section of Downtown interests.
3	Develop committees and any needed policies.	Any organization's board can become weighed down by the details of events, initiatives, and fundraising, rather than focusing on the bigger picture. The BDA should establish committees for deal with on-going or temporary issues and events in a more efficient manner.	BDA	City	Now	Based on the recommendations found in the Organizational Structure Review, develop committees to lessen the burden on BDA officers.
4	Develop the Downtown Economic Development Committee of the BDA.	This recommendation is also a Retail Market recommendation. Current economic development efforts are provided for the City as a whole with no particular attention to Downtown. This BDA committee should advocate for Downtown projects and tools.	BDA	City, Chamber	2014	This committee should monitor the vacant buildings and sites in Downtown, providing information upon which the City can draw upon to court potential prospects. The Committee should also seek prospects that meet unmet retail demand. Ideal targets for this group are small business start-ups and local stores looking for a place to expand their operations.
5	Develop the Downtown Events and Marketing Committee of the BDA.	The BDA has undertaken several successful events over the past year. A Downtown Events and/or Marketing Committee will ensure that there is a continuation of leadership in these, while lessening the burden on the BDA board as a whole.	BDA	City, Chamber	2014	This committee should work in close collaboration with the City, Chamber, and Downtown businesses to maximize limited resources and leverage available expertise. The committee should focus on doing a limited number of events well. The members should develop a predesigned "event" procedure that can be used for smaller festivals and special occasions.
6	Research the establishment of a Community Improvement District	The implementation of a CID is also a financial mechanism recommendation, but is included here due to its impact on the Downtown organization. It is critical that Downtown identify and develop a sustainable funding source that the BDA can access for public projects and services. State or Federal funding sources are increasingly more difficult to obtain, so Fulton will need to establish a local source to improve and maintain its Downtown.	City	BDA	2014-2015	A CID effort will be initiated by the City, but will require thorough knowledge to successfully implement. The City and BDA should collaborate to develop the CID boundary and plan. The City Attorney will be needed to develop the petition and the needed ordinances.
7	Promote the benefits and projects that the CID will provide.	The CID effort will require outreach and promotion to the Downtown property owners and residents. All voices must be given time to speak and concerns should be addressed.	BDA	City	2015-2016	This effort should provide for a reasonable public discourse. This will require adequate time and assistance from Downtown supporters.
8	Periodically review responsibilities of the BDA, and other involved organizations, regarding the efficient delivery of services to Downtown and its businesses, residents, and visitors.	There are several organizations with an interest in Downtown or that provide an activity or event in Downtown. With a strong BDA, these groups should discuss how best to provide their services to Downtown businesses, residents, property owners, and visitors. The BDA should lead this effort to keep the focus on Downtown Fulton. As the BDA has more funds available, it should consider hiring an executive director to coordinate events, redevelopment projects, and strategic planning.	BDA	City, Chamber, Fulton Tourism, Friends of Historic Fulton, Historic Preservation Commission, Fulton Industrial Development Authority, Callaway County, etc.	Start the retreats in Summer of 2015	The BDA should coordinate a retreat that brings these groups together, discusses issues that are identified in Downtown, and seeks to apply each groups resources to the appropriate issues. Other topics should include membership policies, City response to Downtown issues, and identification of coming events. An alternative to a full-day retreat may be a series of quarterly meetings.
9	Establish a Downtown Community Development Corporation (CDC)	A CDC can be an extremely powerful organization as it essentially leverages the lending power of local institutions and other investors to fund capital projects in the community.	BDA	City, FADC, Chamber	2017	The Organizational Structure Review provides a summary of what this organization should entail. Several other Missouri DREAM communities, such as Cape Girardeau and Monett also may be used as examples / resources.

Land Use & Building Survey						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
10 Monitor building and infrastructure conditions.	The City should build upon the DREAM mapping to monitor the physical conditions of property and public infrastructure. Building and street complaints should be tracked and mapped to determine areas that require priority improvements and buildings that require a more aggressive approach by code enforcement officials.	City	BDA	Ongoing	Mapping tools of these sort can be invaluable to City Staff and allow a more efficient use of their time and the City's limited resources.	
11 Maintain Information regarding Downtown development sites and vacant buildings.	New private investors will be interested in vacancies, contact information, and planned projects. It is important for the BDA to develop this inventory, with help from the City to maintain the information for Downtown and tie it to available GIS data and websites.	BDA	City, Chamber	Ongoing	A simple listing of size, location, and contact information can be provided on websites and social media. All information must be kept current and the sites and buildings somewhat 'qualified' that they are indeed, for-sale or lease.	

Community Surveys						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
12 Work to improve the user-friendliness of Downtown.	The user-friendliness of Downtown was noted by focus group participants and telephone and visitor survey respondents. The City and BDA will need to collaborate on initiatives and projects that address this issue. Several other recommendations will overlay this effort.	City, BDA	Heart of Missouri Tourism Bureau	Now	Specific concerns include building conditions, business hours, customer service, and parking. The City should tackle the issues of public infrastructure, while the BDA needs to address the issues with businesses. Both the City and BDA should work to encourage property owners to improve properties and business owners to expand hours and improve customer service.	
13 Develop an ongoing survey tool to survey visitors	The colleges and National Churchill Museum draw a large amount of visitors to Downtown Fulton and the BDA should take advantage of this fact. The colleges and the Churchill Museum present opportunities for partnerships and the provision of volunteers.	BDA	City, Westminster College, William Woods University	2014	A regular survey instrument can also be administered by volunteers at City events and attractions, as well as at the Churchill Museum. The BDA will need to develop the survey and coordinate with the museum for implementation. A few simple, focused questions about Downtown may gather more responses than the longer survey conducted for DREAM.	
14 Reconvene / expand the DREAM Focus Groups	The groups included new residents, long-time residents, property owners, and business owners. It is critical to revitalization efforts that these interested individuals are given future opportunities to volunteer and connect with Downtown activities.	BDA	City, Chamber, Westminster College, William Woods University	2015	By planning a five-year follow-up schedule, the groups can discuss achievements since the DREAM program began and note challenges for the future. The BDA should consider adding some groups, perhaps including a college group. An outside, impartial facilitator to conduct the sessions is best so individuals will feel free to speak about any topic.	
15 Conduct online survey	Revise the 2009 DREAM telephone survey questions regarding Downtown and conduct an online survey to monitor changing attitudes of residents. This survey is for residents only and a concerted attempt must be made to ensure that the survey is representative of a diversity of groups.	BDA	City, Chamber	Annually	The BDA can follow the format previously used, but using an online survey tool such as surveymonkey. The Chamber may wish to participate if some questions are expanded to include the community as a whole. The survey can be of interest to all of Fulton's businesses as they seek to understand their largest consumer market; local residents. Specific hot topics can be addressed in the annual survey.	
16 Communicate all survey results to Downtown groups, leaders, and businesses	The BDA will need to understand the survey results and encourage appropriate actions by Downtown businesses and leaders. Any city-wide results will also be of interest to the Chamber.	BDA	City, Chamber	Annually	The BDA and the Chamber can hold joint seminars or brainstorming sessions when significant amounts of information become available. It is critical that this information find its way to businesses that can capitalize on the results.	

Building Design and Conditions						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
17	Develop a beautification and maintenance program	Using the guidelines and recommendations from the Building and Streetscape Design Guidelines report, the City, the BDA, and the Chamber should put together a plan of action to address ongoing beautification and maintenance goals.	City	BDA, Chamber	2014	The program should be easy to understand and financially obtainable. TIF and/or CID funds could be used for its implementation.
18	Strengthen the standards for the Downtown Fulton Historic District	Establish standards for the preservation and rehabilitation of existing structures located within the Downtown Historic District.	City	HPC, BDA	2015	The City should work in concert with the Brick District Association and property owners to establish minimum design standards prior to any alteration, construction, or demolition.
19	Strengthen the Historic Preservation Commission	The commission's responsibilities are to be increased to allow a applications for Fulton preservation properties and to make recommendations to the Planning and Zoning Commission and City Council.	City	HPC, BDA	2015	The City Council should work with the Historic Preservation Commission to increase their responsibilities, allowing them to take a more proactive role in the preservation of historic properties Downtown.
20	Improve parking lots and service areas.	An issue voiced by participants in the DREAM community survey work included parking availability and conditions. If the City can improve the quality of parking lots and other service areas, people using these areas can feel more secure and the walk to the businesses may seem shorter. Much of these have been improved during the DREAM Initiative, but the City and Brick District Association can continue with improvements to the remaining spaces.	City	BDA	After CID is in place	These projects are eligible for CID or TIF funding and should include landscaping within the areas to 'soften' the impact of the impervious pavement. The parking should be designed to encourage a visitor to leave their car and walk around Downtown.
21	Update the project review process within the Brick District Overlay	The process should include a higher standard regarding zoning, design, preservation, and maintenance. The process should be easy to understand for developers, property owners, and city staff.	City	HPC, BDA	2016	This process should only be implemented once the market and the property owners of Downtown justify the system.
22	Establish stronger supplemental design standards	Supplemental design standards should be evenly applied across the district after there design guidelines have been implemented by Downtown property owners.	City	HPC, BDA	2016	The standards should be specific, easy to understand, and not interpreted as superseding, nor abandoning the existing building code of the City.
23	Rehabilitate and fill remaining vacant storefronts	Utilizing the drawings on pages 18 and 19 of this Plan, the City, the BDA and property owners should work to obtain to see these remaining vacant spaces filled and other facades improved, per the recommendations.	Property Owners	BDA, City	Ongoing	The BDA should develop a list and work with each property owner on a case-by-case basis. TIF and Historic Tax Credits can be used to complete the improvements.
24	Rehabilitate and fill the Blattner Building	This building remains one of the last large vacant spaces on Historic Court Street. It is privately-owned, but its rehabilitation and use has been identified as a top priority of the City and the BDA.	Property Owner	BDA, City	Ongoing	This project is eligible for CID or TIF funding as available. Other sources include arts grants, and programs through MDFB and the Missouri State Treasurer's Office.
25	Rehabilitate and use the Historic Fulton Theater	One of the top priorities of the City, the BDA, and the Callaway Arts Council is the rehabilitation of the Fulton Theater into an events venue of some kind, preferably for the performing arts.	CAC	BDA, City	Ongoing	This project is eligible for CID or TIF funding as available. Other sources include arts grants, and programs through MDFB and the Missouri State Treasurer's Office.

Public Infrastructure						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
26	Coordinate public improvements with the overall Downtown design and historic character.	City officials and staff should develop public projects and planning efforts in concert with BDA and the Fulton Historical Preservation Commission.	City	BDA, HPC	Now	The City should seek the input of these groups during the design stages of all Downtown projects, and attempt to move beyond installation of utilitarian only facilities to develop 'great spaces' in Downtown. This coordination of all future public improvements is critical.
27	Install wayfinding system.	This streetscape element can help with parking and traffic, in addition to defining areas of Downtown. Appealing signage also advertises other attractions in Downtown. Funds can be solicited by the BDA.	City	BDA	Now through 2017	This project is eligible for CID or TIF funding, but can be implemented in phases a. It will provide a great benefit to Downtown businesses. This is also a project that has already begun with the Brick District signs and will help develop momentum for Downtown.
28	Complete gateway improvements to the roundabout and sky-go lot	The roundabout on the south end of Downtown and the sky-go lot at Market Street, north of 7th Street were both identified as opportunities for gateway features. The latter could include a small plaza space. The concepts are found on pages 34 through 36.	City	BDA, FADC, Chamber	2014	Both of these projects have momentum in the community and funding options have been discussed. Utilizing donated materials, labor and support of the business community are likely critical to their early completion.
29	Improve Downtown streetscape, including street furniture and improve connection to both colleges	The brick streets, sidewalks, and street furniture are appropriate, but in need of investment. One major component that was frequently identified as lacking is a good sidewalk connection to Westminster College.	City	BDA, Colleges	2015	This would be an ideal use of TIF and/or CID funding. It would also be eligible for various State programs through MDFB and the Missouri Treasurer's Office.
30	Promote the benefits and procedures of historic rehabilitation and property maintenance.	The BDA should develop programs to introduce Downtown property owners to contractors knowledgeable about historic commercial buildings and to encourage proper building maintenance.	BDA	Chamber	2015	BDA should provide seminars for property owners. The Chamber could be included to improve attendance, but the topics should be of importance primarily to Downtown.

Residential Market						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
31 Encourage new, high-quality rental units	The quantitative residential demand analysis indicated there is demand potential for 40 market rate rental units, as well as continued demand for affordable senior and family apartments. The types of housing that could be marketable include housing for college students, young working households, higher-income empty nesters, and entrepreneurs that might desire a live/work space. The BDA can assist with gathering information and providing marketing assistance for these potential investors.	City	BDA, Property Owners	Ongoing	City officials and staff should watch for opportunities for residential development and identify housing developers that may be interested in existing sites or rehabilitation of upper-floors in available buildings. The Brick District Overlay will assist in this implementation.	
32 Encourage residential development on upper floors of commercial buildings.	Filling the remaining vacant upper floors with residents are important to Downtown businesses and the City should encourage and seek this type of development.	City	BDA, Property Owners	Ongoing	The City should attempt to attract developers interested in housing and commercial property. More residents mean a larger market upon which businesses can draw as well as more eyes on the street, making Downtown a safer place to live.	
33 Develop added amenities such as pedestrian walkways and plazas and mitigate issues such as parking, to increase demand for Downtown living options.	The City and the BDA should include in its capital projects considerations public projects that increase the residential desirability of Downtown and build future housing demand.	City	BDA	During the City's annual budget process	These projects can be funded by the CID, TIF, or other grant options and should address parking, safety, and activities for the permanent residents.	
Retail Market						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
34 Attract businesses that provide products and services that can meet future unmet retail demand. By adding these retail businesses, the business mix will adjust and lessen the impact of the non-retail located in Downtown.	Specific retail categories, as identified in the DREAM Retail Market Analysis task, have demonstrated the potential to generate retail demand for the Downtown Fulton trade area. Businesses that open or expand their product lines to include these categories make good targets for attraction to available Downtown buildings. The City and BDA should refine their economic development efforts for Downtown to businesses in these categories.	BDA	City, Chamber	Ongoing	The BDA can develop a retail recruitment team to search for businesses in these categories, generate the lead, and make contact with the prospect, working in concert with the Chamber and City.	
35 Market Downtown businesses as a unified shopping destination	As the ability of Downtown businesses to serve visitors improves, BDA will need to fully step into the role of the Downtown champion and develop advertising campaigns and other techniques to market Downtown just as any mall or shopping center would market itself.	BDA	City, Chamber	Ongoing	This activity will be a highly visible program that the BDA needs to activate and operate successfully. Funding can be provided from the local mechanisms such as CID, with cooperative advertising support from the merchants. This step is critical for Downtown to become known as a district and shopping destination, rather than just a grouping of stores.	
36 Improve retail operations and customer service	Downtown Fulton has the beginnings of a healthy mix of businesses and attractions; however, it is critical that these are visitor and customer-oriented. The BDA can provide customer service seminars and keep business informed regarding upcoming events.	BDA	Chamber	Ongoing	The BDA and Chamber should develop a program of seminars to deliver important information to Downtown businesses regarding issues such as customer service, expanded business hours, retail marketing, store layout, and product care and placement.	
37 Encourage expanded business hours	Downtown merchants offer the visitor little to do during the evening and weekends. In addition, many stores have limited hours during the week as well. This negatively impacts the other retailers. Downtown can develop a monthly evening promotion and expand to weekends.	BDA	Chamber	Ongoing	The BDA and Chamber should lead the way in convincing and providing promotional support to Downtown businesses to extend operating hours.	
38 Research outdoor seating regulations and sidewalk rules to ensure encouragement	There has been some confusion regarding the City's position regarding outdoor seating and sidewalk signage. The City should research this issue and pass regulations that allow for both within Downtown.	City	BDA, Chamber	2014	The City should look to other Missouri DREAM communities for example regulations and best practices.	
Financial Assistance / Funding						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
39 Develop a long-term incentive plan.	The City and BDA should coordinate efforts to implement the incentive programs necessary for Downtown revitalization efforts. The initial focus should be on funding for visible public infrastructure, with private funding provided at a later date.	City	BDA	Now	The City will need to initiate the incentives, with BDA providing public outreach. BDA should begin to immediately develop volunteers with funding mechanism knowledge. The City and BDA should use the Downtown District Marketing and Implementation Plan from February 2013 as a guide.	
40 Establish a Downtown Community Improvement District (CID) that includes Downtown	As noted in the Organizational Structure recommendations, a CID will provide the BDA with sustainable funding for improvements and programming. The BDA, working in concert with the City, will initiate this incentive and the City will need to pass the appropriate ordinances. The BDA will be instrumental in providing the needed public outreach. The revenues generated can also be used for public improvements, property acquisition, etc.	City / BDA	Chamber	Research 2013, Initiate 2014, Implement 2015	A CID can capture funding from property and sales taxes for a variety of services and projects. A one percent CID sales tax could generate \$40,000 in annual funding for Downtown projects and an additional \$1.50 in property tax assessment could provide another \$80,000 annually. Proper outreach to communicate the benefits of the CID plan to local residents, property owners, and merchants is critical.	
41 Establish a Downtown Tax Increment Financing (TIF) District	The City should examine the possibility of creating a TIF District in Downtown as a means of supporting/promoting redevelopment efforts. Revenues generated could be used for variety of purposes including public infrastructure improvements, acquisition of property, etc.	City	BDA	Research 2013, Initiate 2014, Implement 2015	If required, a TIF can be implemented to eventually provide between \$50,000 and \$100,000 annually in funding for Downtown improvements. Again, the BDA should be tapped to show the benefits of the redevelopment plan. The TIF can be used in addition, or instead of a CID, depending on the nature of projects being considered.	
42 Develop a Downtown Incentive Program to assist with façade improvements and address common issues among Downtown commercial buildings	The BDA will need to fill an advocacy role in relations with the City to identify these common issues and encourage the pursuit and development of new mechanisms, such as a Downtown façade loan program, to address these concerns.	BDA	City	2016	City-led initiatives such as façade programs can provide a small amount of public funding focused on important issues that can be slowly improved. Concerns like inappropriate façade coverings, tuck-pointing, electrical wiring, and roofing are examples that the City can slowly help Downtown property owners address.	
43 Establish a Local Option Economic Development Sales Tax (EDS) in the City	The City can establish an EDS of up to one-half of one percent to assist in Economic Development city-wide and dedicate a portion specifically to Downtown Economic Development efforts.	City	Chamber, BDA	2018	55% of an EDS dedicated to Downtown Economic Development could generate a substantial amount for Downtown revitalization. The City can conduct economic development activities in the growing areas of the community, and provide marketing, grants, and training for Downtown businesses. The BDA should assist with communicating information about the tax and specifically that there is no lack of business from an additional city-wide sales tax and that the benefits far outweigh any perceived drawbacks.	
44 Leverage local funds to obtain State and Federal funding for projects	The City and BDA should remain vigilant regarding the leveraging of local sources, such as the CID, TIF, and EDS, for State or Federal funding as well as other grant opportunities.	City	BDA	Ongoing	As State and Federal funding is declining, Downtown should rely on local funding sources, but still apply for any program into which projects and plans may fit. Plans are critical and if the City can show that the projects address a local need, grant opportunities should occur.	

Destination Assessment						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
45 Install gateway and directional signage as well as feature identification signs	As noted in the recommendations for public infrastructure, this streetscape element can help with parking and traffic, in addition to defining areas of Downtown. Appealing signage also advertises other attractions in Downtown. It is vital that visitors find their way to and around Downtown.	City	BDA, Chamber	Now through 2017	This project, eligible for CID or TIF funding, should be fairly inexpensive to implement and can provide a great benefit to Downtown businesses. The City should begin with the gateway signage to give Downtown an identify and then progress to signage around the BRC parking lots. Eventually, the district seals should be installed to help identify Downtown's sub-areas.	
46 Develop a standard Downtown event	Downtown events tend to be resources-intensive. The BDA should be able to organize merchants for a sidewalk sale-type promotion and provide a venue for music easily, in order to minimize effort while ensuring that visitors to Downtown have activities to attend.	BDA	City, Chamber, Tourism Bureau	2014	Such events can also be used during other large events elsewhere in the community.	
47 Improve Downtown Aesthetics	Aesthetic improvements are critical for Downtown to welcome visitors. The overall atmosphere will change as projects such as special public projects, infrastructure, and private buildings are improved. There is a need to expand and further develop park amenities. All of this helps to welcome visitors and encourages the exploration of Downtown. The BDA should also begin a program to put displays in vacant Downtown windows.	City and BDA	Chamber	Ongoing	Many of these improvements will rely on the City, however BDA should advocate, seek funding, and help with the design process of each project. Most of these projects will also be eligible for the local funding mechanisms of CID and TIF, and some costs may be able to be paid from an EDS. Projects may also qualify for State or Federal funds.	
48 Capitalize on existing visitors	Fulton enjoys a significant tourism draw from its existing attractions. The goal should be to get these visitors to patronize Downtown destinations.	BDA	City, Chamber, Tourism Bureau	Ongoing	The Winston Churchill Museum attracts 30,000 visitors annually. With this many visitors, the City and Tourism Board should connect Downtown events and businesses with these visitors.	
49 Support and expand upon "Once you know..." branding	This branding statement has served the larger community well and is adjustable to fit the Brick District. "Once you know... the Brick District."	BDA	Tourism Bureau, Chamber	Ongoing	The City, Chamber, and BDA should work with existing businesses and through events to consider how they might be used to support the brand.	
50 Pursue the recommended retail and residential improvements.	The City and BDA share many of the recommendations to these Downtown aspects and each group should collaborate and press forward. As the City grows, and attracts additional retailers, Downtown must improve the viability of its retail and residential sectors.	City and BDA	Chamber	Ongoing	The recommendations from the residential and retail market reports will help support all DREAM efforts.	



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