



# DOWNTOWN STRATEGIC PLAN

CITY OF BROOKFIELD, MISSOURI

FEBRUARY, 2016



CITY OF BROOKFIELD



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



PLANNING CONSULTANT:



**DREAM INITIATIVE PROCESS**

- Executive Summary.....Page 1
- Introduction.....Page 5
- Public Outreach.....Page 6
- Accomplishments.....Page 8

**TASK SUMMARIES**

- Organizational Structure.....Page 9
- Land Use, Buildings & Infrastructure Survey.....Page 11
- Community Telephone Survey.....Page 17
- Public Infrastructure.....Page 18
- Building Design and Conditions.....Page 22
- Residential Market.....Page 23
- Retail Market.....Page 24
- Financial Mechanisms.....Page 26

**IMPLEMENTATION**

- Implementation.....Page 28
- Schedule of Recommendations.....Page 29

# 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 Brookfield 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 Brookfield. 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 assessments of existing conditions in Downtown. The information obtained from these assessments was used as the basis for various analyses and recommendations developed in each DREAM task as described in this plan. Several existing documents were reviewed during the DREAM process for the City of Brookfield. These documents included information on projects, City codes, ordinances, a 1980 Revitalization Study, The 2008 Drury University Study—Reconnecting Brookfield, and various documents from the Brookfield Area Growth Partnership (BAGP). 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 and attainable change for Downtown Brookfield. Participants of the DREAM process, including numerous citizens, students, 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 Brookfield 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 Plan, according to the DREAM task wherein they were developed. However, high-priority goals for Downtown Brookfield include:

### **Goal One: Expand the capabilities of the Brookfield Downtown Main Connection (BDMC)**

The existing group of merchants, property owners, residents, and other individuals that comprise the Brookfield Area Growth Partnership have accomplished many Downtown Brookfield activities through the establishment and support of the BDMC. The City has also provided guidance and support to Downtown, primarily by providing public improvements and the assistance of personnel such as the City's Economic Development Director. While this situation is effective, Downtown interests need to be encouraged to take an active role in Downtown revitalization. The BDMC should seek to expand its volunteer base and committee structure. The volunteers involved to date need to be encouraged and should seek out new members from the community. This strong involvement will help maintain Downtown services through City administration and staff changes, as well as any BAGP Board or staff changes. A good succession plan for BDMC leadership is essential to the group's long-term effectiveness. The BDMC should continually seek to develop events and programs that expand upon Downtown revitalization efforts.

The Chamber and City are required to provide services for the entire City. The BAGP, while being the umbrella group for the BDMC, also will need to provide services for the Brookfield area. Downtown needs a strong core of involved business interests to maintain a focus on BDMC activities and programs. These groups should work together to cross-promote their various memberships. As roles and responsibilities change, BDMC should always seek to expand upon and improve services provided to Downtown Brookfield. Periodically, the City, BAGP, Chamber, and BDMC should consider a retreat or a joint meeting. This session should also include a discussion about services Downtown needs that none of the City groups are providing.



The old post office in Downtown Brookfield.

As the volunteer capacity of the BDMC expands, the group should officially incorporate as a 501(c) 3 organization and try to develop its own capacity for staff and board leadership.

The BAGP should also reconsider its roles and ability to provide community development functions for the City, including for Downtown. Efficiencies could be realized if the BAGP can step into this role instead of establishing a new group. By providing resources for the real estate and business markets and encouraging connections with local lenders, development activity could be increased throughout the City.

While overall there may be other, more visible, priorities for Downtown, the potential of Downtown revitalization efforts is expanded greatly through engaged volunteers working through an active organization with a clear vision and objectives.

**Goal Two: Establish a flexible and dedicated funding source for Downtown revitalization activities**

With the BDMC and BAGP roles adjusted and volunteers energized, efforts should shift to identifying, researching, and obtaining sustainable funding for Downtown projects and other programs of the DBMC.

A Community Improvement District (CID) will effectively contribute such funding and will also allow for flexibility in funding a variety of projects. The CID should be established as a political subdivision and be supported by both a property and sales tax. Depending on the structure and the final boundary, a Downtown Brookfield CID (DBCID) could generate about \$70,000 in annual revenue for redevelopment activities. This amount would increase as Downtown business activity and property values increase. The BDMC can provide certain services to the DBCID on a contractual basis, which will help expand the roles of the BDMC and allow it to better meet Downtown's needs.

This Strategic Plan proposes public projects such as streetscape improvements and wayfinding that are CID eligible expenses. Marketing, promotions, and events are also eligible.

Alternatively, the City could pursue a Local Option Economic Development Sales Tax (EDS). An EDS is an additional sales tax, up to one-half of one percent, that may be imposed by Missouri cities to fund economic development initiatives. This tax would apply throughout the City of Brookfield, but could be structured to apply revenues to assist in Downtown revitalization efforts as well as support other economic development projects. Based on historical data, Brookfield could generate about \$49,500 dedicated to Downtown economic development activities. This revenue would be expected to grow over time as Downtown strengthens and the City could borrow against this revenue stream by issuing bonds to fund a large project. Raising the City sales tax must be weighed carefully and would require voter approval. The DBMC will need to communicate that the benefits of a more vibrant Downtown with greater retail variety and visitor draw will far outweigh any loss of business due to a higher sales tax rate.

The City should continue to meet with the BDMC and BAGP to pursue a Downtown revitalization funding mechanism. The BDMC should promote any new mechanism's benefits and ability to supply revitalization funding, while the City provides the legal and legislative guidance required. Ample time and resources will be needed to properly promote the mechanism. The BDMC will also need to make sure that all viewpoints are expressed through public input methods that will satisfy the City Council when their support is needed.



Brookfield City Hall in Downtown.

**Goal Three: Expand on public enhancement projects**

There are several public aspects of Downtown that the City of Brookfield has been working to improve. The development of Twin Parks has been a rallying point for Downtown and the City and the future concept work presented in this Strategic Plan should continue. The City has also installed some streetscape elements along Main Street.

Future public projects should focus on enhancements to Main Street. A concept of a block of Main Street is provided in the Implementation section of this Strategic Plan on Page 28. This prototypical section of Main Street includes improvements to parking, crosswalks, and landscaping, as well as the addition of bump-outs.

The City should approach the streetscape project in phases that include improvements to the underpass, the establishment of the South Main Gateway, and the installation of wayfinding signage. The City should consider the North Main Street Streetscape and the underpass improvements for early phases. While the South Main Street and wayfinding improvements are important, the underpass and North Main Street enhancements can provide a temporary Downtown gateway and identity until the City can complete the remaining work.

The streetscape and other public improvements noted in this Strategic Plan are eligible for CID funding.

**Goal Four: Improve Downtown building conditions**

The existing conditions of Downtown buildings vary greatly. It is critical that the City works to improve ordinances and codes to help improve building conditions. The City should periodically review its procedures and policies to maintain effective inspection and follow-up procedures regarding code violations. As the City improves these features, the BDMC should work with Downtown property owners to connect them to

contractors and help them understand the City's expectations. Fair enforcement of the codes for all owners will improve conditions throughout Brookfield.

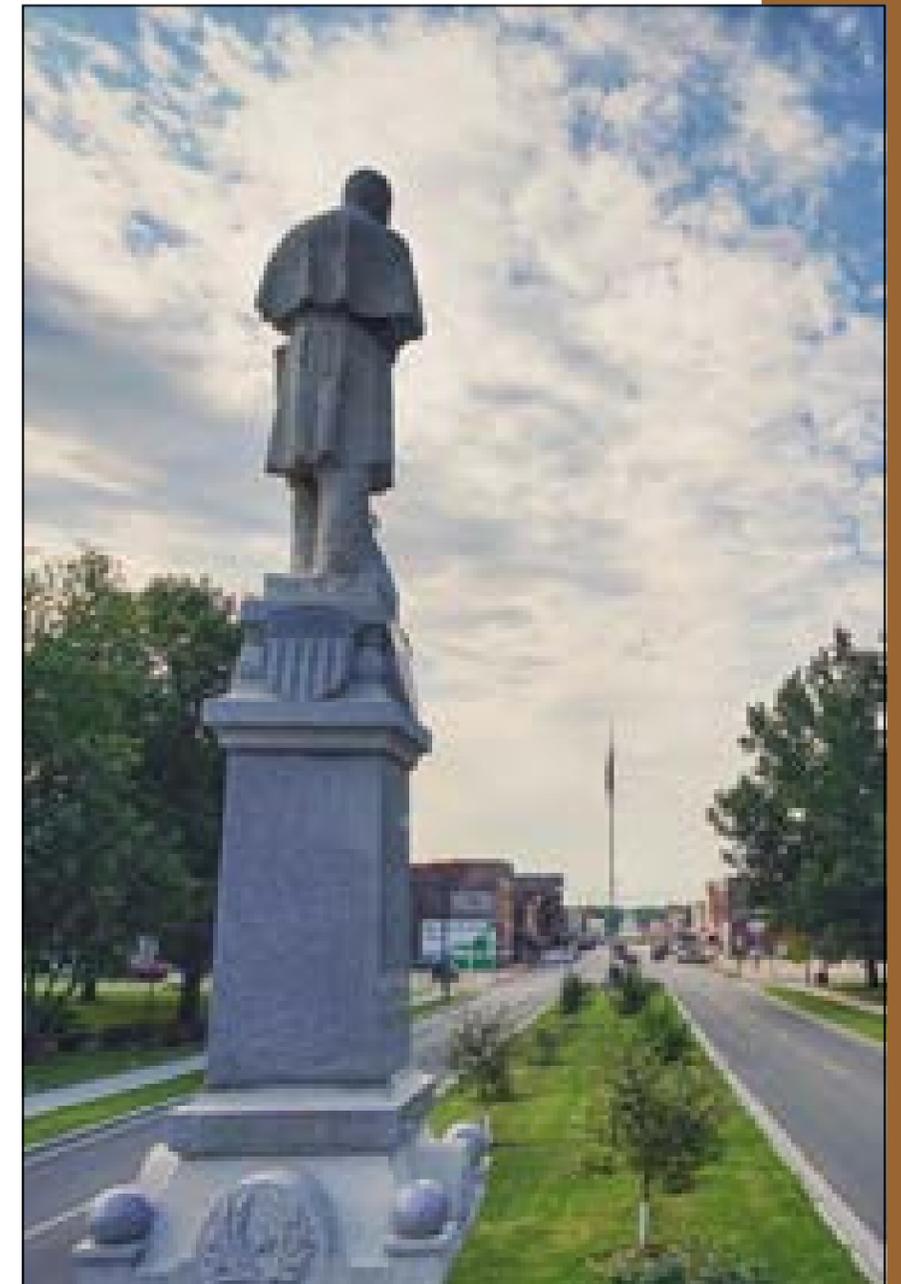
Additionally, there are several Downtown Brookfield buildings that are historic in nature and should be considered for listing on the National Register of Historic Places. The City and DBMC should consider the adoption of design standards that are supported by a local Historic Preservation Commission (HPC). These buildings should be preserved using the Secretary of the Interior's Standards for Rehabilitation and it is important that surrounding development or redevelopment does not detract from their historic character.

**Goal Five: Develop a business retention and expansion (BRE) program**

Brookfield enjoys a healthy mix of businesses, many of which are located Downtown. This business mix includes several industrial businesses clustered around the BNSF rail line. While these rail businesses may be in conflict with traditional Downtown retail uses, they are restricted fairly well to the rail corridor and provide an employee retail market for Downtown. Downtown demonstrates positive retail aspects including a good amount of vehicular traffic and a surrounding residential market.

The BDMC should provide added services for Downtown businesses through seminar programs that focus on topics such as improving customer service, store aesthetics, and product improvement and display. The BDMC should cooperate with the Chamber to broaden the scope of the seminar program to serve all City businesses. Such a program will provide a solid base for a BAGP and City-supported BRE program.

The City and BAGP should collaborate to develop a greater variety of stores in Downtown; focusing on the types of retail businesses that demonstrated unmet retail demand in the DREAM Retail Market Analysis. These businesses include stores that provide products in the



The Twin Parks Civil War Soldier Monument looking south into Downtown Brookfield.

categories of: Grocery items; Electronics & Appliances; Full-Service Restaurants; Building Materials & Supplies; and Health & Personal Care items. The City and BAGP should focus on attracting these types of businesses to ground-floor locations along Main Street. Office and service uses are businesses that should be located on upper-floors and in buildings located on side streets; preserving prime, high-visibility locations for retail uses.

The marketing and promotion of Downtown businesses as an overall retail and restaurant destination can be funded by financial mechanisms such as the proposed DBCID or EDS.

**Goal Six: Improve the visitor's experience**

Several DREAM tasks are related to the improvement of the Brookfield visitor's experience. Some improvements to elements for visitors become benefits for other users and are difficult to separate from other aspects of Downtown. The enhancements noted in this goal are focused on pedestrian friendliness and the City's connections with regional tourism partners.

As the City implements streetscape work, the DBMC should be consulted on design questions to ensure an overall theme is used that will complement existing streetscape elements. Additionally, the City should pursue the wayfinding signage concept as noted in the Public Infrastructure Section on page 21. However, the City should also schedule improvements to public parking lots and sidewalks throughout Downtown. A parking lot is the first opportunity for Downtown to encourage visitors. An important aspect of future parking lot design, should include plazas and walkways for pedestrians. The City should remember that every parking space also represents at least one pedestrian, therefore all lots should connect seamlessly to the pedestrian network. The established design themes should be woven into the parking lot improvements.

As noted in the Organizational Structure Section on Page 10 of this Plan, Brookfield's regional tourism partners include the Missouri Highway 36 Heritage Alliance. The City should work to maintain a close relationship with the Heritage Alliance and other regional groups. The BDMC should develop events that will capitalize on these relationships to raise the visibility of Downtown and draw visitors and shoppers.

**Goal Seven: Collaborate and encourage other Brookfield improvements**

The City of Brookfield has a number of projects that are not necessarily located in Downtown, but will impact Downtown. A top priority and major issue for the City is the old abandoned high school located just to the north of Downtown past Twin Parks. In Spring of 2015, Brookfield leaders met and the high school was identified for demolition. Upon redevelopment, such a project site can be tied to Downtown with sidewalks and other pedestrian amenities and is an example of a City-wide improvement which Downtown can build upon.



A BNSF caboose currently greets visitors near the underpass at Main Street in Downtown Brookfield.

**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 partners retained PGAV Planners, a professional planning and design firm headquartered in St. Louis, Missouri, to provide this planning.

These Missouri State agencies recognize that substantial improvements and investments have already been made in Downtown Brookfield. The purpose of the DREAM Initiative is to leverage local public and private improvements to sustain revitalization momentum. The goal of the DREAM Initiative is to revitalize downtown districts and put them back into productive use. The process provides planning assistance that culminates in a Downtown Strategic Plan. The initial assessment of the community serves as the foundation for developing the required tasks and analyses.

The City of Brookfield was designated as a DREAM community in 2009. The completed tasks for Brookfield included:

- Map Reference Handbook (September 2010)
- Community Telephone Survey (March 2011)
- Traffic Technical Memorandum (October 2011)
- Organizational Structure Review (April 2012)
- Financial Assistance Review (October 2012)
- Residential Demand Analysis (November 2012)
- Building & Streetscape Concepts (November 2013)
- Marketing Assistance (toolkit) (May 2014)
- Retail Market Analysis (August 2014)
- This Downtown Strategic Plan (February 2016)

This strategic plan emphasizes the leveraging of existing local sources, and the potential creation of new funding mechanisms, to obtain additional 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.



Brookfield DREAM Study Area.

## PUBLIC OUTREACH

Effective planning engages in meaningful discussion of important issues with the public. By encouraging and including public responses in the planning process, local officials can better support and initiate the necessary policy changes and projects to drive Downtown revitalization forward. The DREAM Initiative used a comprehensive approach to interact with local citizens and civic leaders. The intent of this public outreach was to uncover issues and perceptions regarding Downtown Brookfield. Public outreach meetings were also used as a venue to introduce and build support for future planning recommendations.

Interviews with Downtown stakeholders and open discussions with the public revealed a great sense of pride and ownership in Downtown projects and events. Planned projects such as the improvements to Twin Parks and the Walk of Heroes were frequently cited as examples of the activity occurring in Downtown. Brookfield provides some strong building architecture, streetscape elements, and good business and pedestrian activity, all of which can combine to create a vibrant atmosphere.

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 Brookfield through several activities and methods, including:

- **Initial Assessment Meeting**

Brookfield was designated as a DREAM community in September of 2009, and an Initial Assessment Meeting was held on December 9, 2009. The meeting included representatives from the City staff, the BAGP, the Brookfield Chamber of Commerce (Chamber), elected officials, and several businesses. PGAV Planners staff and personnel from the DREAM partner agencies also attended. The City provided a presentation and tour that helped to identify the DREAM planning tasks that would benefit Downtown.

- **Telephone Survey**

In early 2011, a telephone survey of residents asked respondents a series of questions about priorities for the improvement of Downtown. The survey tabulated three hundred (300) responses from a randomly selected, statistically representative sample of residents. Some of the results of this survey are summarized in the Community Survey Section on page 20 of this Plan.

- **Key Stakeholder Discussions**

Several informal conversations were held with representatives of the City, BAGP, BDMC, Chamber, Linn County, 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 develop or influence the revitalization strategies in each DREAM task.

- **Public Meetings**

Public presentations and meetings were held to review progress on the DREAM Initiative work in Brookfield. Official DREAM meetings were publicized in the Linn County Leader (the local newspaper) and included:

- DREAM Kickoff Meeting: April 29, 2010
- Design Concepts Meeting: April 26, 2010
- MoDOT Meeting: September 7, 2011
- Strategic Plan Meeting: November 13, 2013



Leaders of Downtown Brookfield accept a certificate of induction into the DREAM program.

- **Websites and Social Media**

The City, BAGP, and Chamber have websites or social media presences through which they have promoted aspects of the DREAM Initiative or Downtown events. Additionally, the City Council and other City committees have discussed DREAM tasks and some of 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 efforts.



Title slide from the Brookfield DREAM Initial Assessment Meeting.

**ACCOMPLISHMENTS**

When the City of Brookfield was designated a DREAM Initiative community in September of 2009, the DREAM Initiative provided immediate benefits to Downtown. Positive news articles and increased awareness of Downtown Brookfield improved the City’s ability to obtain State funding. Some recent accomplishments in the DREAM Study Area include:

- **TWIN PARKS**—The revitalization of the historic downtown Twin Parks was selected as the first project for Brookfield’s DREAM. Twin Parks serves as the staging location for most of Brookfield’s events and festivals.

*Strategic Doing Kick Off for Twin Parks*

*Civil Soldier Statue Monument Renovation*

- Received \$25,000 in local contributions
- Statute rededicated on its 100<sup>th</sup> anniversary

*Walk of Heroes & Memorial*

- Veterans engraved brick campaign and fundraiser was Phase 1 of Twin Parks Plan and included the engraved bricks lining new sidewalks, new curbing, and landscaping
- Received \$90,000 in local contributions with \$50,000 in City in kind contributions

*Piccadilly for the Park*

- Ladies annual fundraising extravaganza – In first three years generated \$55,000

*American Legion Auxiliary \$10,000 contribution*

*Missouri Development Finance Board awarded \$150,000 in tax credits to the park project*

*Tree Committee appointed by City Council and Tree Plan established*

- Received \$10,000 TRIM Grant and invested \$15,000 of in-kind work toward the park tree plan.
- In 2015, Brookfield was recognized as a Tree City U.S.A.

- The Brookfield Downtown Main Connection (BDMC) has initiated various improvements to Downtown and developed new events.

*Twin Parks Summer Festival*

- Car show
- Wine and Brew Review
- Chamber of Commerce concert

*Clean up Downtown Campaign*

- Decorative hanging flower baskets
- Vacant store window decorating
- Painting and improving building façades

*Mayor’s Christmas Tree and Downtown Holiday Event*

- Local contributions for new Christmas decorations

- The community continues to support Downtown and the Twin Parks project. During the 2015 Community Planning Event, adults and youth surveyed ranked the improvements to Downtown as the top achievement in the past 10 years.

*Brookfield High School Alumni Organization hosts annual weekend celebration in Twin Parks, garnering support and contributions from former Brookfield residents*

*Quarterback Club raises funds for Historic Downtown Burlington Field Brookfield Rotary Club brings new life to BNSF caboose*

*Brookfield Area Growth Partnership (BAGP) buys Main Street building*

- Established Business and Community Development Center using a USDA Rural Development grant of \$52,000
- New home for Brookfield Economic Development and Chamber of Commerce; a “One-Stop-Shop”
- Developed loft apartment on second story through local contributions

*City of Brookfield continues to provide demolition assistance to remove dangerous and unsightly structures in Downtown*

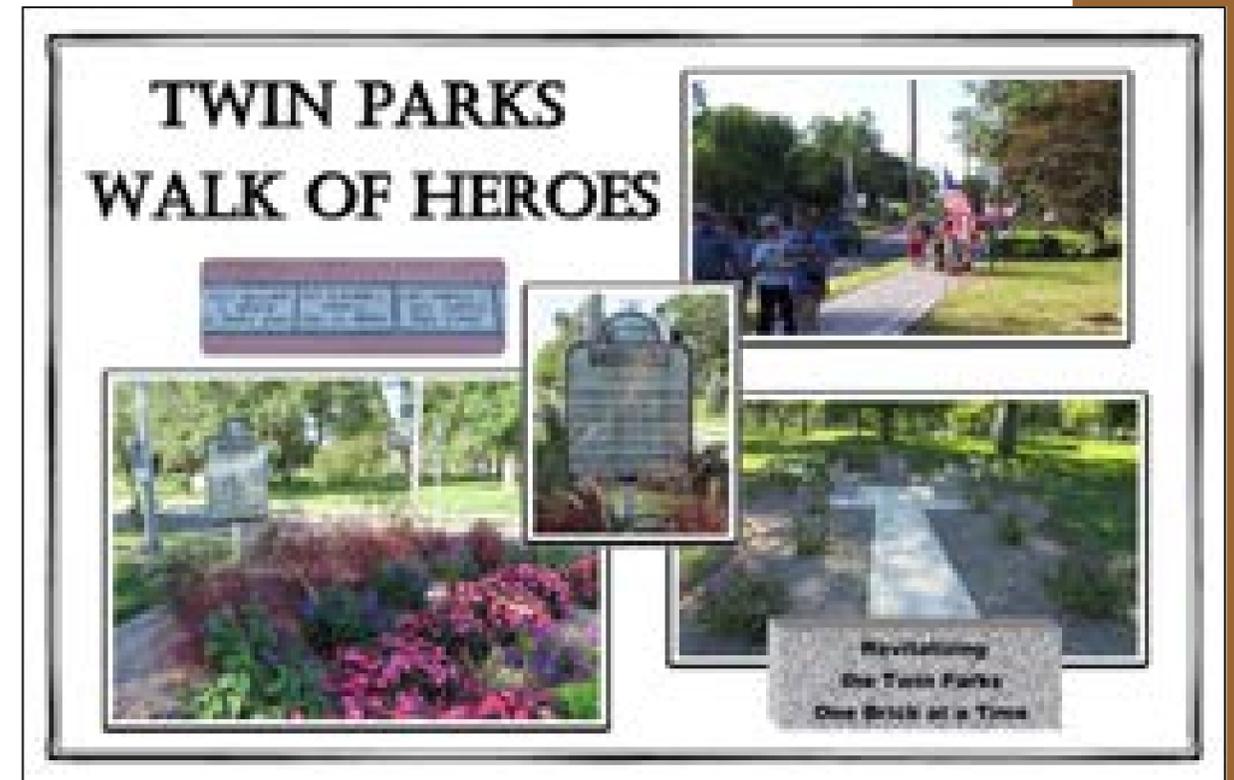
*Brookfield’s Downtown revitalization efforts featured on front page of Kansas City Star Newspaper*

*Downtown supporters also include: Lions Club, Master Gardeners Club, Brookfield School District and Youth, Leadership Brookfield, Chamber of Commerce, local churches, Downtown businesses and many more.*

- Missouri Housing and Development Commission \$200,000 HeRO grant awarded to improve 10 residential properties in Downtown.

- Developed the “Reconnecting Brookfield” award to recognize outstanding revitalization projects on an annual basis.

- The City of Brookfield was successful in obtaining the DREAM designation; a commitment of about \$214,000 from the Missouri Development Finance Board. Brookfield leveraged a 20% match over three years to obtain this funding and planning process.



Twin Parks in Downtown Brookfield is home to the Walk of Heroes.



**ORGANIZATIONAL STRUCTURE**

The DREAM Initiative included a review of the organizations with an active interest in Downtown Brookfield. The purpose of this task was to understand the roles and responsibilities of these organizations and their impact on Downtown. It became clear early in the analysis that this task would focus on the BAGP and the creation of a Downtown-focused group; the Brookfield Downtown Main Connection (BDMC). During the DREAM Process, the BDMC has been formed under the umbrella of the BAGP.

Support for Downtown revitalization has been demonstrated by the City, BAGP, and Chamber, as well as other civic clubs. However, a Community Improvement District (CID) is recommended to provide a focused financial mechanism to bolster Downtown development activities. A Downtown CID is discussed again in the Financial Mechanisms Section on Page 22 of this Plan. The major organizational structure recommendations developed are:

- **Continued enhancement of the BDMC as the lead Downtown revitalization organization**  
The BDMC is not a stand-alone 501(c)3, but is an extension of the BAGP with its own governing Board of Directors and finances. The Board is comprised of business and property owners, residents, and other interested Downtown parties.

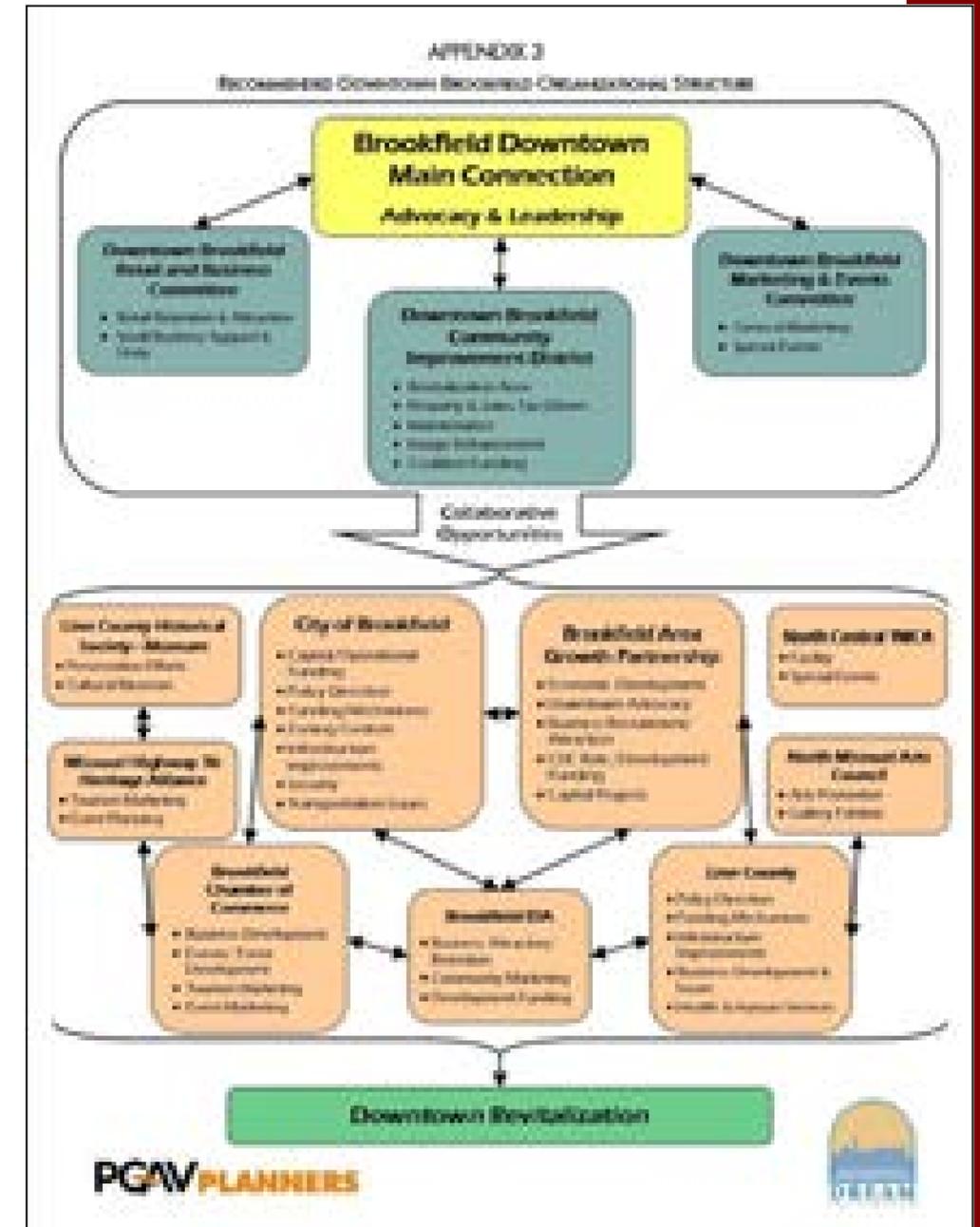
The BDMC annual work plan should include activities that will continue to build upon the collaboration of the BDMC with the BAGP, City, and Chamber. As the BDMC Board plans for the future, an emphasis should be placed on expanding the volunteer base and energizing the committee structure. At least 2 committees are recommended: an Economic Development Committee to assist existing and incoming businesses, and an Events and Marketing Committee to strengthen tourism partnerships. The BDMC should eventually seek to add professional staff. By developing a healthy staff and volunteer structure, the BDMC will ensure that Downtown revitalization efforts continue regardless of staff, Board, or City personnel changes.

- **Expand the role of BAGP to include community development corporation (CDC) functions**  
A focus on business and real-estate development will improve development activity in Downtown. The BAGP could begin to adjust its responsibilities to provide resources and services that align with typical CDC roles. Assistance to developers and businesses can include fulfilling information requests, developing loan and grant programs, and providing references to local financing sources and contractors. With the BAGP meeting these needs, this service can apply to the entire City, as well as Downtown Brookfield.

- **Formation of a Downtown Brookfield Community Improvement District (DBCID)**  
Sufficient resources are needed to drive the Downtown Brookfield revitalization efforts proposed in this plan. Local incentive mechanisms such as a 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.

The DBCID will provide flexible funding for Downtown services such as promotions, infrastructure, marketing, beautification, business development, rehabilitation and redevelopment of buildings, and administrative support. The effort to establish a CID will require robust public outreach to gain public support. The City and BDMC can jointly develop the redevelopment plan and budget, then the BDMC will need to circulate the petition and other information. Eventually, the City will draft the official documents and approve the CID by ordinance.

The Organizational Structure Review recommends a CID because of the organizational enhancements it can provide.



Recommended Downtown Brookfield Organizational Structure.

- **Strengthen regional partnerships to increase tourism**  
 The BDMC collaborates with the Missouri Highway 36 Heritage Alliance regarding the “Way of American Genius.” Highway 36 stretches across northern Missouri from St. Joseph (north of Kansas City) to Hannibal (north of St. Louis). The Heritage Alliance consists of about 30 communities along the highway corridor. The Way of American Genius (Way) is a program that highlights the natural, cultural, and historic resources along Highway 36 that include individuals, innovations, and attractions such as:
  - ◇ Pikes Peak Stables—Launching point for the Pony Express
  - ◇ Chillicothe—The home of sliced bread
  - ◇ J.C. Penney
  - ◇ General John J. Pershing
  - ◇ Dr. Howard Rusk
  - ◇ Walt Disney
  - ◇ Dr. Andrew T. Still
  - ◇ Mark Twain

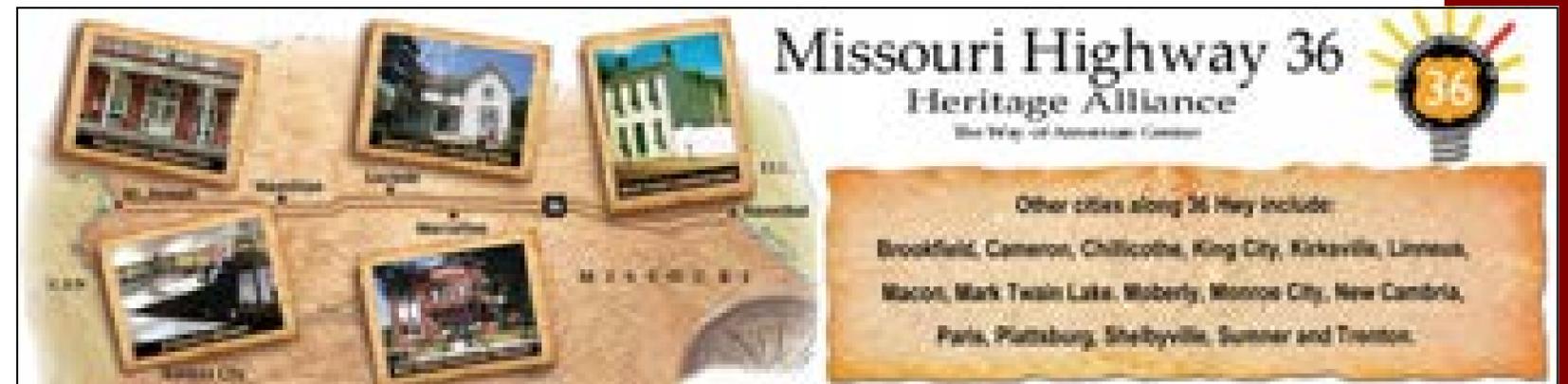
Brookfield has leveraged its proximity to General John J. Pershing’s Boyhood Home State Historic Site in Laclede, Missouri, Pershing State Park, and the Walt Disney Hometown Museum in Marceline, Missouri. While not located in Brookfield, these attractions bring numerous visitors through the region that are following the various thematic trails established by the Highway 36 Heritage Alliance as found on [www.americangeniushighway.com](http://www.americangeniushighway.com).

The BAGP should continue to increase its involvement with the Heritage Alliance. Brookfield can provide services to visitors of the Way that smaller communities in the region cannot. Brookfield businesses that provide lodging, boutique shopping, and restaurants should provide a high level of support and involvement in the brochures and events developed to promote the Way.

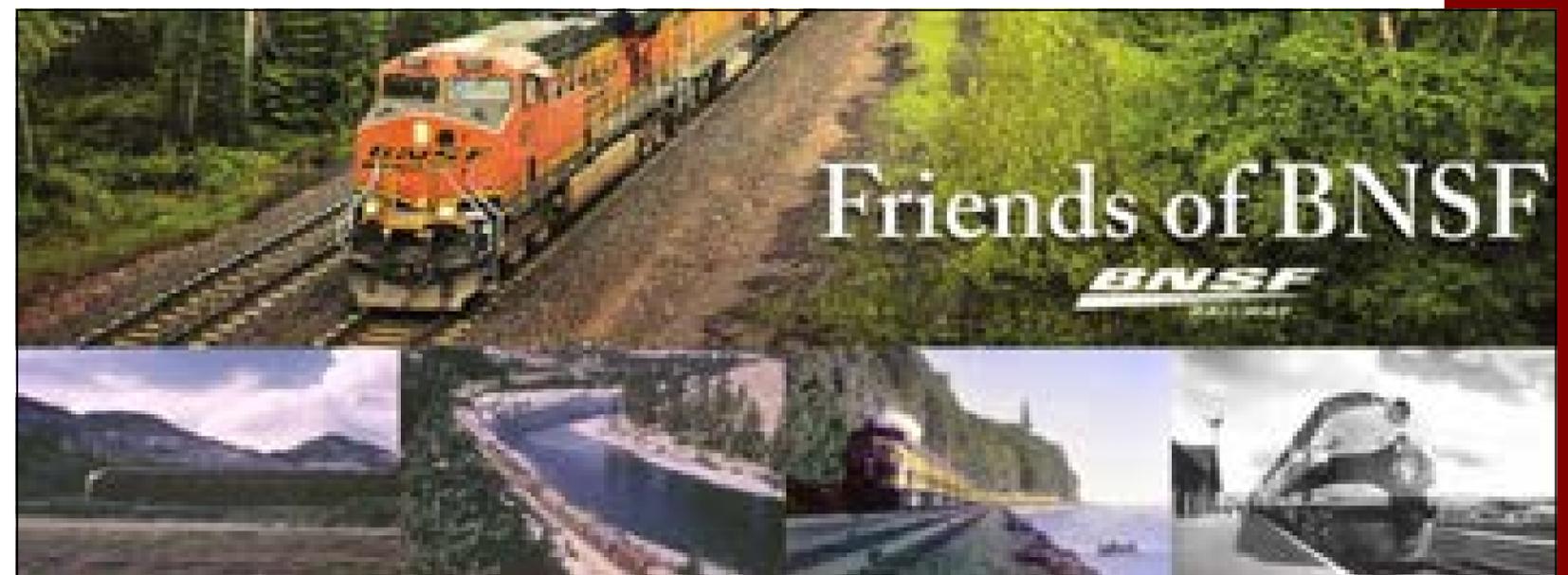
Brookfield should also pursue a stronger connection to the BNSF Railway. BNSF provides a “Friends of

BNSF” program and has recently developed a Heritage Community Award for which Brookfield could apply in the future. Improvements to the Main Street underpass would provide a BNSF Railway focus and can attract avid train watchers.

More detail on Brookfield organizational recommendations is found in the DREAM Organizational Structure Review from April 2012 and in the Schedule of Recommendations section on page 22 of this Strategic Plan.



Brookfield collaborates with the Missouri Highway 36 Heritage Alliance.



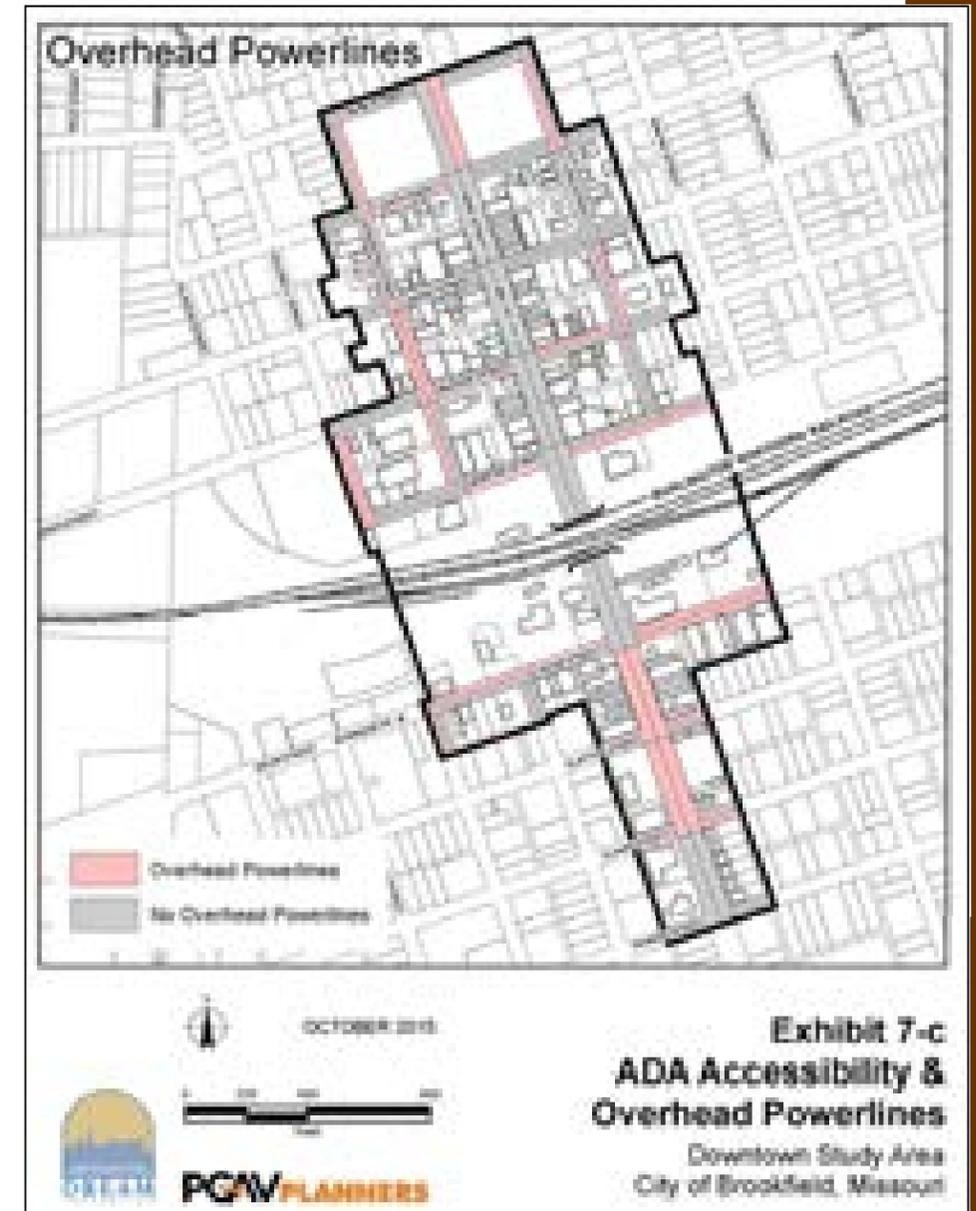
BNSF Railway is a regional partner in the Brookfield area.

**LAND USE, BUILDINGS & INFRASTRUCTURE SURVEY**

The Land Use, Buildings & Infrastructure Survey is an inventory of Downtown Brookfield’s existing land use, exterior building conditions, and the condition of public infrastructure. The survey was conducted during the Spring of 2010. Conditions are documented in the *Map Reference Handbook* of September 2010. The 18 maps produced in the report were used throughout the DREAM planning process. Sample maps are shown on this page and on pages 12 through 16. 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 Brookfield. 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 street layout of Brookfield is a typical grid pattern. However, the grid pattern has been impacted by the Burlington Northern Santa Fe (BNSF) rail line bisecting Downtown nearly equally into northern and southern sections. Generally, the street grid does not include dead-end streets typically associated with the subsequent construction of a rail line. This is evidence of the City being planned and platted as a shipping point at the same time as the rail line was constructed.
- Main Street is also State Route 11 and is not divided by the BNSF rail line due to an underpass. This situation causes Main Street / State Route 11 to be the primary north / south artery through Downtown.
- The underpass is a significant feature in Downtown and allows pedestrian traffic to safely navigate the rail line. However, the underpass is somewhat dark and foreboding.
- A significant amount of industrial uses are clustered near the rail line. Commercial and institutional uses are spread throughout Downtown. Single-family residential use is primarily found in the northern section.
- There is a fair amount of existing public and institutional property in Downtown. This is a situation that should be monitored to prevent an imbalance of non-tax generating properties.
- Twin Parks anchors the northern end of Downtown. Brookfield City Hall, The Brookfield Library, Fire Department, Post Office, and other offices are located within the DREAM Study Area.

- While there is little wayfinding signage from Highway 36 to Downtown, once on State Route 11 heading north into Brookfield, a motorist will go through Downtown. However, wayfinding signage is needed to help the motorist navigate to various attractions or back to the highway. Additionally, gateway signs could be used to let visitors know they have arrived in Downtown Brookfield.
- There are some vacant lots, primarily in the northeast section of Downtown. Additionally, there are some sparsely-built, underutilized lots. These areas represent redevelopment opportunities, but can also lend an open and vacant feeling to parts of Downtown.
- Building conditions vary, but many properties are in poor shape and need significant investment for proper rehabilitation. Off street parking conditions also tend to be poor with some dilapidated lots. Infrastructure conditions are also in need of significant investment. Many sidewalks were impassable.
- There are a few completely vacant buildings. Some of the vacancies may be difficult to adapt to a retail or restaurant use. The City should consider live/work arrangements or redevelopment for these vacancies.
- Overhead power lines are prevalent on South Main Street and the side streets. There are streetscape elements along North Main Street that include decorative lighting and street trees. The South Main Street approach to Downtown provides no enhanced streetscape elements.



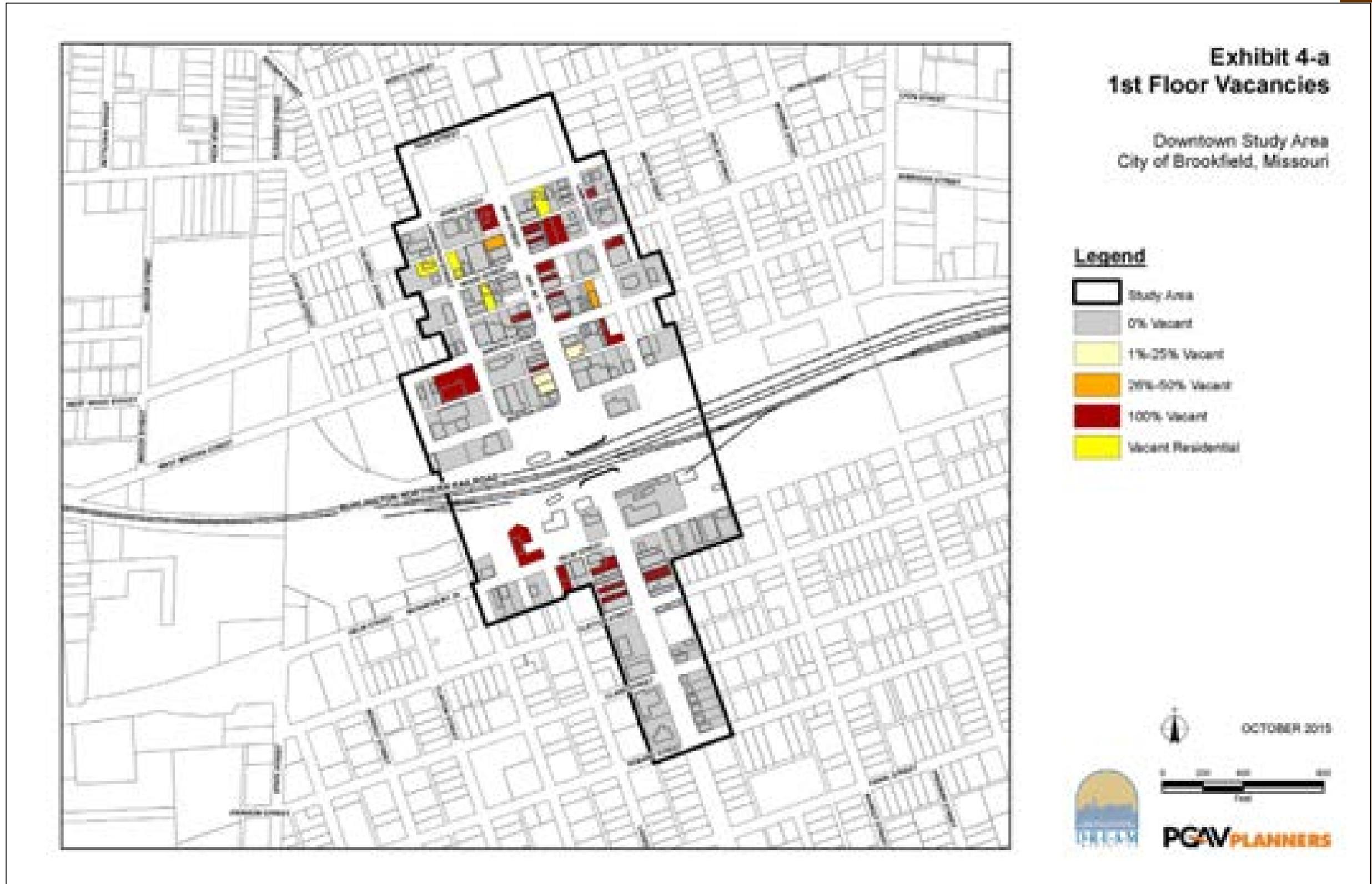
Brookfield overhead power lines.



2010 map of Downtown Brookfield existing land use.



2010 map of Downtown Brookfield building conditions.



2010 map of Downtown Brookfield 1st floor vacancies.



2010 map of Downtown Brookfield off street parking conditions.



2010 maps of Downtown Brookfield street & sidewalk conditions.

**COMMUNITY TELEPHONE SURVEY**

The Community Telephone Survey was conducted to help uncover issues regarding Downtown and learn about the desires and needs of Brookfield’s residents. The resulting information was used throughout the DREAM process.

In early 2011, a phone survey was conducted to interview a random sample of Brookfield 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:

Survey data indicate that 87% 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 very or somewhat often for:

- ◇ Government/Post Office
- ◇ Conducting Business
- ◇ Shopping
- ◇ Attending Church
- ◇ Special Events

Outdoor recreation, Dining, the Library, and entertainment were selected by less than half of the respondents.

Four characteristics of Downtown Brookfield were rated poorly by over half of the survey respondents; occupied storefronts, diverse mix of businesses, entertainment options, and dining options. Dining and entertainment options were rated poorly by over 80% of survey respondents.

Almost 88% of respondents felt it was important to retain Downtown’s historic character.

A majority of the respondents indicated family or casual dining, fine dining, clothing stores, and an attraction for teenagers as business types they prioritized for Downtown.

There was no clear majority of respondents regarding specific business types to be added to Downtown. However, family and casual dining was indicated as the most desired business by respondents.

Two elements were indicated by a majority of respondents as high priority improvements for Downtown Brookfield; building facades & awnings, and keeping streets and sidewalks cleaner. Over 57% of the residents who responded indicated they would be likely to support a sales tax to fund Downtown improvements or economic development projects.

For the complete report, please see the Brookfield Community Telephone Survey Report from March 2011.

The Chamber and BDMC should consider periodically updating the Community Telephone Survey to maintain open lines of contact with residents. Communication of all survey results should also be provided to Downtown businesses and community leaders on an ongoing basis is needed to monitor progress and the changing market attitudes toward Downtown Brookfield.

	Very high priority (5)	Total high priority (4-5)	Mid (3)	Total low priority (1-2)	Other/ Don't know
<b>Family or casual style dining</b>	<b>50.3%</b>	<b>77.0%</b>	<b>12.7%</b>	<b>9.3%</b>	<b>1.0%</b>
Fine dining	38.0%	63.3%	16.3%	20.0%	0.3%
Clothing stores	33.0%	59.0%	25.0%	16.0%	.0%
Arcade or other attraction aimed at teenagers	29.0%	53.7%	24.0%	21.7%	0.7%
Sporting goods store	21.3%	44.7%	30.7%	24.3%	0.3%
Coffee/donut shop	19.3%	46.0%	30.0%	23.7%	0.3%
Ice cream shop	16.7%	37.7%	33.7%	28.0%	0.7%
Lodging such as hotel, motel or bed and breakfast	14.7%	33.3%	30.3%	35.3%	1.0%
Arts and crafts store	12.3%	28.3%	30.3%	41.3%	.0%
Art galleries and shops	10.7%	26.7%	32.0%	41.0%	0.3%
Antique shops	8.0%	19.0%	25.0%	54.3%	1.7%
Bars/nightclubs	4.7%	11.3%	18.0%	69.3%	1.3%

Table of business priorities as ranked in order of priority by respondents found in the Brookfield Telephone Survey Report.

**PUBLIC INFRASTRUCTURE**

This section of the Strategic Plan provides recommendations regarding the streetscape, parking areas, utilities, parks, plazas, and other physical public aspects of Downtown Brookfield. The intersections, gathering spaces, streets, and sidewalks comprise the outdoor “living room” of Downtown and enhancement to these elements is critical to attract private investors. The Building Design and Conditions section of this Strategic Plan provides a recommendation to establish a Historic Preservation Commission (HPC), district, and building design guidelines. All future public infrastructure work should coordinate with the HPC and adhere to the established design guidelines. The City will send a strong message that Downtown is important and holds great potential by prioritizing Downtown public element improvements and maintenance.

The DREAM Building and Streetscape Design Guideline Report from November 2013 provided specific recommendations for Downtown Brookfield’s public infrastructure. These recommendations included:

- ◊ A prototypical block of roadway and streetscape improvements for Main Street between John Street to the North and Robard Street to the South
- ◊ Improvements to the Twin Parks area
- ◊ A Main Street underpass concept
- ◊ A South Main Gateway concept
- ◊ Wayfinding concept signage

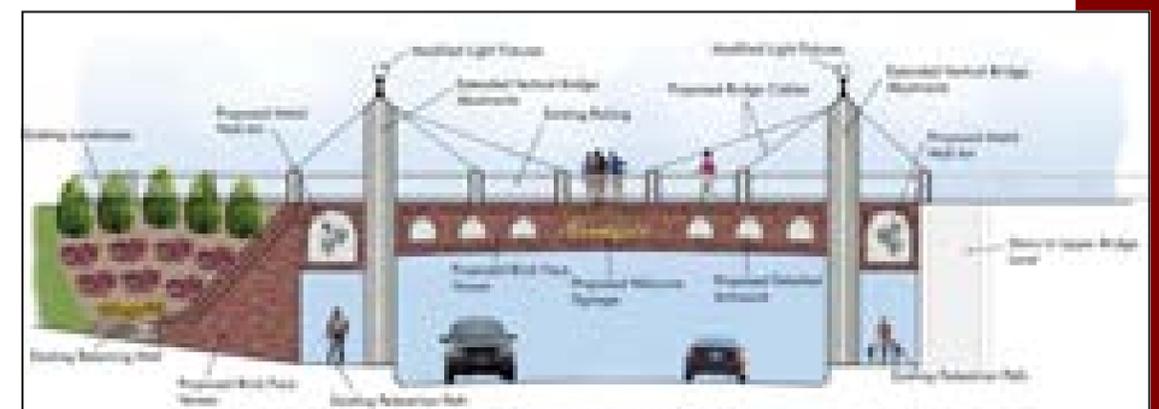
The Twin Parks project has progressed quickly due to the City and BAGP identifying and applying funding sources and leveraging those sources to obtain State development tax credits. Illustrations of the Twin Parks concept and the other projects noted are provided on this page and pages 18 to 20. These and other recommendations specific to the enhancement of the overall public environment in Downtown Brookfield, include:

- **Maintain an overall design theme**  
Existing Downtown public improvements, such as the Twin Parks project are functional and well-designed and have been very well-supported by Brookfield residents. Twin Parks has become a rallying point for

Downtown revitalization in Brookfield. Individual projects in the Parks such as the Walk of Heroes have focused community volunteerism and funding.

The City should work to expand the design elements established in Twin Parks, and conceptualized in the DREAM Streetscape task, to the remainder of Main Street. There have been some improvements along North Main Street (north of the underpass at the BNSF rail line). However, these elements can be improved and refreshed as the streetscape is expanded to the south. The City should also work to improve existing public parking lots in Downtown with the same design themes found along Main Street. As future public improvements are designed, it is critical that new landscaping, lighting, and fixtures match or complement existing elements. Bicycle racks and pedestrian gathering plazas should be standard streetscape features in Downtown Brookfield streetscape expansion plans.

- **Improve the underpass**  
A very critical point along Main Street is the underpass at the BNSF rail line; located north of Helm Street and south of Boston Street. A case could be made for this structure to be the gateway into Downtown. However, a significant amount of businesses are located south of the BNSF rail line. The underpass provides a necessary pedestrian connection, but is also a unique feature that can be improved with landscaping and other streetscape elements. The City and BAGP should work to improve the underpass as shown at right. A design that emphasizes pedestrian safety, lighting, and art can transform this feature into a unifying element for Downtown.



The Downtown Brookfield Main Street Underpass: Existing conditions are shown at top, conceptual improvements at bottom.

- Improve sidewalk conditions throughout Downtown**  
 As seen on the map on Page 15, there are some areas in Downtown without sidewalks or with sidewalks in poor or worse condition. While Main Street sidewalks are in good shape, if a pedestrian seeks to walk along a side street the conditions are more uncertain. Pedestrians like to walk in loops that begin and end at their vehicle. These loops should pass active shops and restaurants, plazas and rest areas, and other activity centers such as City Hall and the public library. The BDMC should review existing parking lots and sidewalks to encourage and work with the City to improve the walking conditions in Downtown.

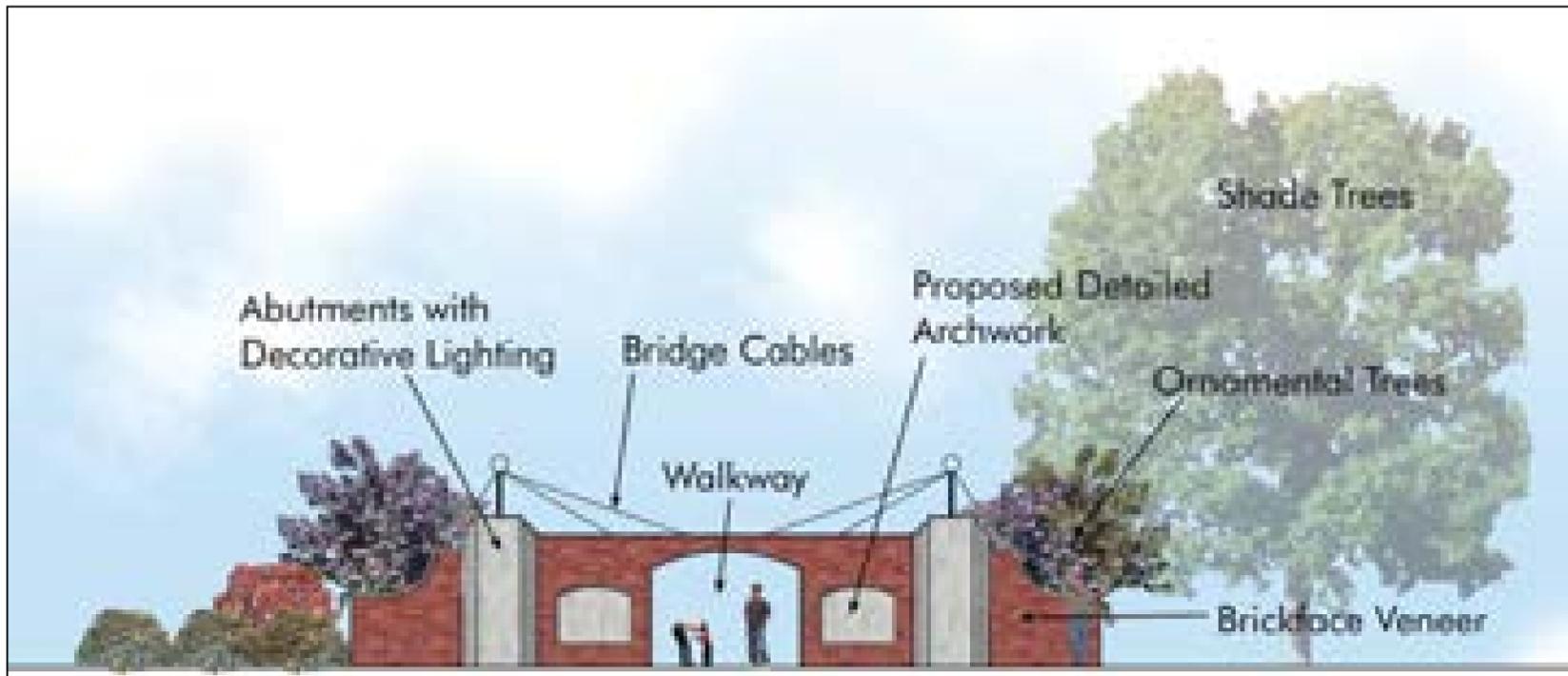
- Develop the South Main Gateway and Wayfinding Signage concepts**  
 The concepts of the South Main Gateway and Wayfinding Signage should be pursued as funding for Downtown revitalization projects is identified and obtained. Downtown is not difficult to find, but the South Main Gateway will help welcome visiting motorists and Wayfinding Signage will aid in navigation to various City attractions. The gateway and signage system will also help establish and support the Brookfield brand. As Brookfield grows, new attractions should be added to the wayfinding signs. As noted, the underpass could serve as a temporary gateway to Downtown until the South Main Gateway is constructed. The South Main Gateway concept is shown on page 20 and potential signage locations are shown on page 21.

Funding for the public infrastructure improvements noted in this section could be provided by a stable incentive mechanism, such as the proposed Downtown Brookfield Community Improvement District (DBCID) and led by the expanded development roles of the BAGP. The BAGP and the City should continue to pursue these and other funding sources for future implementation.

### Brookfield Twin Parks Concept



The improvements planned for Twin Parks in Downtown Brookfield.



Concept images of the South Main Gateway.





Downtown Brookfield Wayfinding Signage Concepts.

**BUILDING DESIGN AND CONDITIONS**

The historic character of Downtown Brookfield buildings can be a distinctive feature that helps to provide the City with an identity. DREAM planning recommendations seek to leverage and build upon this intrinsic character for future revitalization efforts and initiatives.

Historic preservation plays an important role in Downtown revitalization. Many buildings in Downtown Brookfield are historic and may qualify for listing on the National Register of Historic Places. These buildings can be enhanced and protected by the adoption of building design standards developed by the City and supported by a local historic preservation commission (HPC). Design standards should apply to the historic buildings, but also to new construction on existing non-historic structures in Downtown to help them complement the existing historic buildings. There are some examples in Downtown Brookfield where infill construction was built without concern for the existing historic nature of the area. This situation should also be considered in the development of Downtown design standards.

A majority (88%) of the respondents to the DREAM Community Telephone Survey report identified retaining Downtown Brookfield’s historic character as important. The building concept illustrations provided in the DREAM Building and Streetscape Design Guidelines report are intended to inspire Downtown leaders and private property owners to initiate activities that will address building conditions.

Several properties on the east side of South Main Street between Helm and Clayton Streets were chosen by the community to illustrate potential building improvements. These properties are shown on this page at right, with existing buildings at top and illustrations and improvement suggestions at bottom.

The City should continue to improve the process by which Downtown buildings are rehabilitated and maintained. The City should provide an extra focus on historic Downtown properties to ensure that the buildings are maintained and improved over time. A maintenance enforcement effort should focus on inspection of historic buildings to help prevent minor issues from becoming major structural repairs.



**Potential Improvements**

- Remove frame, metal, & shingled canopies.
- Remove paint from masonry façade.
- Restore/insert masonry veneer where possible.
- Restore/insert cornice where applicable.
- Restore/insert appropriate upper floor windows.
- Restore/insert storefront windows and entry where appropriate.
- Use canvas/fabric awnings where an awning is desired.
- Use compatible paint colors.
- Rehabilitation intent is to showcase individual façades while maintaining the function of one business in multiple buildings.
- Match brick/façade color of ground and upper floors.
- Use decorative front-lit sign lighting in the sign band.
- Use building lighting and signage of appropriate scale and design.
- Consider installation of other appropriate decorative features for upper façades.
- Include streetscape elements such as lighting, trees, planters, benches, and other site furnishings.

Masonry, vacant or broken windows, and unsafe awnings are areas where the BDMC and City can collaborate to encourage improved conditions. The BDMC can assist the City in these efforts by hosting informational seminars that connect property owners with reputable contractors and seek to explain the issues and the expectations of the City staff.

The recommendations regarding the HPC and design guidelines are discussed in more detail in the DREAM Building and Streetscape Design Guidelines report from November 2013.

## RESIDENTIAL MARKET

The residential market surrounding Downtown Brookfield has a strategic relationship to Downtown. It is from these residences that Downtown businesses draw customers and from which Downtown events will obtain attendees. Some visitors to Downtown may pass through these neighborhoods, but Main Street / Missouri Route 11 is primarily commercial in nature. A strong residential market will help maintain property values throughout Brookfield.

DREAM provided an opportunity for the Missouri Housing Development Commission (MHDC) to review the residential market demand of the City. Recommendations were then developed to encourage Brookfield leaders to promote projects that can meet future housing demand and improve Downtown amenities. Residential recommendations include:

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

The residential demand analysis indicated there could be potential demand for about 14 market rate rental households and 9 affordable senior households over the next few years in the City of Brookfield. This demand is not great and is identified for the entire City of Brookfield. The City should work with the BAGP to identify housing developers that may be interested in Downtown projects for existing vacant sites or for the rehabilitation of upper-floors in available buildings to help meet future residential demand. Rental units are an important part of the housing cycle that can add to 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 conversion of industrial buildings.

There are some locations where upper-floor units could be developed. Locations in the 100 block of North Main Street such as the former LaPierre Hotel and the Frances Building provide the capacity for upper-floor housing if the City can identify and work with interested developers. There are also some vacant parcels in Downtown that may be suitable for residential development.

The City should not encourage the conversion of large single-family homes into multi-family units or group homes. Some of the single-family homes surrounding Downtown are very stately and well-maintained. Allowing a conversion to multi-family units will not enhance the value of the property and typically will lead to inferior rental units.

- **Develop added downtown amenities to attract residents and increase housing demand**

In addition to encouraging residential projects that can meet the housing demand identified by the MHDC analysis, the City and BAGP (through the BDMC) should work to improve Downtown living conditions. Enhancements to police enforcement, lighting, the business mix, building conditions, events, and the streetscape will encourage new Downtown Brookfield residents, but will also appeal to existing City residents and visitors of regional attractions.

Complete information on the Brookfield housing market is found in the DREAM Residential Demand Analysis from November 2012.



Examples of housing found in Downtown Brookfield.

**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 for retail development, including an analysis of retail supply and demand in Brookfield. The DREAM Land Use, Building, and Infrastructure Survey identified a total of about 433,200 square feet of first-floor commercial space considered in the Retail Analysis from August of 2014. This space included:

- 8,000 square feet of restaurant (1,800 vacant)
- 101,300 square feet of retail (34,400 vacant)
- 119,600 square feet of office/svc. (2,000 vacant)
- 19,700 square feet of mixed-use (3,500 vacant)
- 68,200 square feet of public/institutional space

Of the total occupied commercial space, there is about 73,000 square feet of restaurant or retail space generating about \$3.3 million in sales taxes. Including the existing vacant space and residential uses, and depending on the make-up of the mixed-use space, about 75% of Downtown space does not generate sales taxes.

At the time of the Retail Analysis, the existing occupied retail space (not including auto, gasoline, groceries, or non-store retailers) was generating about \$40 in retail sales per square foot and the existing restaurants were generating about \$345 per square foot. The restaurant sales were skewed by the inclusion of a high-volume, fast-food restaurant. A more appropriate average of \$100 per restaurant square foot was used in the analysis. Based on the above averages, if Downtown Brookfield could fill the 41,700 square feet of vacancy, it could mean an increase of \$1.6 to \$4.1 million in additional annual sales to the City, depending on the business mix attracted to the vacant spaces.

Retail demand is analyzed by examining retail spending data for households in a primary trade area (the City limits of Brookfield) and a secondary trade area (households within a 25-minute drive of Downtown Brookfield, modified to exclude the area near Chillicothe due to the comparatively stronger retail pull). A map of these trade areas is shown on this page. Comparing sales data to demand data provides a measure of the performance of the Downtown retail sector

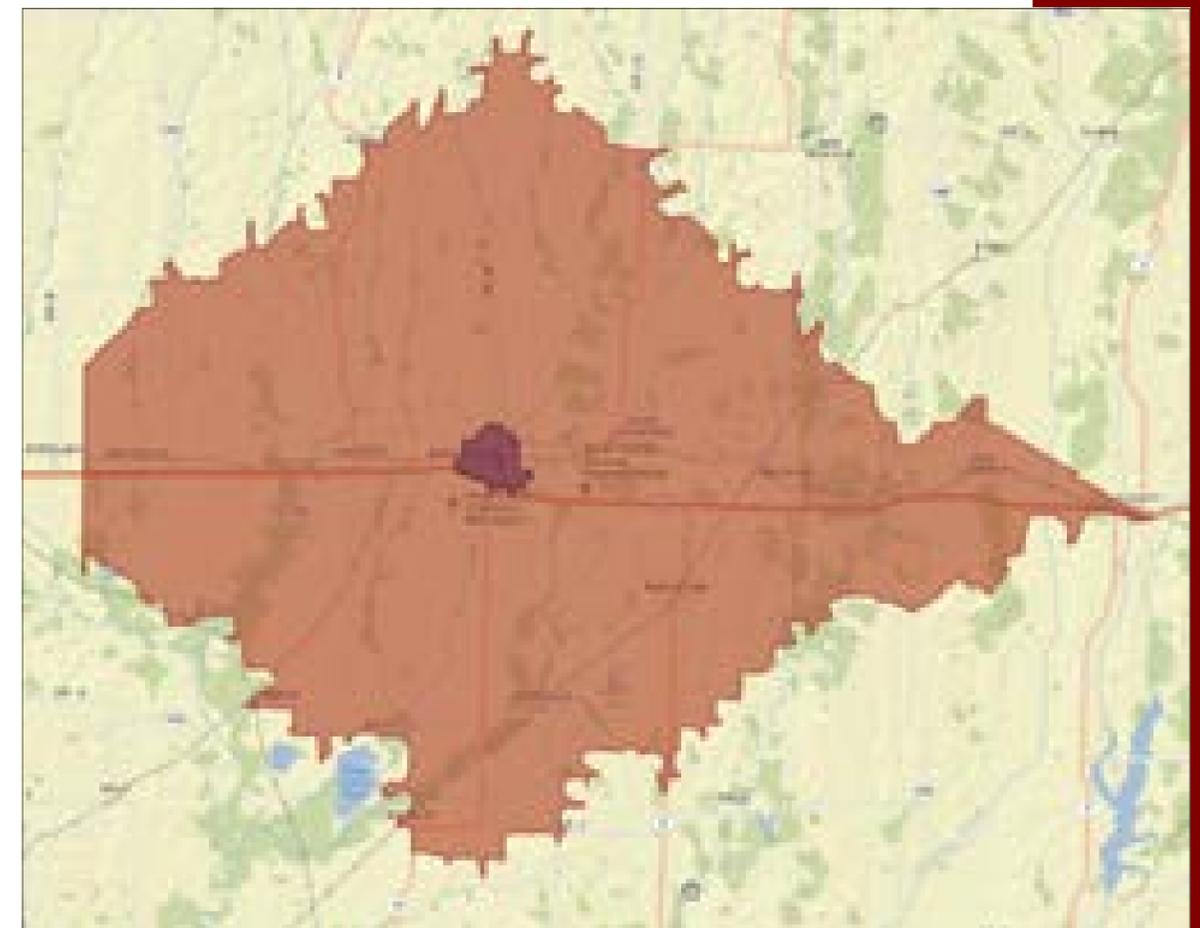
and identifies unmet retail demand in specific categories of products. Using this methodology, unmet demand was identified across several retail sectors. Downtown leaders could create economic development policies to attract new stores offering these types of products, and/or encourage existing merchants to adjust their store product lines to add these types of products.

The retail analysis indicates that the amount of unmet retail demand could support about 228,000 additional square feet of retail/restaurant space. However, this amount is significantly more than the amount of existing vacancy or that could be readily converted to retail/restaurant use. This situation serves to illustrate that retail demand potential exists for Downtown Brookfield businesses to capture. The analysis indicates that the greatest levels of unmet retail demand exists for stores providing products in the categories of:

- Grocery Stores
- Electronics & Appliance Stores
- Full-Service Restaurants
- Building Materials & Supplies Dealers
- Health & Personal Care Stores

The DREAM Retail Analysis suggests that the BDMC should be the champion for Downtown retail development. Using the unmet demand information and the Marketing Toolkit created during the DREAM Marketing Assistance task, the BDMC should play an active role with the City to attract businesses to Downtown.

As Downtown revitalization occurs and retail demand increases, the City should also work to decrease the amount of non-retail space in prime, first-floor locations. There are currently several industrial, office, and service uses located in Downtown. While these are important businesses and uses, the City should monitor this situation and attempt to adjust the business mix, if possible.



Downtown Brookfield Primary and Secondary Trade Areas.

All of the recommendations for improving Downtown Brookfield's retail sector are found in the DREAM Retail Market Analysis Report from August 2014. Primary recommendations include:

- **Strengthen Existing Businesses**

The BDMC should continue to work with the City and Chamber to develop programs that will help existing businesses to better serve their customers. Information and techniques to deal with marketing, products, presentation, displays, customer service and expanded hours of operation are important for businesses to succeed. Strategies to strengthen and improve existing Downtown businesses should be the top priority for the BDMC and City, above attraction efforts.

Some of Downtown's retailers have been in existence for many years and could benefit from networking with other operators, fresh ideas, information regarding the changing markets of Brookfield, and a support structure with which to discuss their issues and needs. The BDMC should be involved in these efforts as the lead Downtown organization.

- **Encourage Retail Entrepreneurs**

As Downtown leaders work to keep vacant locations occupied, there should also be a focus on identifying and cultivating entrepreneurs from the community. The BDMC and Chamber should consider training programs such as Operation Jumpstart ([www.operationjumpstart.com](http://www.operationjumpstart.com)) as well as meetings and events to introduce local bankers and potential investors to new start-up business people. New entrepreneurs seeking to open stores selling products in the categories demonstrating unmet retail demand noted on page 24 are desirable targets for attraction to Downtown.

- **Encourage Retail Expansion**

Variety is a key element for a vibrant Downtown that draws customers. Consumers will travel greater distances for a better variety. Downtown can broaden its retail variety by working to address the categories of unmet retail demand noted on page 24. These categories represent an opportunity to attract new businesses, but also for existing merchants to expand their sales floors or add product lines. The BDMC should provide this information and other retail suggestions to Downtown Brookfield businesses.

- **Collectively Market Downtown Businesses**

As noted on page 10, visitors to the Brookfield region for the Way of American Genius trails or the BNSF Railway can provide specific consumer markets for Downtown businesses to attract. The City's visitors tend to arrive via State Route 36. Other consumer markets for Downtown include regional employees and area residents. The BDMC should review each of these markets and develop a broad marketing campaign and an improved connection to Highway 36 that will position Downtown Brookfield as an important shopping destination. Funds generated by the DBCID could be used to develop this marketing.



An example of a Downtown Brookfield rehabilitation: The Devoy-Baker Insurance building at 101 N. Main Street in Downtown Brookfield.

**FINANCIAL MECHANISMS**

The Financial Assistance Review analyzed several funding mechanisms that are available to Downtown Brookfield 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. The intent of the DREAM Financial Assistance Review is to help Brookfield obtain a stable and flexible funding source for the BDMC as it pursues projects and programs for Downtown.

Potential mechanisms focused on a Community Improvement District (CID), a Local Option Economic Development Sales Tax (EDS), and tax increment financing (TIF). Other financial tools reviewed included a Transportation Development District (TDD), historic preservation tax credits, low income housing tax credits, Community Development Block Grant funds and Neighborhood Assistance Program funds. While the review does not make definitive recommendations about which tools the City should establish, this Strategic Plan acknowledges that some specific funding source or sources should be explored to support ongoing Downtown revitalization efforts.

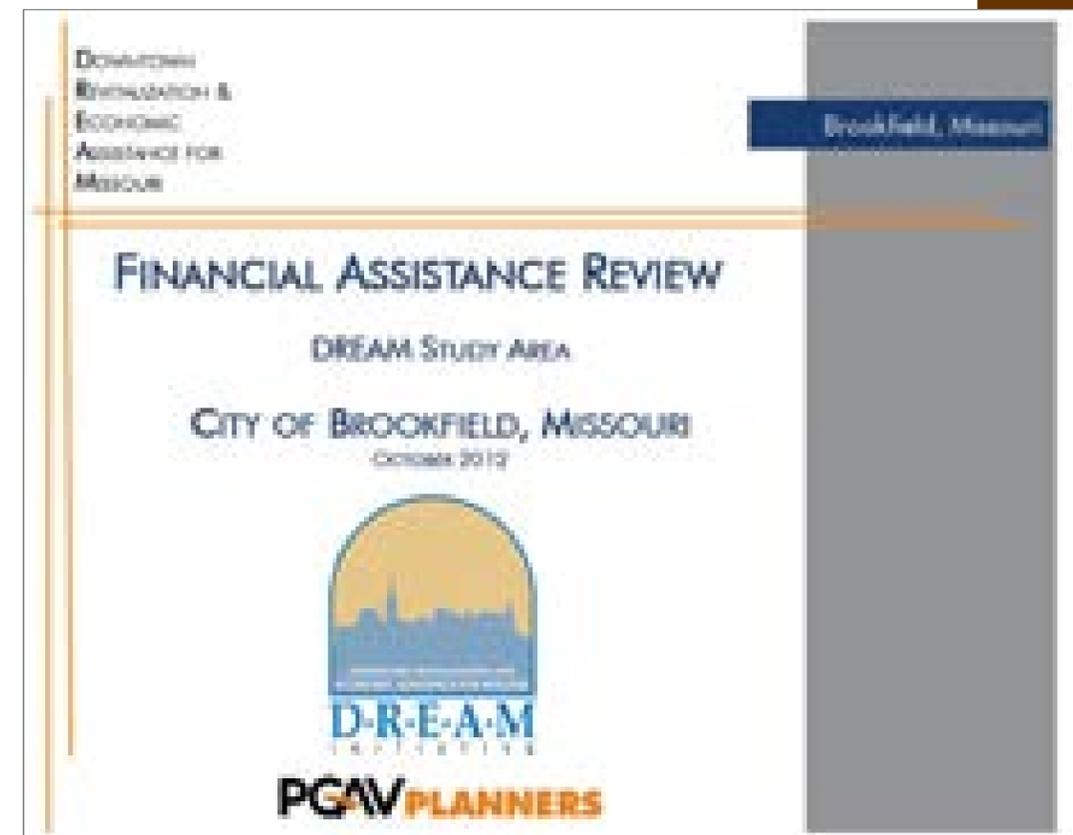
The decision on which financial tools are to be used is determined, in part, by the nature of potential projects and the willingness of local officials and decision makers to engage in public-private partnerships. Regardless of the specific financing mechanism, the general goal of DREAM recommendations is to leverage public funds to attract private investment that leads to job creation, business growth, and an attractive Downtown. Information on the mechanisms of a CID, EDS, and TIF, include:

- **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 as shown on page 5. The funds generated

by a CID may be used 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. Many of these services can, and should, be provided by the BDMC, making it the main administrator of the CID redevelopment efforts. A CID requires an administrative board to oversee the district and has involved establishment procedures. The CID Board should have some overlap with the BDMC Board. The BDMC will need to be the primary supporter and will need to work tirelessly to promote the benefits of establishing the DBCID and to provide the necessary public outreach to obtain petition signatures.

Based on historical tax data for Downtown, the Financial Assistance Review estimates that a one percent CID sales tax would initially generate about \$55,000 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 a \$1.00 per \$100 of Assessed Valuation property tax assessment to initially generate another \$15,000 annually. A CID also carries an annual administration cost.

- **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. This added tax can allow for allocating a portion of the revenue to assist in Downtown revitalization efforts as well as support other economic development projects in the City.



Cover of Brookfield's Financial Assistance Review.

The Financial Assistance Review projects EDS sales tax revenue for the City of Brookfield 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 development activities such as:

- Land Acquisition
- Industrial or business park infrastructure
- 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 and activities 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 Brookfield could initially generate \$90,000 in total annual tax revenue from an EDS; with potentially up to \$49,500 dedicated to Downtown economic development activities. This revenue would be expected to grow over time. 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. The BDMC will need to communicate that the benefits of a more vibrant Downtown with greater retail variety and visitor draw will far outweigh any loss of business due to a higher sales tax rate. In the DREAM Community Telephone Survey, about 57% of respondents indicated support for a new sales tax.

- **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 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 Brookfield 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 little ability to generate income until business density and sales in Downtown increase and create the incremental tax revenues. However, the TIF revenue could eventually generate about \$50,000 to \$250,000 annually, depending on redevelopment activities and the TIF structure.

Any incentive mechanism will require support from Downtown and City leaders to clearly communicate the incentives benefits. Detailed statutory requirements and procedures regarding incentive tools available to Brookfield are provided in the DREAM *Financial Assistance Review* from October 2012.



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



**IMPLEMENTATION**

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

This section discusses steps that have been taken during the DREAM process and includes an implementation schedule. This schedule will give community leaders a catalog of action items that should comprise the agenda for Downtown revitalization over the next few years.

• **Traffic Study:**

Through the DREAM process, a traffic impact study reviewed existing conditions to determine the impact of the proposed conceptual improvements to Main Street (the prototypical block streetscape shown on this page at near right). This study assumed a general improvement of Main Street to include a median and some mid-block crosswalks and no other changes to traffic controls. The preliminary conclusion is that the existing Brookfield transportation network can handle the general concept of the proposed improvements.

The Main Street Streetscape will provide numerous traffic and pedestrian safety benefits. The City should work to identify funding and develop these improvements; beginning with the section between Boston and Helm Streets.

• **Brookfield Toolkit:**

The DREAM Marketing Assistance task resulted in a Brookfield Toolkit intended to help the BAGP increase Downtown revitalization and adhere to an overall strategy and theme. This toolkit provides information regarding storefronts, beautification efforts, park promotion, signage, and events. The toolkit is in electronic format for easy distribution among City groups and leaders. Shown at far right is a partial media listing from the toolkit.



Prototypical block streetscape along Main Street in Downtown Brookfield.



Partial media list from the Brookfield Marketing Toolkit.

### SCHEDULE OF RECOMMENDATIONS

The schedule located on the following pages organizes the projects and programs in categories that relate to the Brookfield DREAM Initiative tasks.

Each recommendation includes an objective, description, responsible party, support groups, starting timeframe, and tools, techniques, & resources. Each of these aspects is proposed for planning purposes and is considered in the context of their relationship to each other and Downtown Brookfield's needs. In some cases, a particular recommendation must be completed before another can begin.

**Organizational Structure**

Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources
1 Continued enhancement of the lead organization in the revitalization of Downtown Brookfield.	Energize the Brookfield Downtown Main Connection (BDMC). The BDMC is an extension of the Brookfield Area Growth Partnership (BAGP) and may eventually be organized as a separate not-for-profit corporation with a full-time manager. Interested parties in the BDMC should include representatives of the City, BAGP, Brookfield Industrial Development Authority (BIDA), and the Brookfield Chamber of Commerce (Chamber). Working committees should include business and property owners, residents, and other community groups.	BAGP, BDMC	City, BIDA, Chamber	Now	Utilize implementation of various DREAM objectives, such as the improvement of Twin Parks, as an opportunity to solicit and seed future leadership and volunteers for the BDMC. The BAGP should consider feeding the pipeline of potential volunteers and leaders to take up the responsibilities of the BDMC in the future so that it may become more independent over time. Until the BDMC becomes an independent organization, a working group led by the BAGP and City, BIDA, and Chamber should work to help build the infrastructure and field possible BDMC leaders and volunteers.
2 Develop a community development corporation role for the City, with a Downtown component/focus.	The BAGP Board should research and consider adding a community development corporation role, including a focus on business and real estate development in Downtown Brookfield to its existing mission and responsibilities.	BAGP	BDMC, City, BIDA, Chamber	2016	With limited resources and in lieu of the creation of an entirely new organization, the BAGP should consider the creation of a Brookfield Community Development Corporation (BCDC). The primary responsibility of the BCDC will be to help provide resources for real estate and business financing through several local banks and business donations and grants. The BCDC should consider development opportunities citywide, but should have funding specified for use in Downtown Brookfield.
3 Establish a stable and flexible funding source for Downtown revitalization efforts.	Several incentive programs are available for various aspect of Downtown revitalization. This Plan proposes a Downtown Brookfield Community Improvement District (DBCID) as the preferred incentive, with a Local Option Economic Development Sales Tax (EDS) as an alternative. The CID is preferred due to its flexibility.	BDMC	BAGP, City, Chamber	2017-2018	The BDMC should assemble invested and influential stakeholders, along with City staff, to form a committee tasked with exploring statutory incentive requirements and formation. Regardless of the incentive, the BDMC, BAGP, and Chamber will be charged with educating the interested and affected public. The City will be taking the appropriate legal and regulatory steps, but likely only after seeing broad support for the incentive. The BDMC should identify, solicit, and organize stakeholders to advance the effort.
4 Strengthen regional tourism partnerships.	Brookfield is included in the Missouri Highway 36 Heritage Alliance and has a Burlington Northern Sante Fe rail line running through Downtown. These are two examples of tourism partners that the BDMC should seek to leverage to increase visitors to Brookfield.	BDMC	BAGP & City	Ongoing	The BDMC should continue to participate fully in the Highway 36 Alliance's "Way of American Genius" promotions and seek participation in the BNSF "Friends of BNSF" program. As tourism efforts grow, Brookfield should identify other regional visitor attractions and seek involvement. More visitors to Brookfield heightens the visibility of Downtown.

**Land Use, Buildings, and Infrastructure Survey**

Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources
5 Maintain information regarding Downtown development sites and vacant buildings.	New private investors will be interested in vacancies, contact information, and planned projects. This information will be needed to establish the Business Retention and Expansion program noted in the retail analysis section.	BDMC	City	2016	The collaboration of the BDMC and City should develop the initial listing, but the BDMC should work to maintain a good relationship with property owners and maintain the information in the listing.

**Community Surveys**

Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources
6 Maintain close contact with Downtown businesses, property owners, and residents to ensure quick responses to any shifts in Downtown revitalization priorities.	The BDMC should develop an ongoing survey instrument to check Downtown efforts with the communities desires. This effort can work in tandem with City planning regarding Downtown work.	BDMC	City	2017	If a CID or EDS is established, the survey can help align the incentive budget and expenditures with Downtown's strategic needs. BDMC stakeholders could also craft the survey so it serves as an incentive promotional piece. Within the survey, assessments should be solicited from stakeholders on Downtown's previous/ongoing work and desired outcomes in the future. The survey could also be developed as two instruments: one for Downtown stakeholders and one provided online to be completed by the general public. Collecting responses from stakeholders, local residents, and visitors using the two survey instruments will help increase the validity of results. BDMC should be prepared to re-administer the stakeholder survey as major revitalization milestones are met. Any survey results should be used by the BDMC and insights shared with Downtown businesses and stakeholders to help improve Downtown business activity and other programs.
7 Identify and monitor Brookfield's image being presented to visitors of regional attractions.	During large regional events, the BDMC should develop a display, survey, and promotion to represent Downtown Brookfield. Survey participants can receive a small gift or coupon to be used in Downtown.	BDMC	Chamber	2018	The survey should be brief and focus on the use and perception of Downtown. The survey does not need to be administered at a Downtown location, but is about Downtown Brookfield. Other events to gather this information may include Chamber events. Any results should be shared with BDMC and BAGP Board members as well as Downtown businesses.

Public Infrastructure						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
8 Complete the revitalization of Twin Parks.	Implement the community-driven revitalization of Twin Parks through phased fundraising and park improvement initiatives.	BDMC	BAGP, Chamber, and City	Now	Building upon the success of a community-funded rehabilitation of the Twin Parks Memorial Statue, the community has rallied around the revitalization of the remainder of the Twin Parks to proceed with other phases. The committees and volunteers should continue to meet to drive this project forward. The City has been able to leverage the local investment to obtain State funding and this practice should continue.	
9 Improve the North Main Street Streetscape.	The prototypical block concept is provided in the DREAM Building and Streetscape Design Guidelines report and builds upon the improvements the City has already installed.	City	BDMC	2019	The City should consider this as phase 1 of the streetscape; from Twin Parks to the underpass. The BDMC can help coordinate all streetscape phases with the business community and may be able to assist in fundraising. This effort can also be funded by a Downtown incentive such as the proposed CID.	
10 Improve the underpass.	The underpass improvements as conceptualized in the Building and Streetscape Design report should provide a more attractive improvement as an entrance into the North Main Street business area.	City	BDMC	2020	This project can serve as a temporary gateway for Downtown. The underpass is a unique feature that Downtown could emphasize, particularly with a closer promotional relationship with the BNSF railway. These improvements could be funded by a Downtown incentives such as the proposed CID.	
11 Improve the South Main Street Streetscape and Gateway.	Again, improvements as considered in the Design report that will welcome visitors to Downtown.	City	BDMC	2021	These improvements are anticipated as the final phase of improvements of the Main Street streetscape. Eligible for CID funding.	
12 Install a wayfinding system along Main Street.	After, or in conjunction with, the Main Street Streetscape improvements. As found in the Design report, wayfinding concepts to include signage recommended to further enhance the area.	City	BDMC	2021	A final streetscape phase that will improve the motorists experience and encourage travel to Downtown attractions. Eligible for CID funding.	
13 Continue to maintain all public improvements.	With a significant investment in Downtown public infrastructure, the City must focus on upkeep and maintenance. Neglecting important improvements such as the streetscape and Twin Parks will send a message of apathy to visitors and potential Downtown investors. Well-maintained public improvements will constantly send a message that the City is supportive of Downtown development.	City	BDMC	Ongoing	The BDMC can assist the City by developing a regular walk-through routine to identify any maintenance issues or needs. The City will need to provide for the work, but BDMC volunteers could also assist with cleaning, landscaping, or other maintenance needs.	

Building Design and Conditions						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
14 Review building codes, practices, and policies to ensure high quality construction city-wide.	City officials and staff should lead a review on a regular basis to focus on policies and procedures that ensure the reduction of structural building issues.	City		Now	Building in-fill standards, rehabilitations, and building materials should be reviewed. The City may require tighter building standards in Downtown Brookfield, along Main Street.	
15 Review maintenance and nuisance codes, practices, and procedures.	Maintenance and inspection procedures should be reviewed to help prevent a building with minor maintenance concerns from deteriorating into major structural issues.	City	BDMC	Now	Related to the walk-through routine for public infrastructure, the City and BDMC can collaborate on a review of obvious building issues as well. Additionally, improvements to building façades, that comply with the design standards as may be determined by the City, can be considered part of the public good and may be eligible for incentives, such as the proposed CID or EDS.	
16 Encourage building owners to rehabilitate and properly maintain their properties.	The BDMC should develop an ongoing seminar-type program to help property owners find qualified contractors for rehabilitation work. These programs will also help the Downtown property owners understand the City's expectations of any new or adjusted codes or procedures regarding design standards.	BDMC	Chamber	2017	The Chamber should also be involved so the seminar programs can be expanded city-wide. The BDMC should attempt a few of these programs per year and should include speakers from the City, County, historic agencies, and local developers.	
17 Actively protect and promote the historic and cultural assets of Downtown Brookfield's architecture.	Research, identify, and develop a Downtown historic district and a Heritage Preservation Commission to administer/encourage historic building design standards.	City	BAGP	2018	The City will need to provide support and legal assistance for this effort. However, the BAGP should be the lead entity (through the BDMC, but the support should be from the broad umbrella of the BAGP) that is promoting the benefits of historic preservation. The design guidelines developed should adhere to the Secretary of the Interior's Standards for Rehabilitation, but the implementation of the guidelines may "softened" to make them more acceptable initially.	

Residential Market						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
18 Encourage new, high-quality rental units.	The residential demand analysis shows demand for about 14 market rate rental units and 9 affordable senior rental units over the next few years. The City and BAGP should encourage existing developers that may be able to fulfill this small amount of demand easily.	BAGP	City	2016	Some buildings are identified in the Residential Demand Analysis on the 100 block of North Main Street that are potential locations for upper-floor apartments. One is the former LaPierre Hotel and the other is the Frances Building. There are also vacant parcels east of Main Street at the corner of Linn and Brooks that may be suitable for residential development. Consider pursuing historic designations for the LaPierre Hotel or Frances Building so that Historic Tax Credits may be considered.	
19 Focus on added pedestrian amenities to increase residential demand for Downtown living.	The City and BDMC should continue to seek public projects that increase the desirability of Downtown for residents. These improvements, such as the streetscape and Twin Parks work, will also appeal to visitors and potential businesses.	City	BDMC	Ongoing	These projects can likely be funded by the proposed DBCID and should include ways to address parking and sidewalks, as well as events. Downtown should seek to build residential demand as much as possible.	

Retail Market						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
20 Strengthen existing Downtown businesses.	Along with property owner seminar programs, the BDMC should collaborate with the Chamber to provide business seminars to help existing businesses better serve their customers. Topics should include customer service, marketing, product placement, presentation, displays, etc.	BDMC	Chamber	2017	This program could be opened to all City businesses and may be eligible as an economic development activity expense in the proposed CID or EDS incentive programs.	
21 Develop a formal Business Retention and Expansion (BRE) program.	A BRE program can help anticipate and address business challenges within Downtown Brookfield. This program will initiate regular dialogue with businesses who may appear to have operational challenges and offer relevant business support activities in order to mitigate problems. The BDMC should use networks through BAGP and the Chamber to identify business subject 'experts' that may be able to offer voluntary workshops or other informational presentations or relevant assistance to Downtown business. The BDMC already maintains contact with many Downtown businesses, but a formal effort will help ensure all Downtown businesses are visited.	BDMC	City, BAGP, and Chamber	2016	The BDMC can track impending lease renewals and vacancies to help identify impending vacancies or prospects desiring relocation. Vacancies are an opportunity to pursue businesses in industry subsectors demonstrating significant unmet demand. These categories include grocery stores, electronics & appliance stores, full-service restaurants, building materials & supplies dealers, and health & personal care stores. The BDMC should also work with the City to allow and encourage potential businesses to 'test' concepts in available space through the use of 'pop-up stores'.	
22 Encourage retail entrepreneurs.	Local residents could also be a source of business start-ups that may be willing to locate in Downtown. The BDMC and Chamber should again collaborate to help identify and support potential entrepreneurs. Assistance with business plans and other business aspects may overlap with the business seminar program.	BDMC	Chamber	2017	Potentially the BDMC and Chamber could connect potential start-ups with funding and other investors.	
23 Collectively market Downtown businesses.	Leverage existing promotional efforts such as the Highway 36 Heritage Alliance's Way of American Genius and the Friends of BNSF to raise visibility for Downtown Brookfield. The BDMC should work to add content to these promotions and eventually develop its own campaign for Downtown. This can be another joint effort with the Chamber to promote the City overall.	BDMC	Chamber	2020	The city's location along Highway 36 is a competitive advantage that should be leveraged. The BDMC should consider increasing the quality and quantity of Brookfield-area content on various regional websites. Events, such as the General Pershing Balloon Derby, should be widely promoted along with Downtown businesses. Efforts should be made to reach out to the network of Highway 36 communities and establish reciprocal advertising arrangements with those communities and their businesses. For instance, the communities of St. Joseph, Chillicothe, and Macon are prominent stops along Highway 36 bicycle routes. These and other marketing efforts can be funded by the proposed DBCID. Marketing of Downtown as a business location is eligible for both CID and EDS funding.	
24 Create a more vibrant environment in Downtown Brookfield that generates consumer traffic, sales, and new business investment.	Encourage retail uses on first-floor building space and voluntary moving of non-retail uses to upper floors when appropriate. This is an effort that the City could encourage through zoning, but that the BAGP and BDMC will support through education and encouragement of existing businesses.	City	BDMC & BAGP	Ongoing	The DREAM Retail Market Analysis indicates that about 75% of first-floor square footage in Downtown Brookfield is a non-retail use. These non-retail uses could, voluntarily, relocate to upper floors when the opportunity presents itself. The BDMC could discuss these options with businesses pending lease renewals as identified during the BRE program. Attempts should be made to encourage retail uses that operate within industry subsectors with unmet demand and provide synergy with complementary or nearby retail uses. For instance, bridal and tuxedo sales/rental with bakery, floral, stationary and gift items.	
Financial Assistance						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
25 Establish a stable and flexible funding source for Downtown revitalization efforts.	Several incentive programs are available for various aspect of Downtown revitalization. This Plan proposes a Downtown Brookfield Community Improvement District (DBCID) as the preferred incentive, with a Local Option Economic Development Sales Tax (EDS) as an alternative. The CID is preferred due to its flexibility.	BDMC	BAGP, City, Chamber	2017-2018	The BDMC should assemble invested and influential stakeholders, along with City staff, to form a committee tasked with exploring statutory incentive requirements and formation. Regardless of the incentive, the BDMC, BAGP, and Chamber will be charged with educating the interested and affected public. The City will be taking the appropriate legal and regulatory steps, but likely only after seeing broad support for the incentive. The BDMC should identify, solicit, and organize stakeholders to advance the effort.	
Other						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
26 Leverage results from the DREAM traffic impact study.	The study concluded that the prototypical Main Street block improvements would not significantly impact the existing Brookfield traffic network.	City		Ongoing	These results may be important to develop the political good will and broad community support to program and fund these improvements. This study may also be critical in future grant applications.	
27 Maintain and use the Brookfield Toolkit developed during the DREAM marketing task.	The toolkit provides the BDMC and BAGP a blueprint for various activities and events regarding Downtown and serves as a vision and mission guide to local officials and volunteers.	BAGP	BDMC	Ongoing	The toolkit is electronic for easy maintenance and distribution.	



**PGA V PLANNERS**