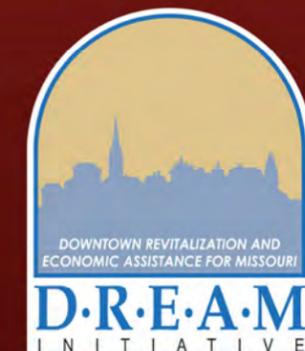




# DOWNTOWN STRATEGIC PLAN

CITY OF FARMINGTON, MISSOURI

JANUARY 2014



CITY OF FARMINGTON



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



PLANNING CONSULTANT:



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DREAM Initiative  
Process



## EXECUTIVE SUMMARY

The objective of the Downtown Revitalization and Economic Assistance for Missouri (DREAM) Initiative is to develop a strategic planning vision for Downtown Farmington 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 Farmington. The process identified recommendations to address critical issues with the goal of implementing needed policies and programs, adjusting existing revitalization efforts, and developing sustainable plans for future improvements.

The DREAM Initiative process began with several wide-ranging assessments of existing conditions in Downtown. 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 Farmington. These documents included projects, proposed ordinances, a traffic study, and other existing planning documents.

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

**Goal One: Solidify the Downtown Development Association (DDA) as the lead Downtown Revitalization Group within the Chamber of Commerce (Chamber).**

The existing group of merchants, property owners, residents, and other individuals that comprise the DDA have accomplished many initiatives for Downtown; both independently and under the guidance and leadership of City staff. While this situation is effective, recently the administration of the DDA has been moved under the umbrella of the Farmington Chamber in a unique partnership among their overlapping, but separate, Boards of Directors. This move has allowed for expanded support for the DDA. Downtown interests need to be encouraged, and the DDA is a unique subset of the region served by the Chamber that can provide the focus and encouragement needed. The DDA will continue to operate as a non-profit and will seek to develop events and programs that provide a benefit to Downtown. The City will also need to encourage this process and allow the DDA to pursue its own activities, while supporting both groups. Merchants need to understand that the DDA has broad support and will be the lead Downtown group, requiring the input and volunteer efforts of its Board in partnership with administrative staff. Responsibilities may change, but the services provided to Downtown interests (not just Chamber members) should expand.

Other organizational elements regarding funding are included in this Strategic Plan. The potential formation of a Community Improvement District (CID) is also included in the following goal in this section regarding Downtown incentive use. Although such funding will improve the viability of a standalone Downtown organization, through shared resources and efficiencies the Chamber structure may better allow the DDA to seek stable funding sources for programs. The DDA Board may eventually seek to hire paid staff that will require a stable funding source. The potential of Downtown revitalization efforts is expanded greatly through an active, engaged organization lead by a paid professional.



The St. Francois County Courthouse in Downtown Farmington.

## Goal Two: Adjust Downtown Incentive Use Policies.

The existing Tax Increment Financing District (TIF) is limited to sales taxes generated. The geographical boundary of the TIF includes large retail stores along Karsch Boulevard to the north. The TIF has primarily been used to construct public improvements and pay on some debt obligations. The TIF ordinance does allow uses of funds for historic preservation and retail development; two uses that might assist a new business in locating to Downtown. However, there have been few, if any, private projects of this type.

In the current situation, the City may have addressed some detrimental conditions without improving overall Downtown business activity. Furthermore, this may limit the ability of establishing another incentive, such as a CID. The City should meet with the Chamber and DDA to consider the policy of the current TIF incentive and how it can best assist Downtown and attract uses that will increase sales and property taxes. The City should also consider plans for developing another Downtown incentive such as the proposed CID or an Economic Development Sales Tax (EDS) incentive with a significant Downtown component. Any or all of these mechanisms could result in improved funding for the existing revolving loan fund, as well as other new initiatives to address specific Downtown issues with businesses or property owners. The Financial Mechanisms section on Page 27 provides estimates of the funding that could be provided by the establishment of a CID or and EDS.

With any Downtown incentive, the DDA will need to take on the promotional duties to develop broad support for the effort. Adequate time and resources will be needed to properly promote how the benefits and plans of the new incentive will outweigh any real or perceived costs. The DDA 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.

## Goal Three: Encourage Improved Building Conditions, Appropriate Infill, and Adaptive Reuse Development.

As shown on the map on Page 13, there are two designated historic districts within the Downtown Farmington DREAM boundary. The buildings within these districts should be preserved using the Secretary of the Interior's Standards for Rehabilitation. The City is in the process of developing a historic overlay district that will include architectural guidelines to accomplish this effort. The City should also review its procedures and increase building maintenance code enforcement efforts. The DDA can help the City by providing building maintenance seminars that help property owners understand the City's expectations regarding the maintenance of their properties.

There have also been several buildings constructed in Downtown Farmington that do not complement the existing historic structures and overall are of a scale more suited to a highway location. Additionally, there are several vacant properties and buildings that were originally an industrial use in Downtown Farmington. The vacant lots and outdated buildings represent opportunities for potential, innovative developers. The City should seek to attract these developers, but must have standards in place to ensure appropriate buildings are constructed. This goal also ties into Goal Six regarding the development of upper-floor and innovative residential units in Downtown.

The City and the DDA, building upon the historic overlay effort, should work to develop infill and reuse standards. The City should also allow for innovative ideas regarding the conversions of old industrial buildings, but emphasis should be on the creation of ground-floor retail space. Pages 21 and 22 Provide illustrations of multi-story, mixed-use buildings that could be developed along Columbia Street.



Customers wait in line at Bauhaus Kaffee during the *Tour of Missouri* bicycle race stage that was held in Downtown Farmington.

**Goal Four: Improve the User-Friendliness of Downtown.**

During the DREAM process, discussions occurred regarding limited store hours, wayfinding, and traffic. On several occasions, these concerns were witnessed first-hand by the planning team. Downtown Farmington has many elements in place to receive and serve visitors, including an aggressive marketing effort for the City overall. However, the ability of Downtown to capture business from the City’s visitors is potentially restricted by issues with Downtown merchants and navigation to, and around Downtown. As visitors increase, Downtown and its businesses need to be fully prepared to meet their needs; to do this it must be open, easy to find, accessible, safe, and welcoming. The DDA should focus on private owners, and the City on public improvements.

As the DDA sets its annual work plan within the Chamber structure, programs to provide assistance to Downtown business should be prevalent. The DDA should provide customer service-oriented seminars and develop events to encourage extended evening and weekend hours. The DDA has worked with the City to establish wayfinding elements in Downtown. However, some of the existing elements are installed improperly or are not effective on Liberty Street. Additionally, Business owners indicate that wayfinding is needed to help visitors navigate to Downtown from highways 67 and 32. The City should continue the effort and establish gateway signage as indicated on the Farmington Concept Map on Page 31. The DDA should also review the existing signs with the City and suggest additions or adjustments.

The traffic carried through Downtown on Columbia and Liberty Streets is a complicated issue with no simple solution. The City has recently conducted a traffic study and is implementing measures to calm the flow through Downtown. The Intersection Concepts proposed on pages 32 through 37 support the steps noted in the traffic study. Improvements to the crosswalks, a mid-

block improvement, and additional landscaping will slow the traffic and create a safer pedestrian environment. Suggestions to reroute the traffic around Downtown should not be considered as Downtown businesses need activity to be successful.

**Goal Five: Develop a Work Plan to Relocate or Bury Electric Utilities.**

As shown on the map on Page 12, overhead utilities are very prevalent in Downtown Farmington. There is a substation located at the eastern end of the DREAM boundary and several instances of utility boxes or poles infringing on pedestrian walkways or storefronts.

This project is an expensive undertaking, but the City has worked to relocate some facilities along Columbia Street. As noted, some of these relocations have resulted in above-ground boxes. If these boxes cannot be relocated to a side street or alleyway, the City should develop a paint scheme to disguise them. The City should continue to relocate or bury the lines along Columbia and Liberty Streets as improvements are made. The existing TIF or a new funding mechanism could be developed for this project.

The substation likely cannot be moved without great expense, but it can be screened. The station is not located in a high-traffic area, so the existing chain-link fencing may be appropriate. However, a taller fence with screening material or vinyl slats would improve the view from nearby residences.

**Goal Six: Encourage the Development of Downtown Residential Units.**

During the DREAM process, the Missouri Housing Development Commission (MHDC) conducted a residential demand analysis for Farmington. This analysis considered the entire City as a residential market, but provided an emphasis on how Downtown could meet any future residential demand. As noted in



Examples of utility installations throughout Downtown Farmington.

the Residential Market Section on Page 24, The MHDC identified that there is potential demand for 115 market rate rental households and 48 affordable senior households over the next few years. This is a sizeable amount of demand that Downtown can seek to capture. Increasing the Downtown residential population will create a built-in market for retail businesses and a vibrant, safer atmosphere. Ground-floor spaces along Columbia Street should be reserved for retail use, but Liberty Street and other existing buildings may be considered for unique residential spaces. Downtown has some opportunities for upper-floor, loft-style units in buildings along Columbia Street.

As the City, DDA, and Chamber work to attract investors to Downtown, residential units should also be a consideration. Adding upper-floor residential units to a building project can help increase the developers return on investment and should result in a more effective and higher quality rehabilitation. The City should be flexible with developers willing to adaptively reuse the vacant buildings surrounding Downtown. A funding program could be seeded from the proposed CID to assist these developers, along with the existing revolving loan program and TIF. All improvements receiving public funding should adhere to City building standards.

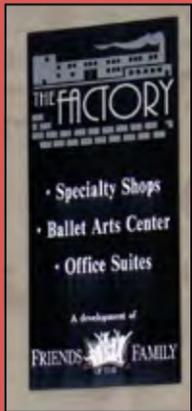
**Goal Seven: Understand the Needs of Visitors to Farmington’s Attractions.**

There are several attractions in the Farmington region, as well as in Downtown Farmington. As noted, tourism marketing is provided by the Tourism & Convention Bureau (TCB), which is primarily funded by a hotel/motel tax. Attractions, such as those shown on this page, draw visitors from a broad area. The DDA and Chamber should work with the TCB to survey these visitors in an attempt to develop events, businesses, and other services that will draw them to Downtown Farmington. The DDA should disseminate information gathered to Downtown business owners and other Chamber members.

Visitors to the regions attractions will have different needs. For example, St. Joseph State Park ATV riders, generally do not use hotels or motels, but they may visit restaurants. Whereas travelers along the Route Du Vin, a wine trail stretching from Farmington east to St. Genevieve along Highway B, will either start or end in Farmington. If they end in Farmington, they may be more likely to stay overnight at a hotel or motel.

Other City attractions, such as the Factory, Parkland Health Center, the Farmington Water Park, or the SK8 park, may not be considered typical tourism attractions and may not generate overnight stays. However, these are important activity centers and Downtown businesses may be able to find a way to market to those visitors.

Lastly, the City of Farmington promotes a bicycle culture that attracts many cyclists throughout the country. The City is on section 9 of the TransAmerica Bicycle Trail and was host to Stage 3 of the 2009 Tour of Missouri race. The City also provided a bike hostel for a short period in the Old County Jail on Liberty Street. This culture attracts serious cyclists that have likely traveled a significant distance and require tourism services. However, as noted during the DREAM streetscape work, Downtown has very few bicycle racks. The City could do more to cultivate a bicycle-friendly atmosphere, including hosting more events and races.



Attractions in the Farmington area and evidence of the Farmington bicycle culture (bottom right).

**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 three-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.

This strategic plan emphasizes the leveraging of existing local sources, and potential the 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.

These Missouri State agencies recognize that substantial improvements and investments have already been made in Downtown Farmington. 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 Farmington was designated as a DREAM community in 2008. The completed tasks for Farmington included:

- Organizational Structure Review (July 2010)
- Map Reference Handbook (December 2009)
- Focus Group Report (October 2009)
- Telephone Survey (February 2010)
- Building Design Concepts (June 2012)
- Streetscape Revitalization Plan (March 2012)
- Retail Market Analysis (October 2012)
- Residential Demand Analysis (September 2011)
- Financial Assistance Review (January 2012)
- Marketing Assistance (no report) (2013)
- This Downtown Strategic Plan (December 2013)



Exhibit 1  
DREAM Boundary  
Downtown Study Area  
City of Farmington, Missouri

Legend  
Study Area

Farmington 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 Farmington. 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 sense of pride in recent Downtown Farmington accomplishments such as the Courthouse Annex, Police Department, and the restoration of City Hall. City leaders noted the upcoming plan for a new Fire Department during the DREAM process as well. Some Downtown merchants and property owners were concerned about, what they perceived as, a lack of effort to get more businesses in Downtown and revitalization obstacles such as the liquor code and upper-floor access. Downtown boasts some strong building architecture, existing streetscape, and good business and pedestrian activity, all of which combine to create a vibrant atmosphere. However, these components also present challenges such as those noted during the public outreach meetings.

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 Farmington through several activities and methods, including:

- **Initial Assessment Meeting**

Farmington was designated as a DREAM community in August of 2008, and an Initial Assessment Meeting was held on November 5, 2008. The meeting included a large group of representatives from the City staff, the City Council and elected officials, the

Downtown Development Association (DDA), the Farmington Chamber of Commerce, the County Sheriff's Department, the Missouri Department of Transportation, and many 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.

- **Focus Group Meetings**

In June of 2009, discussions of Downtown issues and ideas for improvements were facilitated with four focus groups: Downtown Business Owners; Local Government, City Staff and Officials; New Residents; and Long-time Residents.

The group facilitators encouraged discussion centered around how Downtown is perceived, used, and challenged. The groups suggested ideas as to what public and private improvements can be made to enhance Downtown Farmington.

- **Surveys**

In the fall of 2009, a telephone survey of residents asked respondents a series of questions about priorities for the improvement of Downtown. The survey tabulated three hundred and two (302) responses from a randomly selected, statistically representative sample of residents.

Almost 75% of respondents indicated Downtown was moving in a positive direction, with almost 95% indicating they visit Downtown Farmington at least once a month. Participants cited a wide variety of items for improvement, with moving utilities underground, improving building façades, and constructing the Liberty Street streetscape topping the list. Dining options, specialty foods, clothing, and books were the retail products that residents most wanted to see added to Downtown Farmington.



Attendees of the DREAM Initial Assessment Meeting tour Downtown Farmington.

- **Key Stakeholder Discussions**

Conversations were held with representatives of the City, DDA, Chamber, St. Francois 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**

Beginning with a DREAM Kickoff meeting in April of 2009, several public presentations and meetings were held to review progress on the DREAM Initiative work in Farmington. Meetings were publicized in the local newspaper and promoted on the City website. Public meetings included:

- DREAM Kickoff Meeting: April 14, 2009
- Update Meeting: April 19, 2011
- Streetscape Open-House: December 15, 2011
- Design Focus Groups Kickoff: January 12, 2012

- **Websites and Social Media**

The City of Farmington and the Farmington Chamber of Commerce host websites or have a social media presence through which they have promoted aspects of the DREAM Initiative, or provided links to DREAM reports. Additionally, the City Council and other City Committees have discussed DREAM documents 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 a Farmington DREAM Update Meeting.

### ACCOMPLISHMENTS

When the City of Farmington was designated a DREAM Initiative community in August of 2008, the DREAM Initiative provided immediate benefits to Downtown. The awareness of Downtown Farmington's assets increased, assisted by positive news stories, and the City's ability to obtain State funding also improved. Some recent accomplishments in the DREAM Study Area include:

- Completed the construction of the Farmington Public Safety Complex, moving the Firehouse to Columbia Street. The total project cost was \$4.2 million.
- Hosted the third stage of the 2009 Tour of Missouri bicycle race, attracting an estimated 2,000 visitors.
- Have undertaken efforts to demolish dilapidated structures in Downtown.
- Successfully attracted a business to renovate and adaptively reuse the old Fire Department location.
- Worked with MODOT to cooperatively fund improvements to Columbia Street including resurfacing of roads, storm water improvements, and sidewalks. The total project cost is estimated at \$2.2 million and will be completed in Spring of 2014.
- Completed renovation of historic jail for use as a bike hostel for travelers on the TransAmerica Bicycle Trail route, resulting in the City receiving numerous awards from cycling organizations. An estimated 400 cyclists annually use the facility and visit Downtown Farmington due to this project.
- Funded the relocation of some overhead utilities through part of the Downtown business district.
- Completed the acquisition and construction of three public parking lots to improve Downtown parking.
- Established a Historic Preservation Commission that is working to designate several buildings as landmarks.
- Acquired a Downtown building and are in the process of working with potential owners and tenants to redevelop the property.
- Developed a historic preservation grant program using funding from the existing TIF district. This has resulted in one building restoration and two new businesses.
- Completed improvements to the sanitary sewer system serving Downtown using TIF district funding.
- The City submitted and received voter approval for an extension of the 1/2 cent Capital Improvement Sales Tax in November of 2013. Proceeds from this tax will assist a number of projects, including the construction of a new \$6.5 million library in Downtown.
- The City of Farmington was successful in obtaining the DREAM designation; a commitment of about \$230,000 from the Missouri Development Finance Board. Farmington leveraged a 20% match over three years to obtain this funding and planning process.



**ORGANIZATIONAL STRUCTURE**

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

Organizations, and their subcommittees, reviewed for this task included:

- **City of Farmington**
  - Historic Preservation Commission (HPC)
  - Tourism & Convention Bureau (TCB)
- **Downtown Development Association (DDA)**
- **Farmington Chamber of Commerce**
- **St. Francois County**

Strong efforts for Downtown revitalization have been advanced by all of the above groups. However, the issue, as noted by some focus group participants, is that the DDA is supposed to be the Downtown champion, but has limited resources and responsibility. As noted, the City and Chamber have the opportunity to help develop a structure that places the DDA at the center of Downtown efforts.

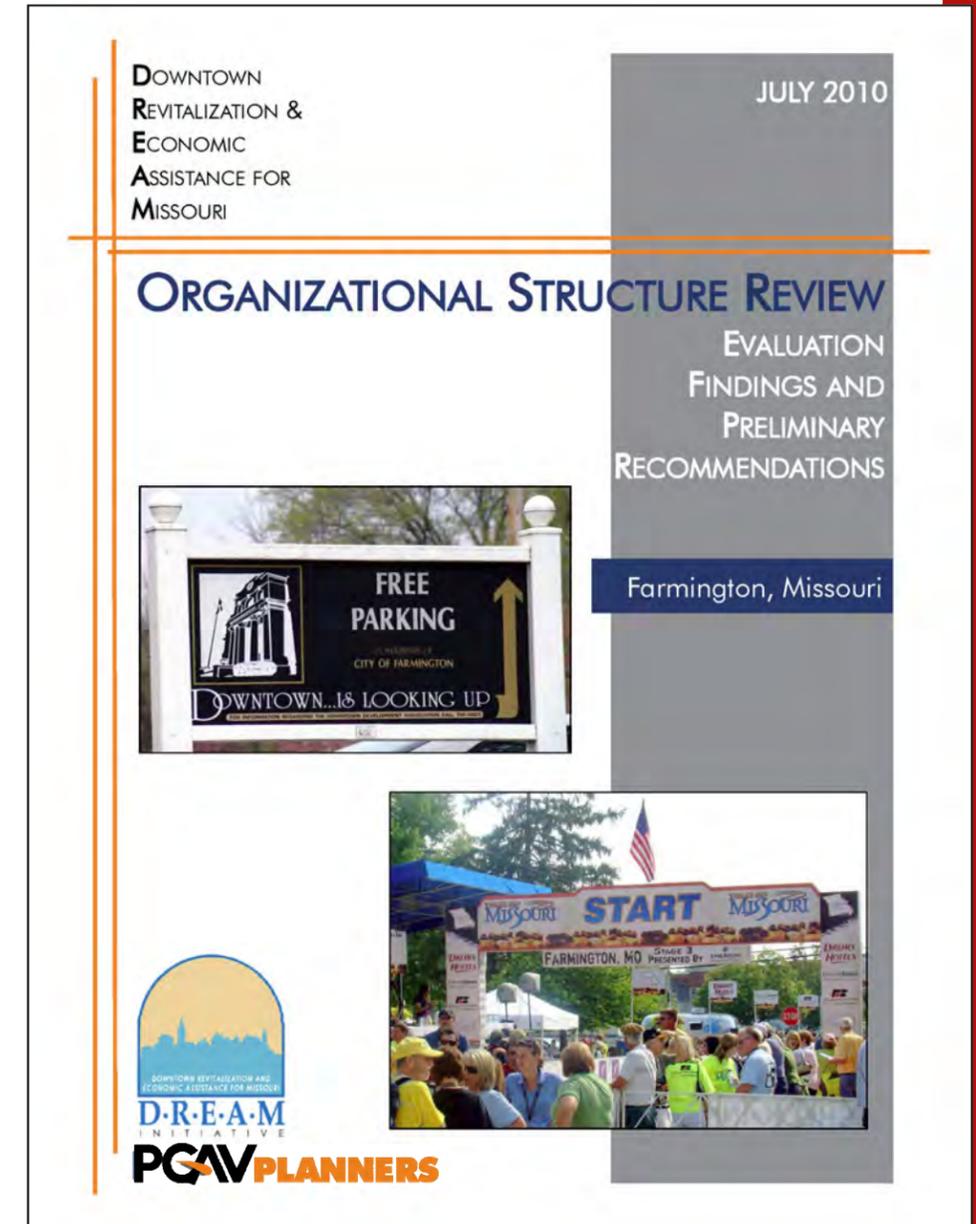
The City of Farmington has not refrained from investing in Downtown. The City has deployed a significant amount of resources to build the County Annex, the Police and Fire Departments, the Sk8 Park, and the existing streetscape improvements as well as to renovate Long Memorial Hall; the location of City Hall.

The Downtown Organization Structure Review resulted in recommendations to enhance existing organizations and to form a Community Improvement District (CID). Primary Recommendations identified by this task include:

- **Energize the Downtown Development Association (DDA)**  
 This recommendation requires guidance and support by the City and Chamber to encourage the DDA to fully step into the role of Downtown champion. The DDA is an volunteer group that has had a paid director in the past. The DDA’s mission is to “Maintain the integrity of the structure and atmosphere of the historic Downtown, while making it an inviting and progressive place in which to do business and meeting the needs of today’s population.” The group’s committee structure uses the Missouri Main Street four-pronged approach. However, the DDA has been lacking in the volunteers needed to establish and fully operate with these committees. The group has recently formed an administrative partnership with the Chamber of Commerce. This situation should assist both groups in the delivery of their respective services to Downtown businesses.

The City has worked to establish the DDA by dedicating staff assistance and other resources to the group. The City should continue to play a role in the DDA, but should step back into a support level role that encourages the Chamber overall. The DDA will need to develop events and activities that it can “own” and provide Downtown advocacy within the Chamber. This will help the DDA Board to step-up its activities and will help the group demonstrate its necessity to Downtown Farmington businesses and the revitalization process.

Eventually, the DDA may again require a paid Director to help facilitate the DREAM Initiative goals. The City and Chamber should encourage this development to allow the group to grow and evolve. This step will require the establishment of a stable funding source such as a Downtown Farmington Community Improvement District (DFCID).



Cover of Farmington's Organizational Structure Review.

## DREAM Initiative • Downtown Strategic Plan

- **Formation of a Downtown Farmington Community Improvement District (DFCID)**

Sufficient resources will need to be identified to drive the Downtown revitalization efforts proposed in this plan. Local incentive mechanisms such as a Community Improvement District (CID) are critical to develop direct funding for Downtown projects and programs and to provide a source of matching funds as the City seeks to obtain State and Federal grants. The City has used other incentives in Downtown, such as Tax Increment Financing (TIF); primarily for public improvements. The City has also used CID's in other areas of the community. A Downtown CID would allow for a more flexible income stream and the ability to fund DDA programs, events, and revitalization efforts.

The effort to establish a CID will require robust public outreach to gain public support. The DDA will be vital for this step. The DFCID will provide flexible funding for Downtown services such as infrastructure, marketing, beautification, business development, promotions, rehabilitation and redevelopment of buildings, and administrative support. Many of these services can and should be provided by the DDA, making it the main administrator of the CID redevelopment efforts. Therefore, the DDA will also need to be the primary supporter and will need to work tirelessly to promote the benefits of establishing the DFCID. The City and DDA can jointly develop the redevelopment plan and budget, then the DDA 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. The Farmington Financial Assistance Review, discussed on Page 27, notes that a DFCID could generate over \$100,000 in sales tax revenue and another \$50,000 in property tax revenue depending on the final specifics of the district.

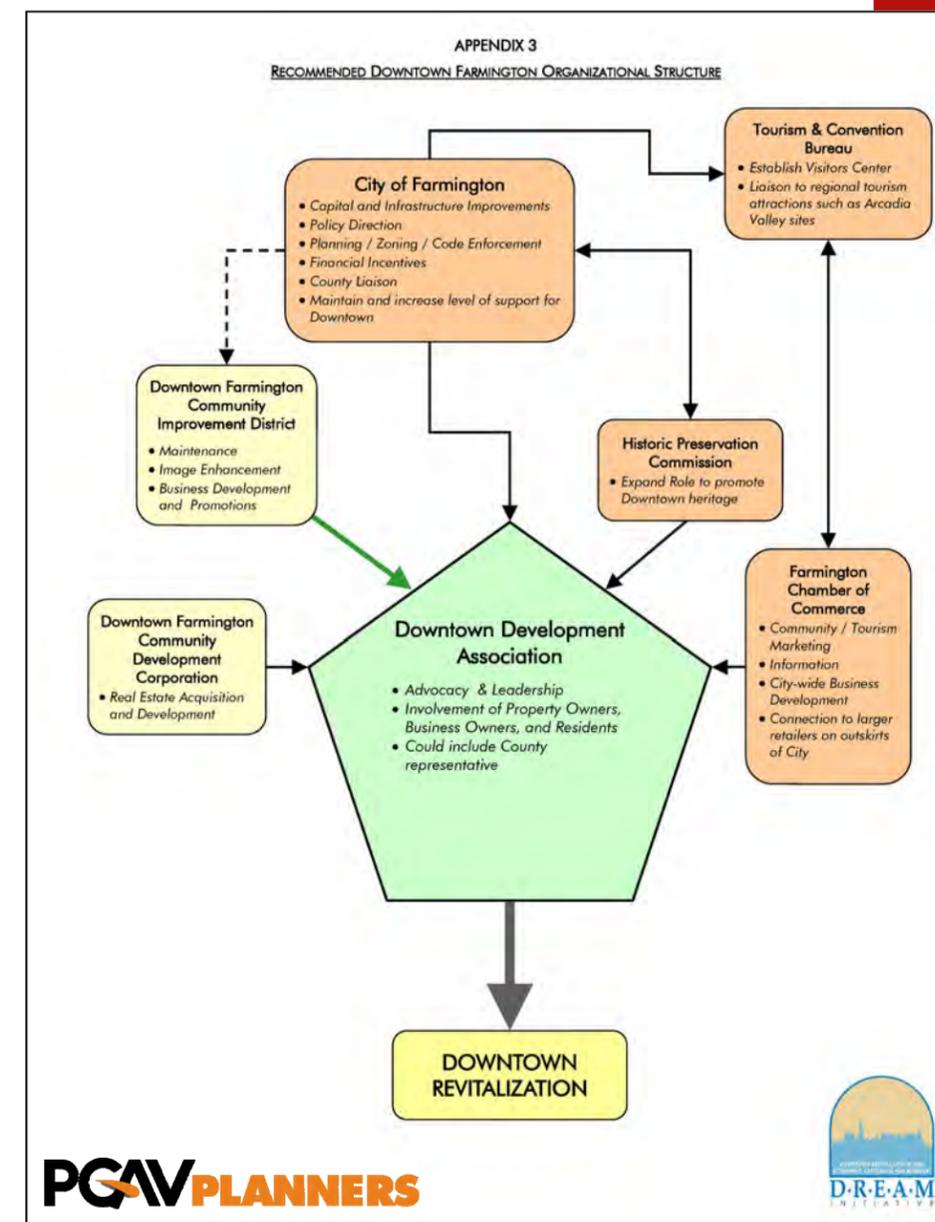
- **Monitor the changing responsibilities of the DDA and the Chamber**

The DDA Board and the Chamber Board overlap to some extent, by design. Each of the Board Members, as well as their broader organizations, need to understand their role in participating in the DDA is to focus attention on Downtown Farmington. The Chamber ultimately has a wider service area than just Downtown, as does the City. Often DDA goals will coincide with the Chamber and City, but not always. The DDA must be empowered to be a strong advocate for Downtown businesses. Periodically the DDA and Chamber should consider their services to Downtown and the Chamber membership to determine any areas of conflict or disagreement.

During the DREAM process, public input that was obtained included the sentiment that the DDA needs a Director, the Chamber could be more effective, and the City could be more understanding of Downtown business and property owner concerns. The DDA must work to initiate policies that are inclusive of broader ideas and clearly communicate the decisions of the group. The DDA must also facilitate an atmosphere that is open to the public and fully communicative. Representatives should be encouraged and feel secure in communicating with each other, knowing that the DDA is supportive and acts as the clearinghouse for important issues. In this way, all the involved groups and agencies will be able to improve their services to Downtown overall.

To view the full report, see the *Farmington Organizational Structure Review, July 2010* and refer to the Schedule of Recommendations on Page 38 of this Strategic Plan.

## City of Farmington



Recommended Organizational Structure for Downtown Farmington.

**LAND USE, BUILDINGS & INFRASTRUCTURE SURVEY**

The Land Use, Buildings & Infrastructure Survey is an inventory of Downtown Farmington’s existing land use, exterior building conditions, and the condition of public infrastructure. The survey was conducted during the Spring of 2009. Conditions are documented in the *Map Reference Handbook* of December 2009. The 24 maps produced in the report were used throughout the DREAM planning process. Sample maps are shown on this page and on pages 12 through 13. 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 Farmington.

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 Farmington is a typical grid pattern. Columbia Street is a one-way street carrying traffic to the east and Liberty Street is a one-way street carrying traffic to the west. A significant amount of vehicular traffic along these streets can make pedestrian movement very difficult.
- Columbia Street provides a traditional Downtown setting with zero lot lines, denser building massing, and streetscape elements. Liberty Street provides a more vehicular feel with large parking lots, buildings set father away from the street, and no streetscape elements.
- The St. Francois County Courthouse is located between Liberty and Columbia Streets and Jefferson and Washington Streets.
- There is a significant amount of public and institutional property in Downtown Farmington. This is a situation that should be monitored to prevent an imbalance of non-tax generating properties.
- The upper-floors of the buildings in Downtown Farmington are generally vacant. This space represents opportunity for office or residential growth.

- Several of the Downtown buildings located on side streets were originally constructed for a warehouse or industrial use. The situation requires innovative thinking and developers experienced with adaptively reusing such spaces.
- Building conditions vary greatly. There are a number of poor and dilapidated structures; in some cases next door to buildings in good or excellent condition.
- Overhead utility lines are very prevalent, existing on nearly every street frontage in Downtown Farmington.
- There are a few vacant lots in Downtown that could accommodate new development, as well as some structures that could be demolished to assemble land for new development.



Farmington General Land Use Map.



Map of overhead utility line locations in Downtown Farmington.

Exhibit 8-a  
Historic Districts

Downtown Study Area  
City of Farmington, Missouri



**COMMUNITY SURVEYS**

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

Focus Groups and a Community Telephone Survey were conducted to determine this information. The process and results of each method are summarized below:

- **Focus Groups**

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

Participants generally agreed that Downtown Farmington is moving in the right direction. Projects and activities noted as evidence of this improvement included the City’s efforts to beautify Downtown and they felt strongly that the streetscape effort should be extended to Liberty Street. Participants major concerns included the issues of limited business hours, lack of parking, navigation to and around Downtown, and the perception of a lack of safety.

Participants suggested a variety of new businesses for Downtown. These suggestions focused on dining variety, specialty foods, a grocery, and clothing and book stores. The groups also felt that more upper-floor spaces should be used for residential units to develop a stronger Downtown market for businesses.

Some participants felt that Downtown code enforcement created an issue in developing upper-floor residential spaces. They felt that the City is holding historic buildings to standards reserved for new construction. Additionally, many participants noted that, due to the City’s liquor code, restaurants in Downtown were prohibited from serving alcohol with dinner if they were located too near to a church. Some participants also expressed feelings of a lack of support by the Chamber of Commerce.

The business owners were divided on whether they would support an incentive program for Downtown. Their concern was that an additional sales tax would deter people from shopping in Downtown, but they acknowledged that other communities have done this successfully.

For the complete report, please see the Farmington Focus Group Survey Report from October 2009.

- **Community Telephone Survey**

In the Fall of 2009, a phone survey was conducted to interview a random sample of Farmington 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.



Excerpt of the discussion transcript from the Downtown Business Owners Focus Group found in the Farmington Focus Group Report.

Key points from the Community Telephone Survey results, include:

- Almost 95% of respondents indicated they visit Downtown at least once a month.
- Downtown is visited by City residents for a wide variety of uses. A majority of respondents indicated they use Downtown for:
  - ◇ Conducting Business
  - ◇ Government/Post Office
  - ◇ Shopping
  - ◇ Dining
  - ◇ Special Events

Entertainment, outdoor recreation, and bicycling were selected by fewer than half of the respondents.

- Only one characteristic of Downtown Farmington was rated poorly by over half of the respondents; entertainment options.
- Over 90% of respondents felt it was important to retain Downtown’s historic character.
- A majority of the respondents indicated better restaurant variety, clothing stores, specialty foods, and a bookstore as business types they prioritized for Downtown.
- A majority of the respondents indicated moving utilities underground, improving building façades, and extending the streetscape to Liberty Street as improvements they prioritized for Downtown.
- About 55% of the residents who responded indicated they would be likely to support a sales tax to fund Downtown improvements or economic development projects. The majority of those residents who were likely to support an additional sales tax indicated that a 0.5% tax was favored.

- Almost 60% of respondents indicated they would be likely to support a Community Improvement District to fund Downtown improvements.

For the complete report, please see the Farmington *Community Telephone Survey Report* from February 2010.

The DDA should consider periodically reconvening the Focus Groups and updating the Community Telephone Survey. The DDA should also consider conducting a survey of the visitors of various City events and attractions. Communication of these results to Downtown businesses and community leaders on an ongoing basis is needed to monitor progress and the changing market attitudes toward Downtown Farmington.

	Very high priority (5)	Total high priority (4-5)	3	Total low priority (1-2)	Other/don't know
<b>32. Family or casual style dining</b>	<b>39.7%</b>	<b>71.9%</b>	<b>17.5%</b>	<b>9.9%</b>	<b>0.7%</b>
38. Clothing stores	35.8%	59.3%	22.8%	16.9%	1.0%
44. Bakery	31.1%	57.9%	26.2%	15.2%	0.7%
41. Bookstore	35.1%	57.0%	26.2%	16.2%	0.7%
33. Fine dining	26.2%	53.0%	26.5%	19.9%	0.7%
37. Specialty grocery store	26.2%	52.0%	22.2%	24.5%	1.3%
43. Museum	25.2%	47.4%	26.5%	24.8%	1.3%
34. Ice cream shop or soda fountain	23.8%	44.7%	31.8%	22.5%	1.0%
39. Arcade or other attraction aimed at teenagers	23.2%	41.1%	27.2%	29.5%	2.3%
36. Art galleries and shops	18.2%	39.4%	32.1%	27.8%	0.7%
31. Lodging such as hotel, motel or bed and breakfast	17.9%	36.8%	25.2%	36.4%	1.7%
35. Antique shops	15.9%	33.1%	30.1%	36.4%	0.3%
42. Sports bar	7.3%	17.2%	24.8%	56.0%	2.0%
40. Bars/nightclubs	5.6%	11.3%	20.9%	64.9%	3.0%

Sample table from the Farmington DREAM *Community Telephone Survey*.

## BUILDING DESIGN AND CONDITIONS

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

Historic preservation plays an important role in Downtown revitalization. Downtown Farmington includes two historic districts, several contributing structures, but only one nearby property listed on the National Register of Historic places. The Courthouse Square and East Columbia Historic Districts are entirely within the DREAM Study Area. The Farmington Historic Preservation Commission (HPC) provides guidance to the City on construction within these districts.

Property owners, businesses, and residents have all identified the preservation of Downtown Farmington's historic façades as a priority, as well as the improvement of building conditions. The City has recently begun using standards for historic properties, and no longer holds them to new construction standards. This aspect of enforcement was a common issue heard during the DREAM process.

The Building Design Concepts report is intended to inspire Downtown leaders and private property owners to initiate activities that will address building conditions. In Downtown Farmington, there are some vacant lots and several instances of infill construction that could have complemented the existing historical buildings better had standards been applied.

Several properties were chosen by the community to illustrate potential building improvements and infill construction. Pages 18 through 22 include illustrations of existing buildings at 28 E. Columbia Street and the façade and side elevation of 110 W. Liberty Street. The illustrations also include infill proposals for the vacant southeast corner of the intersection of Columbia and Henry Streets and the northwest corner of the intersection of Columbia and Jackson Streets, where buildings are slated for demolition.

Recommendations to address issues regarding the condition of Downtown Farmington buildings, include:

- **Continue to Improve Code Enforcement**  
The City should work with the DDA to continue to improve the process by which historical buildings are rehabilitated. There have been several Downtown Farmington buildings demolished and the City should work to ensure that the existing properties are maintained and improved. This will require a balance between economical improvements and maintenance codes.

A maintenance enforcement effort should focus on inspection of historic buildings to help prevent minor issues from becoming major structural repairs. Masonry, vacant or broken windows, and unsafe awnings are areas where the DDA and City can collaborate to encourage improved conditions and help prevent the need to tear-down buildings in the future.

The DDA could assist the City in these efforts by hosting informational seminars that help connect property owners with reputable contractors and seek to explain the issues and the expectations of the City staff. If the proposed CID is implemented for Downtown building improvements, the DDA should work to develop a policy that restricts or denies the funds available for buildings that have a record of outstanding maintenance violations.

- **Adopt Infill Building Standards for Downtown**  
The City should develop infill building standards for Downtown Farmington. Some recent new construction has not complemented the historic nature of existing buildings well. The City has attempted to set an example with construction of public facilities such as the Police and Fire Department. However, the nature of these uses necessitates a large lot to accommodate parking and



Examples of Downtown Farmington architectural details.

drive lanes. There are some existing opportunities where the City should encourage zero setbacks with parking in the rear of the building, as well as multi-story, mixed-use buildings.

The City should review its Downtown zoning classification to determine areas where Downtown issues can be better addressed. Aspects such as business signage, building materials, and building access, along with parking requirements and setbacks, are significantly different for Downtown construction than for highway construction.

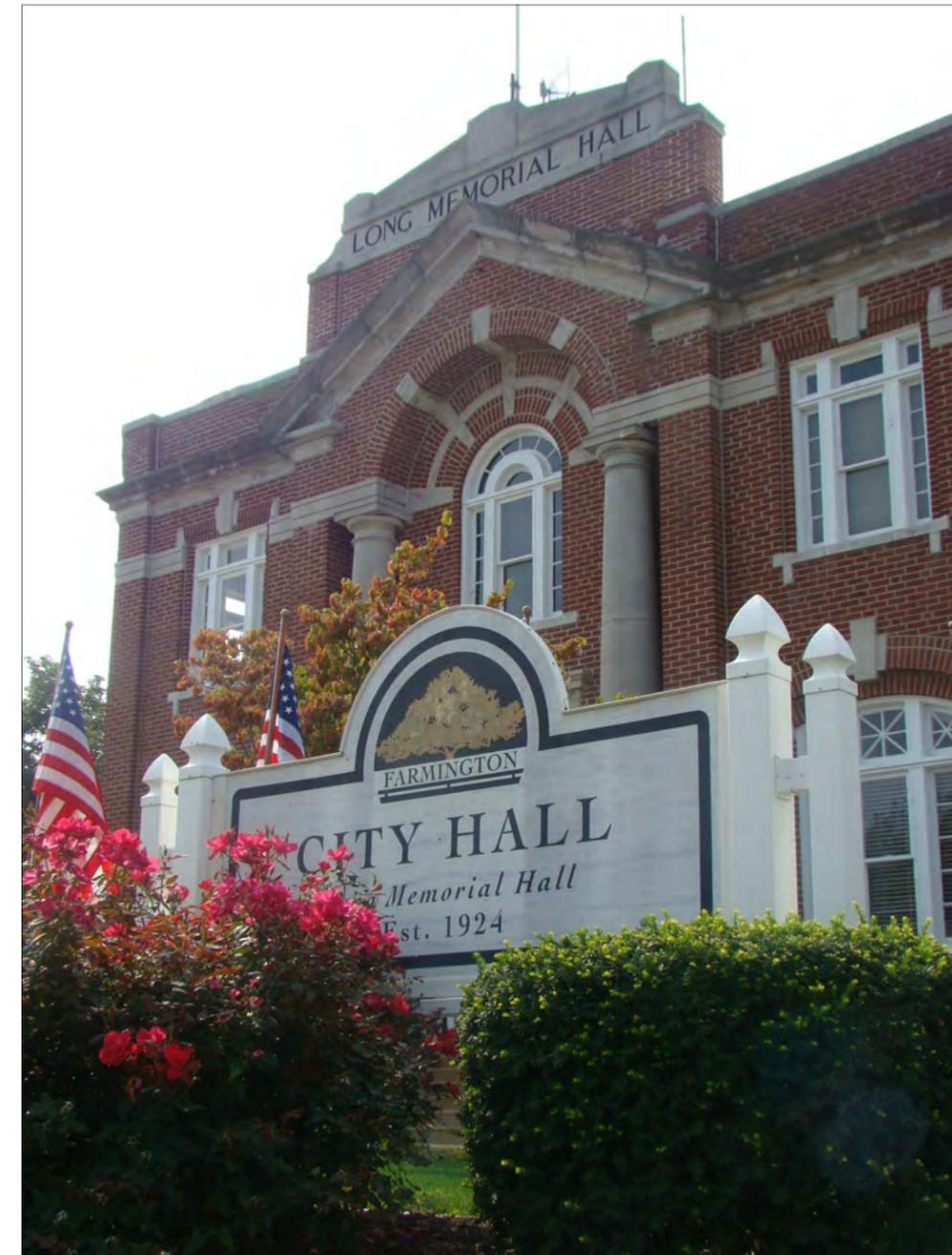
The City also has the ability to streamline processes for Downtown redevelopment projects. This would serve to encourage more projects and would help to improve a property owner's profitability by reducing costs associated with, a likely already expensive, building rehabilitation. Again, the DDA can help provide the connection between Downtown property owners and the City staff by hosting informational meetings as needed.

- **Develop Incentives for Downtown Property Owners**  
Farmington has an existing Downtown Tax Increment Financing (TIF) district that stretches north to Karsch Boulevard to include businesses such as Lowes. This situation allows tax revenue generated by these businesses located more on the outskirts of the City, to be reinvested back into Downtown. However, the Downtown collects only incremental economic activity taxes (EAT's) and declares all real property increment (PILOT's) as surplus. The language of the Downtown TIF district restricts the use of funds primarily to public projects, but does include "historic preservation." The result has been investment in a number of publicly-owned buildings, parking lots, and streetscape, none of which help to generate new tax revenue for the City.

The City and DDA should pursue a mechanism such as the proposed CID to develop a funding stream that can be used for private investment. Such a mechanism could expand the ability of the revolving loan fund administered by the DDA and be used to attract and assist larger redevelopment projects such as the proposed infill opportunities.

As previously noted, if the proposed CID is implemented for Downtown building improvements, the DDA should work to develop a policy that restricts or denies the funds available for buildings that have a record of outstanding maintenance violations. Additionally, such an incentive policy should require historic rehabilitation projects to have received a Certificate of Appropriateness by the HPC.

More conceptual building design concepts based on Downtown Farmington buildings are found in the DREAM *Building Design Guidelines* from June 2012.



The recent restoration of Farmington City Hall provides a good example of historically complementary redevelopment in Downtown Farmington..

280 E. Columbia Street

Existing Façade



Proposed Façade



- Remove awning. If the awning is to be replaced, it should be cloth and kept in good condition.
- Reestablish storefront:
  - Remove covering on transom and windows.
  - Restore original transom.
  - Restore bulkheads.
  - Restore display windows.
  - Restore entry door.
- Restore upper-floor windows.
- Restore masonry veneer.
- Consider using building lighting to add interest.

- Highlight building details with painted accent colors complementary to the building materials.
- Consider using window signage on this building as there is no clear sign band. Do not cover architectural details with signage.
- Business signage should be located above the main business entrance and only in appropriate locations that do not obstruct architectural details.
- The Streetscape along this block can be enhanced by adding landscaping, such as the proposed water gardens.

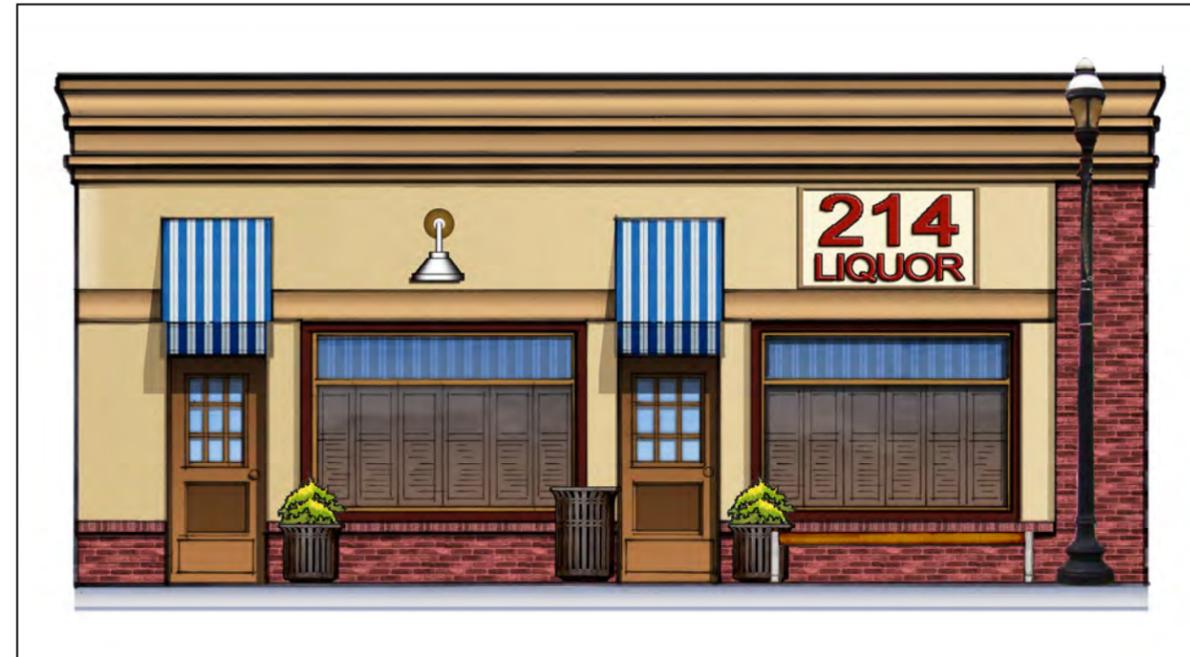
110 W. Liberty (Front Elevation)

Existing Façade



- Remove shingle canopy.
- Remove inappropriate signage.
- Restore display window.
- Install a simple cornice.
- Use canvas awnings of a complementary building color to draw attention to the store entrances.
- Restore masonry veneer.
- Consider flower boxes for these windows if this is not the main store entrance.

Proposed Façade



- Highlight building details with painted accent colors complementary to the building materials.
- Consider using building lighting to add interest to the building.
- Install flush-mounted business signage of appropriate scale, design, and lighting in the sign band.
- Business signage can be allowed on canvas awnings.

110 W. Liberty (Side Elevation)

Existing Side Elevation



Proposed Side Elevations



- Remove shingle canopy.
- Replace wooden covering with masonry veneer.
- Remove inappropriate signage.
- Extend the new simple cornice along the length of the side of the liquor store. The cornice along the remainder of the building should be maintained along with the details over the entrance to the computer store.
- Use a canvas awning that matches the awning on the Franklin Street side of the liquor store to draw attention to the main store entrance.
- Use a different awning color for the windows and entrances along the Liberty Street frontage to set these spaces apart from the liquor store use.

- Consider using building lighting to enhance the block rhythm and add interest to the expanses of brick wall.
- Highlight building details with painted accent colors complementary to the building materials.
- Install flush-mounted business signage of appropriate scale, design, and lighting in the sign band.
- Business signs should be located above the main business entrance and only in appropriate locations that do not obstruct architectural details.
- When the streetscape is installed on this block, benches, landscaping, and street trees will help soften the expanse of brick wall for pedestrians.

# DREAM Initiative • Downtown Strategic Plan

# City of Farmington

## Southeast Corner of Columbia and Henry Streets

Existing Vacant Lot



Proposed Infill Development

### Proposed Construction:

- Two story, historically sensitive, mixed-use building.
- Orient building to provide multiple storefronts along Columbia Street.
- Reserve first-floor for retail and upper-floors for residential lofts. The proposed illustration suggest three units of large size entitled "Farmington Lofts."
- Residential units are also proposed to have rear access and a covered patio/skylight area overlooking the parking lot.
- Provide parking behind the building in a lot that includes landscaping and rear access to the building.
- Provide a small outdoor seating area behind the building for a restaurant tenant.
- Maintain access drive between the new building and the existing jewelry store.



Northwest Corner of Columbia and Jackson Streets

Existing Buildings to be Demolished.



Proposed Infill Development



Proposed Construction:

- Multi-story, historically sensitive, mixed-use building.
- Reserve first-floor space for retail/restaurant use and upper-floors for offices.
- The illustration proposes **Accent Marketing** occupy the upper-floor office space, **Crown Valley Winery** establish a location on the first-floor oriented toward Columbia Street, and a bicycle shop be recruited for the frontage at the rear of the building that faces Jackson Street.
- The corner location proposed for the winery is illustrated with bay doors that can be raised to provide open-air seating.
- Some parking could be provided in the existing lot to the west and potentially behind the new building.



## DREAM Initiative • Downtown Strategic Plan

### PUBLIC INFRASTRUCTURE

This section of the Strategic Plan provides recommendations regarding the streetscape, parking areas, utilities, and other physical public aspects of Downtown Farmington. 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 City will send a strong message that Downtown is important and holds great potential by improving and maintaining public elements.

In Farmington, this task resulted in a plan to revitalize the existing streetscape, as well as apply similar concepts to Liberty Street. The focus of this plan was primarily on Downtown Farmington’s intersections, as well as an illustration of what a typical mid-block could look like in Downtown. These illustrations are shown in the Implementation Section on pages 32 through 37.

Other recommendations to enhance the overall public environment in Downtown Farmington, include:

- **Coordination of Public Improvements with an Overall, Complementary, Design Theme.** Existing Downtown public improvements are functional and well-designed, but are in need of maintenance. The City has TIF funding available to improve the existing elements and also has a plan to extend the streetscape to Liberty Street. Eventually, the City should work to expand the existing design to other streets in Downtown, particularly along Washington Street to the north. As future public improvements are designed, it is critical that new landscaping, lighting, and fixtures match or complement existing elements.
- **Improve Wayfinding Signage** The DDA and the City have installed wayfinding signage throughout Downtown. However, the sign text is difficult to read due to the faster traffic conditions encountered while traveling along Liberty Street. In some places the existing signs are not

installed at eye level or are obscured by trees or other street signs. Additionally, there are no gateway signs that announce to the traveler that they have arrived in Downtown Farmington.

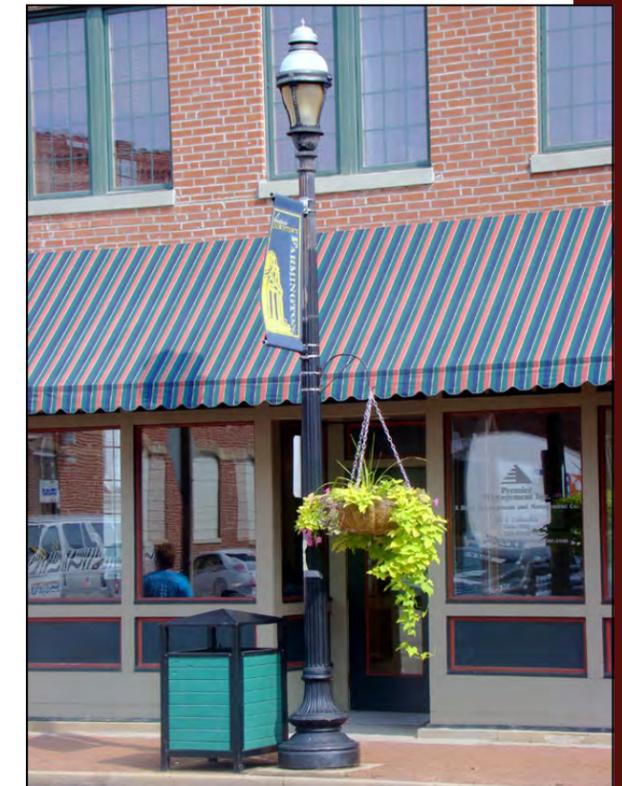
The DDA should work with the City to revamp the wayfinding system using TIF funding. A complete system will include the gateway signs and should include the concepts expressed on the map in the Implementation Section on Page 31. Downtown leaders should also consider defining the Courthouse Square Historic District and the East Columbia Historic District with signage. Additionally, several Downtown businesses felt that improving the wayfinding to Downtown Farmington from highways 67 and 32 is important.

- **Develop the concept of the “Center” of Downtown Farmington.** Several comments were received regarding the idea of developing a focus for Downtown Farmington where visitors and residents could gather. However, this concept is complicated by the linear layout of Downtown and the traffic flows on Columbia and Liberty Streets. There is a concentration of activity and building massing near the Courthouse that the City could build upon, but many events are held to the east at Long Memorial Park.

The effort to establish activity more in the center of Downtown will require public improvements such as closing a section of Jefferson or Washington Streets between Liberty and Columbia. This would not need to be permanent, but could provide a place for DDA events to be held. This idea will also require involvement from nearby banks that have acquired property for parking lots.

Other public infrastructure recommendations can be found in the Schedule of Recommendations on Page 40 and in the *Streetscape Revitalization Plan* from March 2012.

## City of Farmington



Examples of existing streetscape elements found in Downtown Farmington.

# DREAM Initiative • Downtown Strategic Plan

## City of Farmington

### RESIDENTIAL MARKET

The residential market in and surrounding Downtown Farmington has a strategic relationship to Downtown. It is from these residences that businesses will draw customers and events will obtain attendees. Visitors to Downtown must pass through these neighborhoods. Farmington has many sizeable historic homes near Downtown, particularly along the approach from Highway 67. A strong residential market will help maintain property values throughout the area.

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

- **Encourage New, High-Quality Rental Units**

The residential demand analysis indicated there is potential demand for 115 market rate rental households and 48 affordable senior households over the next few years. City officials and staff should work to identify housing developers that may be interested in existing sites or rehabilitation of upper-floors in available buildings. Rental units are an important part of the housing cycle that will help maintain a vibrant atmosphere in Downtown. However, the City must insist on high-quality units to develop a strong, high-value rental market. The City should also encourage innovative living arrangements such as live-work uses and lofts.

The City should not encourage the conversion of large single-family homes into multi-family units or group homes. This type of conversion does not enhance the value of the property and typically leads to inferior rental units. Some survey participants noted that there are examples of this conversion, particularly into group homes. The City should monitor this situation to keep this from happening to the surrounding, stately, single-family homes.

- **Develop Added Downtown Amenities**

In addition to encouraging residential projects that can meet the housing demand identified by the MHDC analysis, the City and DDA 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 Farmington residents and develop demand for more housing units. Most of these amenities, such as building conditions, added retail businesses, and streetscape improvements also feed into other DREAM tasks to create a vibrant Downtown atmosphere.

Complete information on the Farmington housing market is found in the *DREAM Residential Demand Analysis* from September 2011.



Examples of the range of housing conditions found in Downtown Farmington.

**RETAIL MARKET**

Retail development is an important and visible component of a successful downtown. The Retail Market Analysis undertaken as part of the DREAM Initiative identified challenges and opportunities of retail development, including an analysis of retail supply and demand in Farmington. The Retail Analysis identified a total of about 594,000 square feet of first-floor commercial space in Downtown Farmington in October of 2012. This space included:

- 12,600 square feet of restaurant (900 vacant)
- 118,500 square feet of retail (23,400 vacant)
- 218,800 square feet of office/svc. (21,400 vacant)
- 13,600 square feet of mixed-use (5,900 vacant)
- 144,200 square feet of Public/Inst. (4,000 vacant)

Of the total occupied space, there is about 115,000 square feet of restaurant, retail, or mixed-use space generating sales taxes. Including the existing vacant space and residential uses, over 80% of Downtown space does not generate sales tax. With the public/institutional space, just under 25% of Downtown space does not generate property tax.

At the time of the Retail Analysis, the existing occupied retail space was generating about \$128 in retail sales per square foot and the existing restaurants were generating about \$373 per square foot. For restaurant sales, the Retail Analysis uses, a more conservative, \$250 in sales per square foot. Based on this data, if Downtown Farmington could fill the 52,000 square feet of commercial vacancy, it could mean an increase of \$6 to \$13 million in additional annual sales.

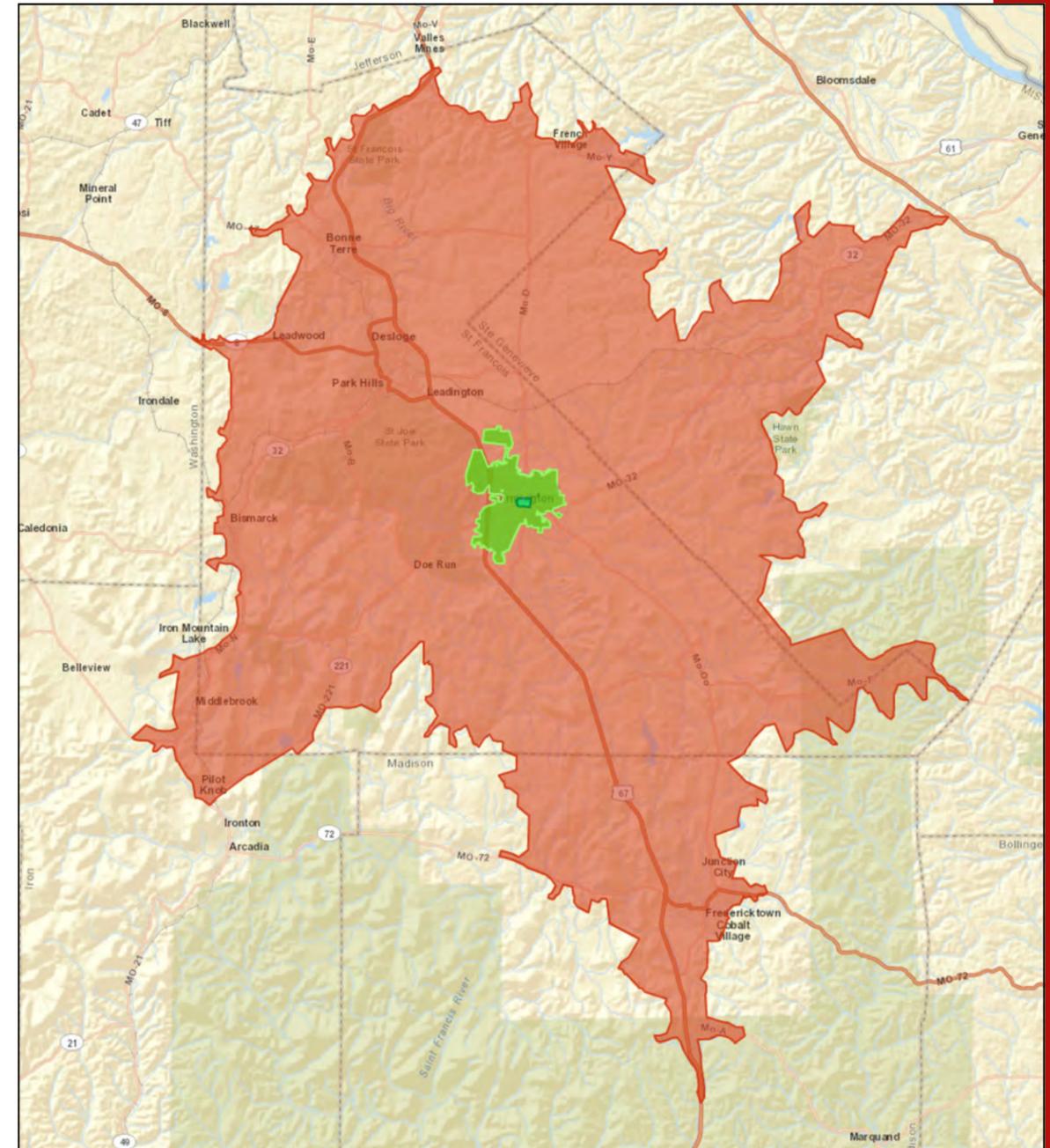
Retail demand is analyzed by examining retail spending data for households in a primary trade area (the City limits of Farmington) and a secondary trade area (households within a 25-minute drive of Downtown Farmington). A map of these trade areas is shown on this page. Comparing sales data to demand data provides a measure of the performance of the Downtown retail sector and identifies unmet retail demand that can be compared to specific categories of products. With this methodology, unmet demand was identified across retail sectors. Downtown leaders could create economic development polices to attract new stores offering these types of products, and/or encourage existing merchants to adapt their stores to add these types of products.

The retail analysis indicates that the amount of unmet retail demand could support an additional 94,000 square feet of retail/restaurant space. While this amount is almost double the amount of space available or that could be readily converted to retail/restaurant uses, it is possible to add a significant amount of such space and serves to illustrate that retail demand potential exists for Downtown Farmington to capture. The analysis indicates that this unmet retail demand exists for stores providing products in the categories of:

- Groceries
- Electronics and Appliances
- Clothing
- Books, Periodicals, and Music
- Jewelry, Luggage, and Leather Goods
- Sporting Goods/Hobbies/ Musical Instruments

While the Focus Group participants and the Community Telephone respondents both identified restaurants as one of the most desired businesses, there is little demonstrated unmet demand for this category. There may be opportunities for existing Farmington restaurants to expand or relocate to a Downtown location, but a new restaurant may find the Farmington market difficult to enter.

To complete the retail demand analysis, existing vacant locations were compared with potential store types. The results were illustrated in a Potential New Retail Map, shown on Page 26. Specific store types were proposed for each vacant location. However, this map provides just one possible solution to fill vacant scape and is meant to encourage City leaders to consider the impacts of new businesses as they locate in Downtown.



Downtown Farmington Primary and Secondary Trade Areas.

In addition to recommendations for existing vacant buildings, the DREAM Retail Analysis suggests that there should be a Downtown focus for economic development incentives. Downtown is at an intrinsic, competitive disadvantage with the businesses near highway 67. By developing incentive mechanisms to attract businesses to Downtown, the City helps level the playing field between business locations. This will also give the City the ability to help existing businesses expand in Downtown, rather than relocate to a bigger location elsewhere in the City. As Downtown retail demand increases, the City should also work to decrease the amount of non-retail space. There are currently many office, service, and social service organizations located in Downtown along Main Street. The City should monitor this situation and attempt to adjust the business mix if possible.

All of the recommendations for improving Downtown Farmington's retail sector are found in the Farmington DREAM Retail Market Analysis Report from October 2012. Primary recommendations include:

- **Strengthen Existing Businesses**

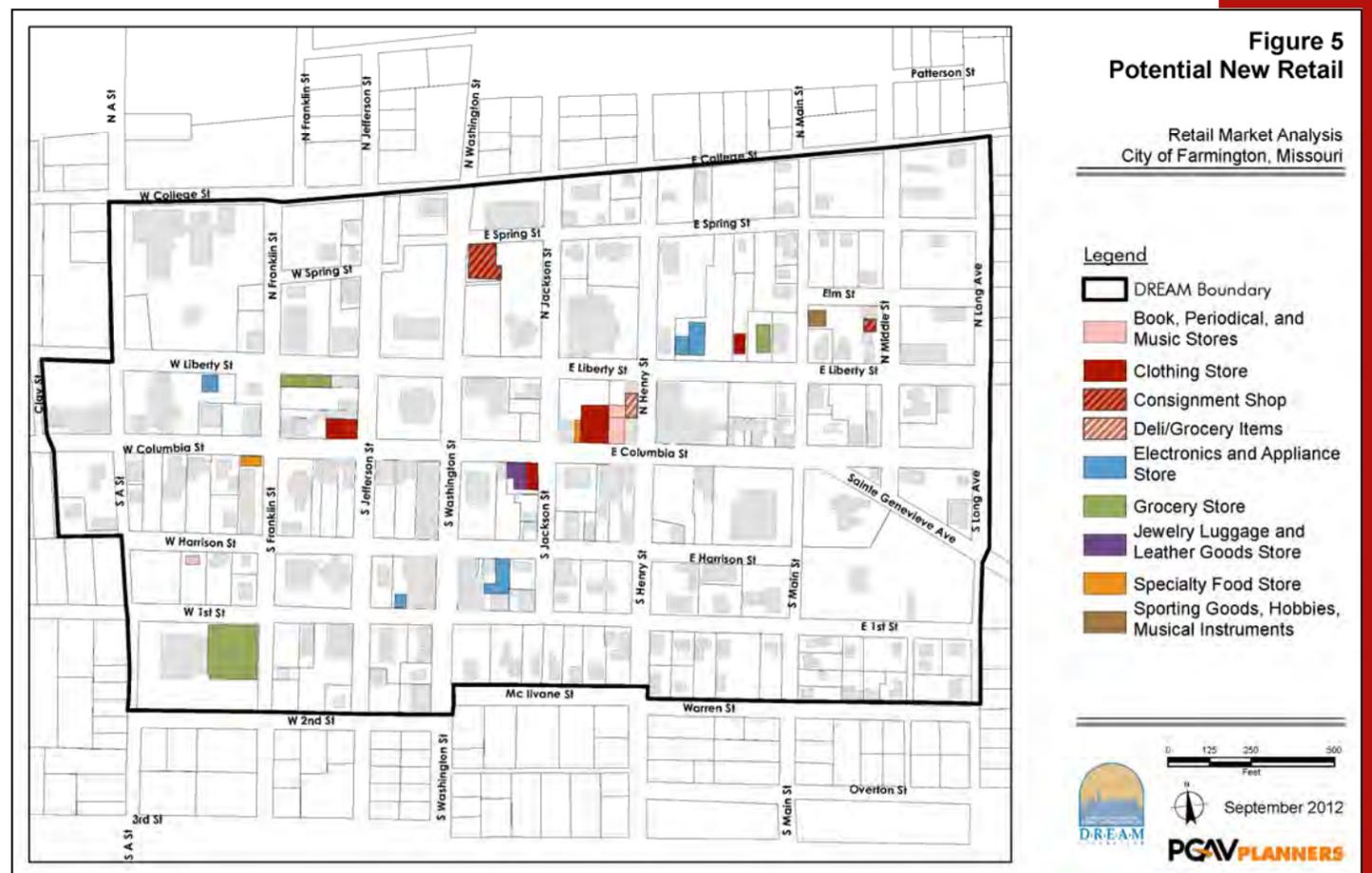
The DDA should work with the City and Chamber to develop programs that will help existing businesses to better serve their customers. Information and techniques to deal with marketing, products, presentation, displays, customer service and expanded hours of operation are important for businesses to succeed.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

The City of Farmington provides a wide-ranging, multi-media, marketing effort funded through the City's hotel/motel tax revenue. A brochure for Downtown is included, but this advertising is for attracting visitors to the City overall. This effort should improve existing Downtown retail, but this is dependent upon how well each merchant can attract existing visitors. There is little marketing aimed specifically at attracting new residents, businesses, or potential developers. The City should seek to improve its marketing by reaching other markets and by providing a focus on Downtown.

- **Encourage Infill Development**

As noted, there are a few vacant lots or buildings in Downtown Farmington that represent opportunities for infill construction. The analysis also notes that there is a significant amount of Downtown space that does not generate sales or property taxes and there appears to be unmet demand that would support more retail space than is currently or readily available. The City should also encourage office and services uses to occupy locations on side streets or in upper floors; reserving prime ground-floor locations for retail.

The DDA can assist in these important efforts by connecting Downtown property owners with reputable contractors and the appropriate City staff. The DDA should maintain communication with the Chamber to identify businesses elsewhere in the City that may need a second location. Downtown should be promoted as an alternative to locating in another City.



The Potential New Retail Map from the Farmington Retail Market Analysis.

**FINANCIAL MECHANISMS**

The Financial Assistance Review analyzed several funding mechanisms that are available to Downtown Farmington 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. Farmington has an existing Tax Increment Financing (TIF) District in place for Downtown, as well as a lodging tax. While these mechanisms are important and significant to Downtown projects, they have limitations on how the funding can be used. The City has further limited the funding source of the TIF District to sales taxes and primarily has used it to construct public improvements. The existing TIF also has bond obligations to meet.

The DREAM Financial Assistance Review is focused on obtaining a stable and flexible funding source for the DDA as it pursues projects and programs. Potential mechanisms include a Community Improvement District (CID) and a Local Option Economic Development Sales Tax (EDS), as well as historic tax credits, low income tax credits, participation tax credits, and adjustment to the existing TIF. 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.

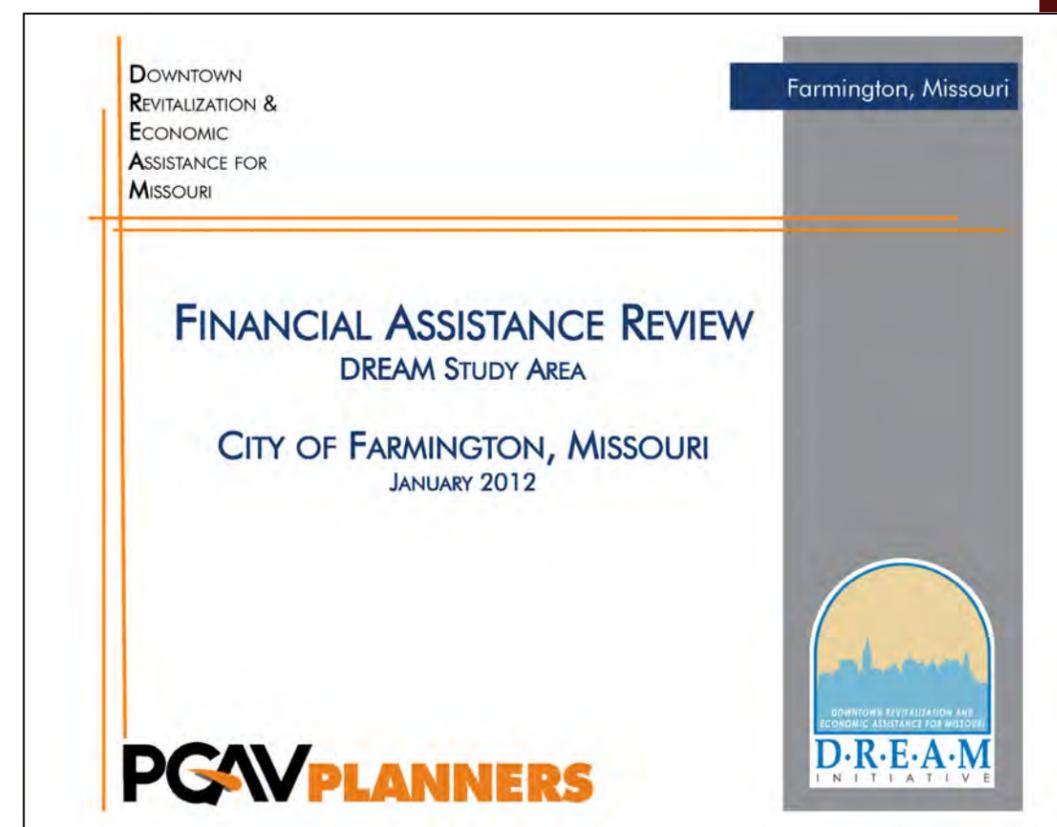
Information on a CID and an EDS, includes:

- **Community Improvement District (CID)**  
With a CID, the municipality, in cooperation with property owners, can establish an additional sales tax within the District boundary, an additional property

tax levy, or some combination of both. The Financial Assistance Review considered a CID for the DREAM Boundary 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. A CID forms a new administrative board to oversee the district and has involved establishment procedures. The CID Board may have some overlap with the DDA membership and should include DDA input. The DDA will also need 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 generate about \$150,000 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 property tax assessment to generate another \$50,000 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.



Farmington DREAM Financial Assistance Review.

The Financial Assistance Review projects EDS sales tax revenue for the City of Farmington 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
- Infrastructure for industrial or business parks
- Extension of streets
- Public Facilities directly related to economic development and job creation
- Providing matching dollars for state or federal grants

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

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

Based on historical data, the financial review estimates that Farmington could generate \$1.5 million in total annual tax revenue from an EDS; with potentially up to \$825,000 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. As indicated in the Community Survey section on Page 14, respondents to the telephone survey noted some support for a new sales tax. However focus group participants were less supportive. The DDA will need

to champion the effort and clearly 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.

Detailed statutory requirements and procedures regarding incentive tools available to Farmington are provided in the *DREAM Financial Assistance Review* from January 2011.



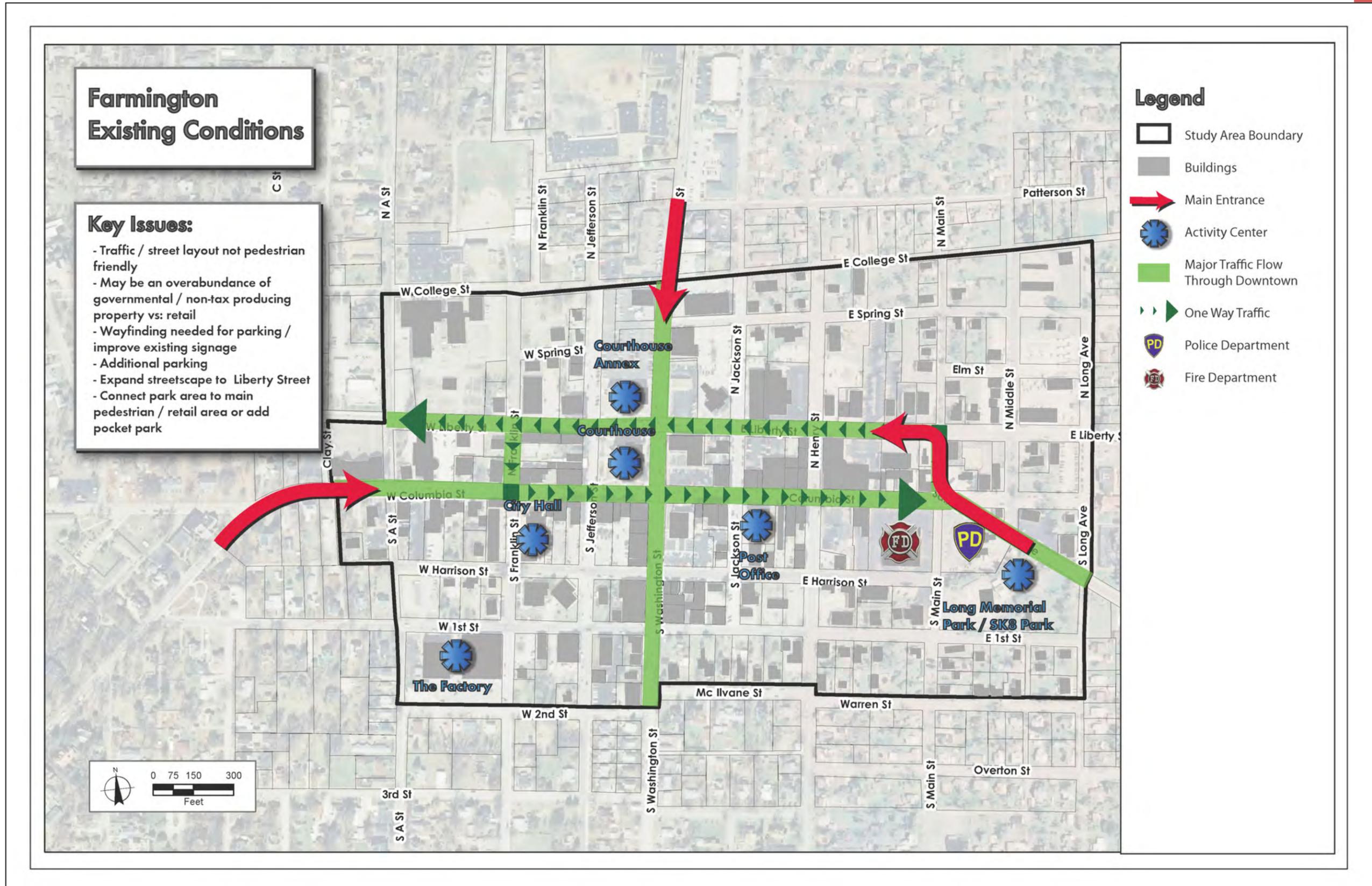
The benefits of any incentive district should be promoted. The above sign is found in the City of Kirksville, Missouri.

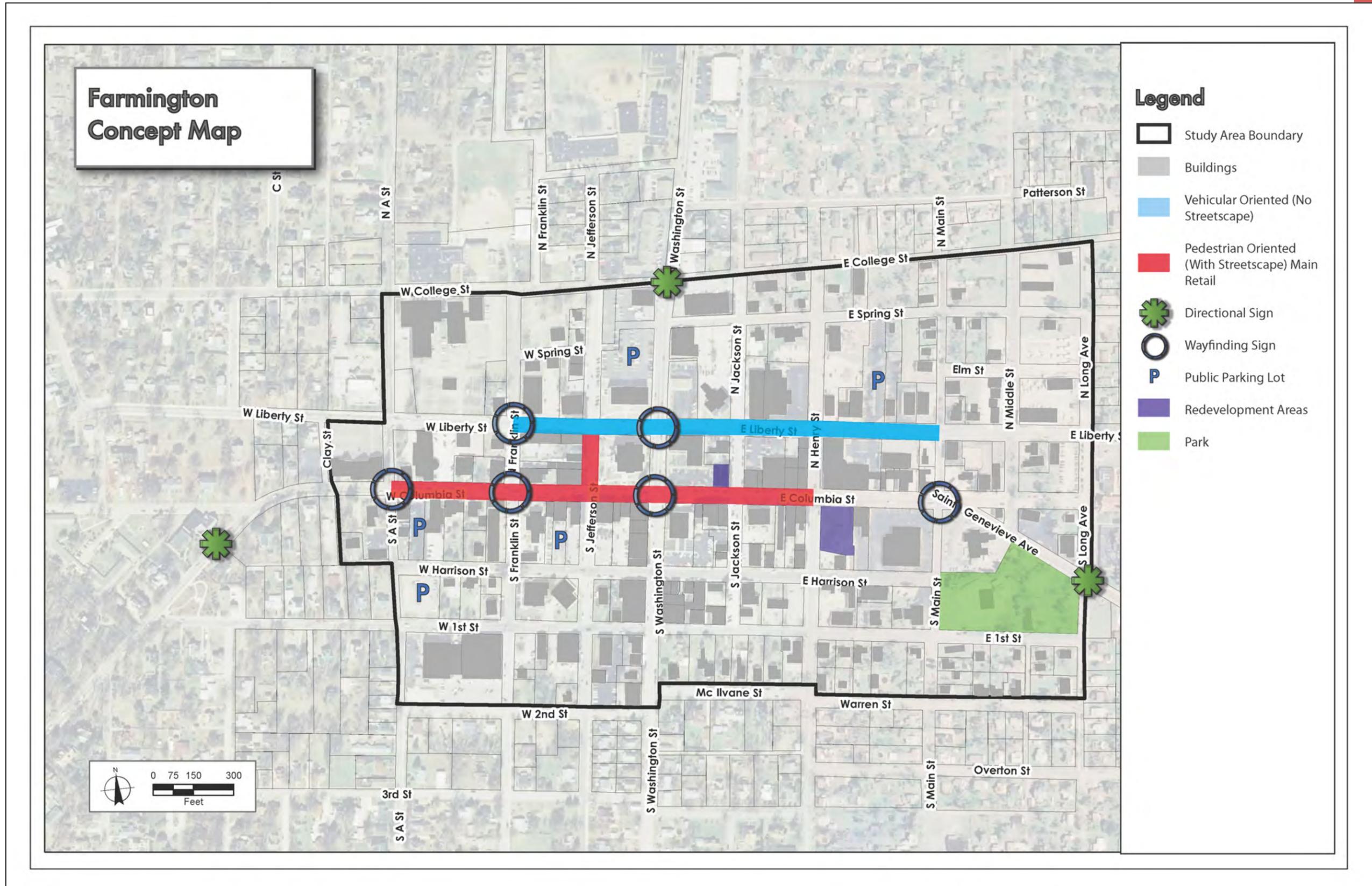


### IMPLEMENTATION

The DREAM Initiative planning process involved a series of analytical and planning activities for Farmington that have been outlined in the previous sections of this document. This Downtown Farmington 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.

Included in this section is concept mapping, illustrations for the intersection concepts along Columbia and Liberty Streets, and an implementation schedule. The concept mapping includes a map of existing conditions and issues noted at the outset of the DREAM process and a concept map showing potential future activities.

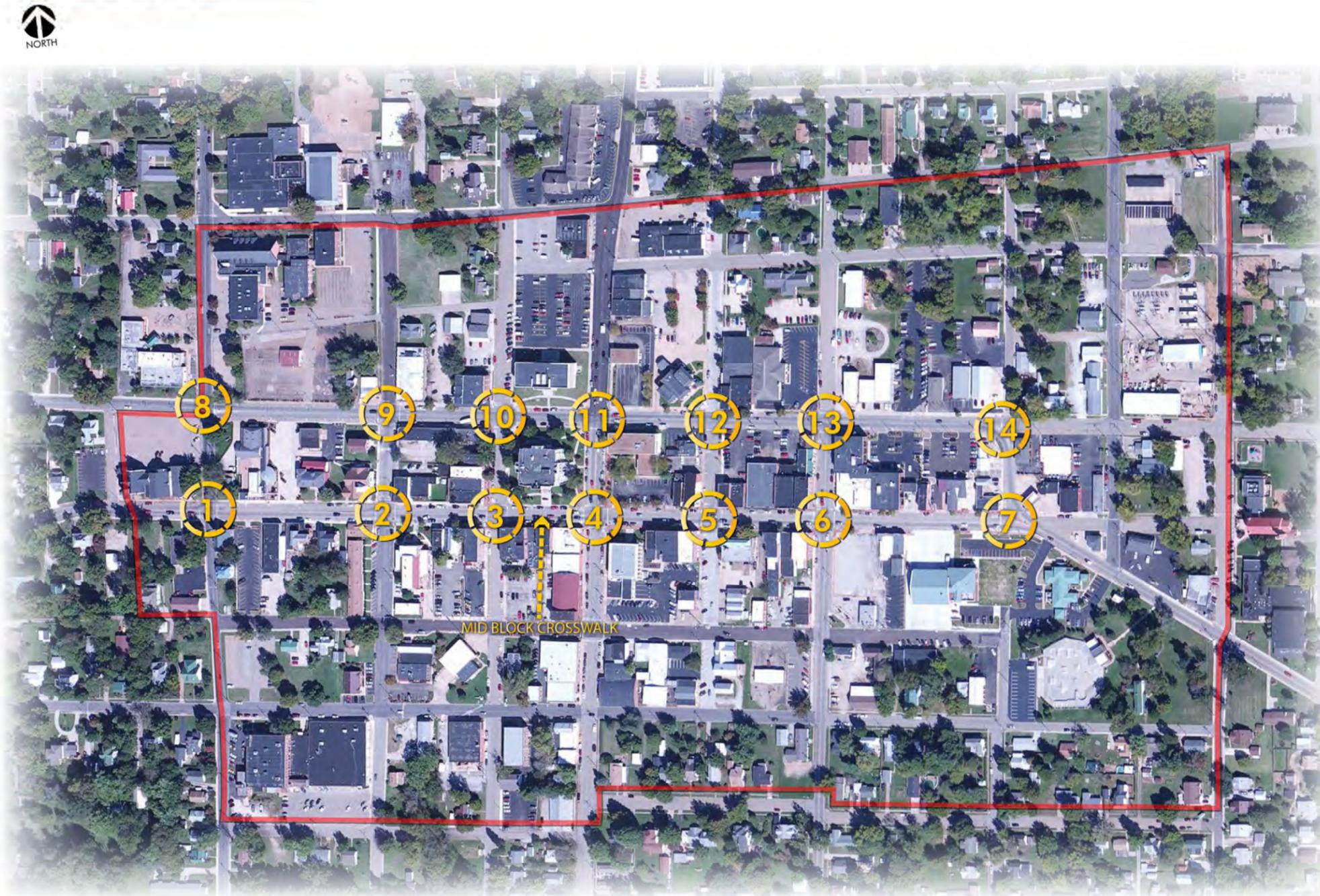




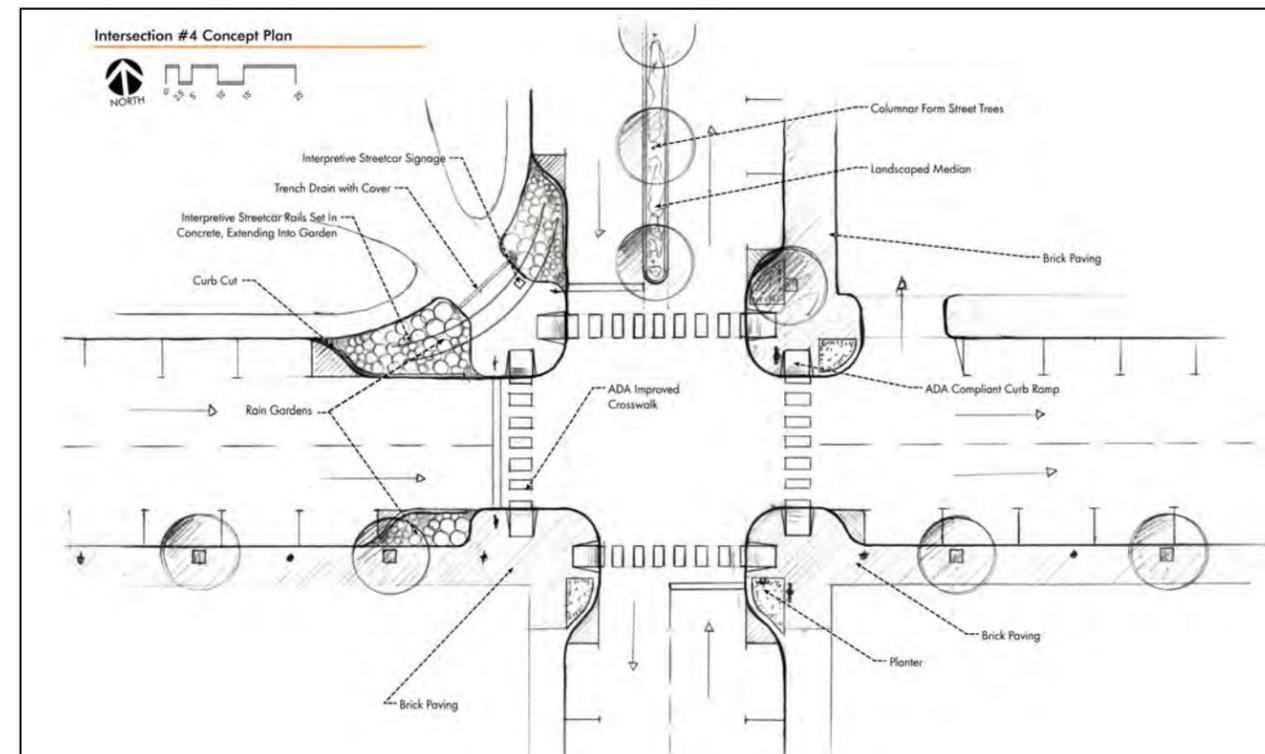
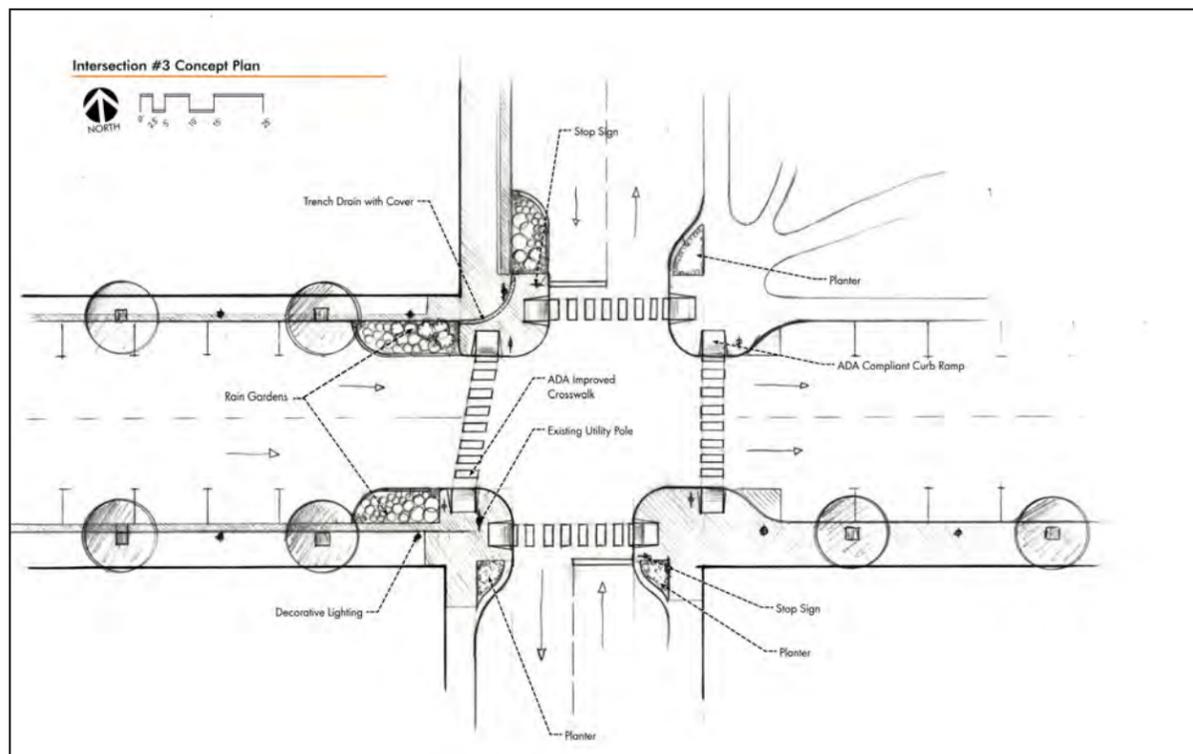
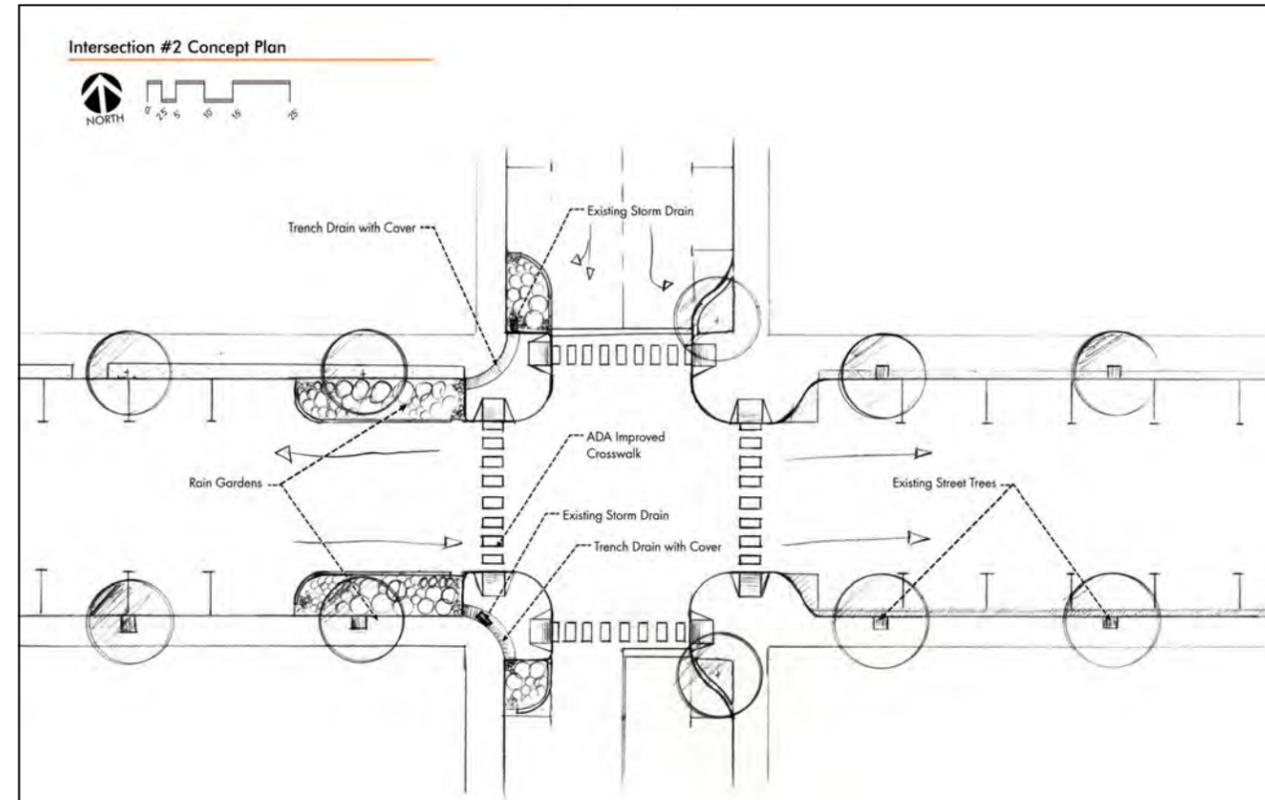
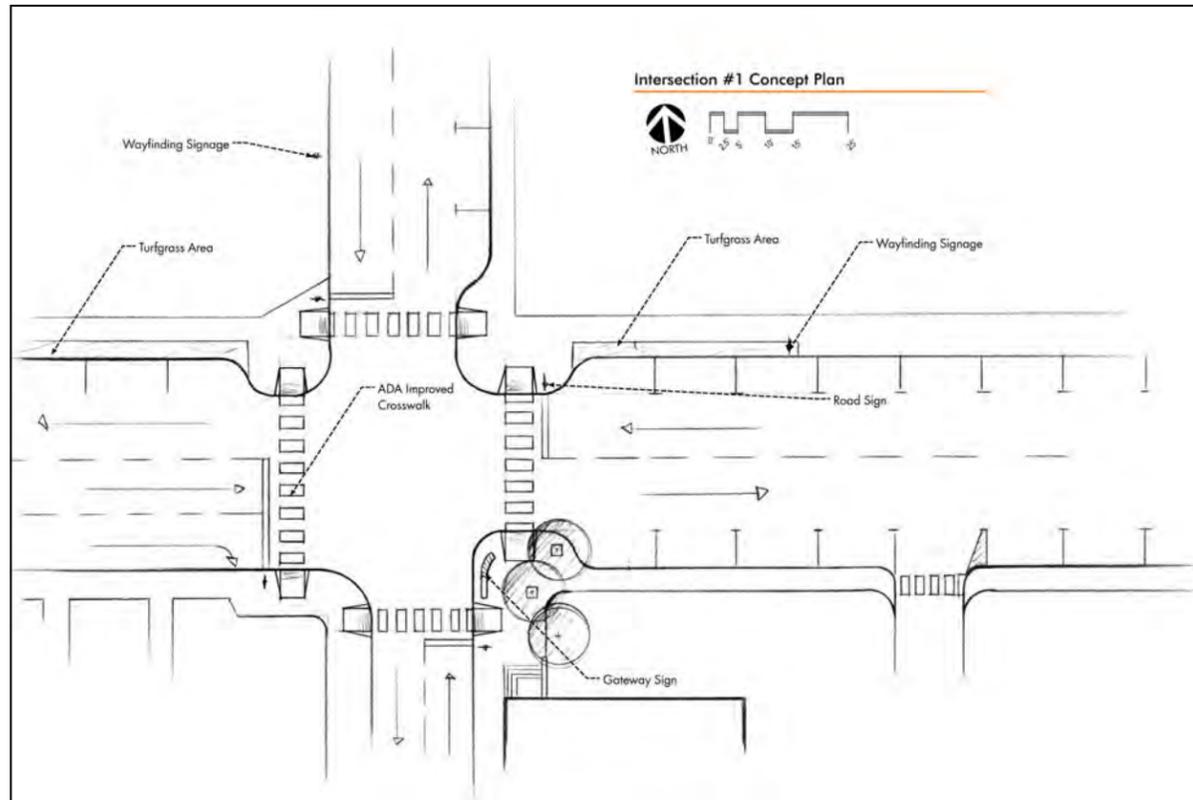
INTERSECTION CONCEPTS

The Farmington Streetscape Revitalization Plan included detailed concepts for 14 intersections along Columbia and Liberty Streets, as well as a proposed mid-block crosswalk section by the Courthouse. Preliminary cost estimates were also provided with the total project estimated at \$1.6 million. A map key to the intersections is shown below and the intersection illustrations are included on the following pages.

Intersection Numbering Diagram

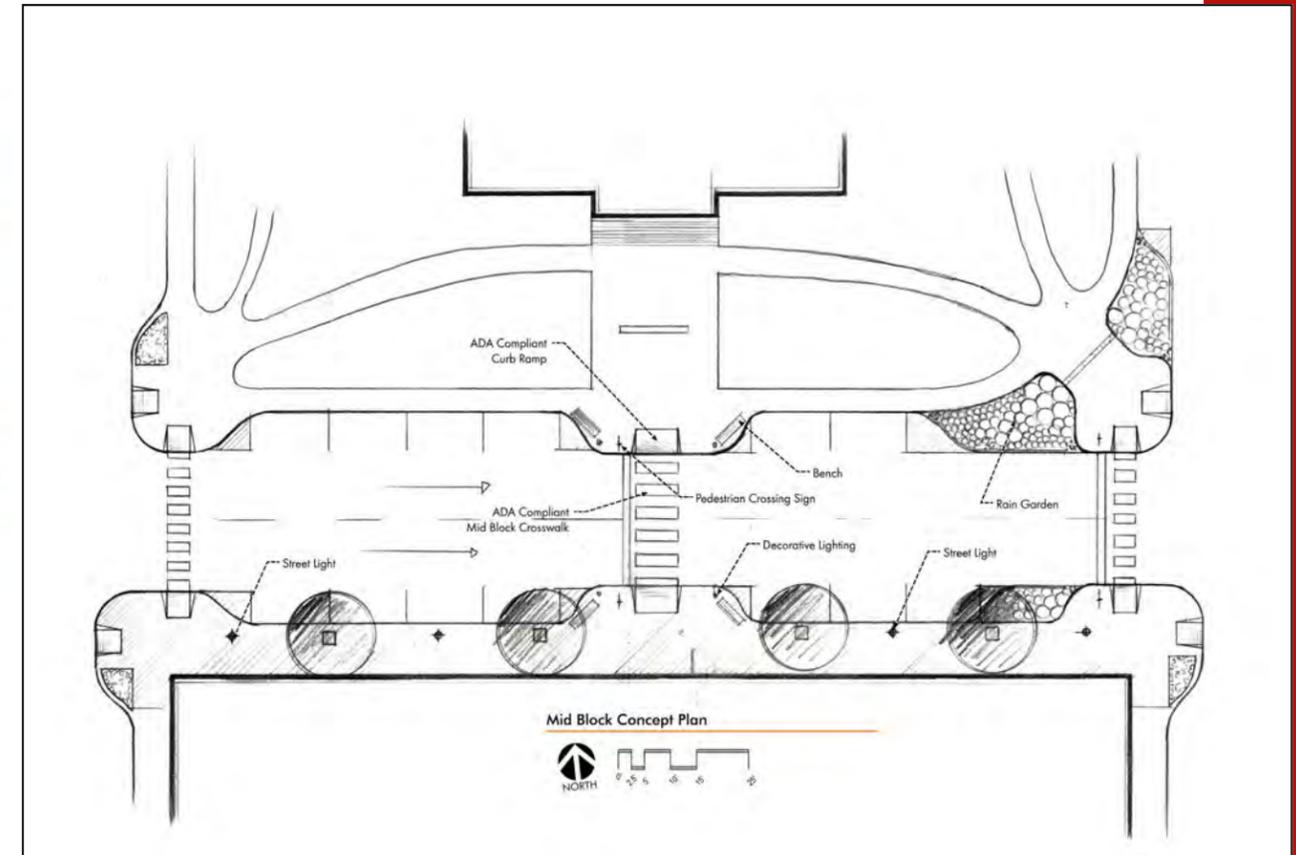


Farmington Intersection Concepts 1 through 4.



Farmington Mid-block Crosswalk Concept between Intersections 3 and 4.

The proposed view looking east on Columbia Street.



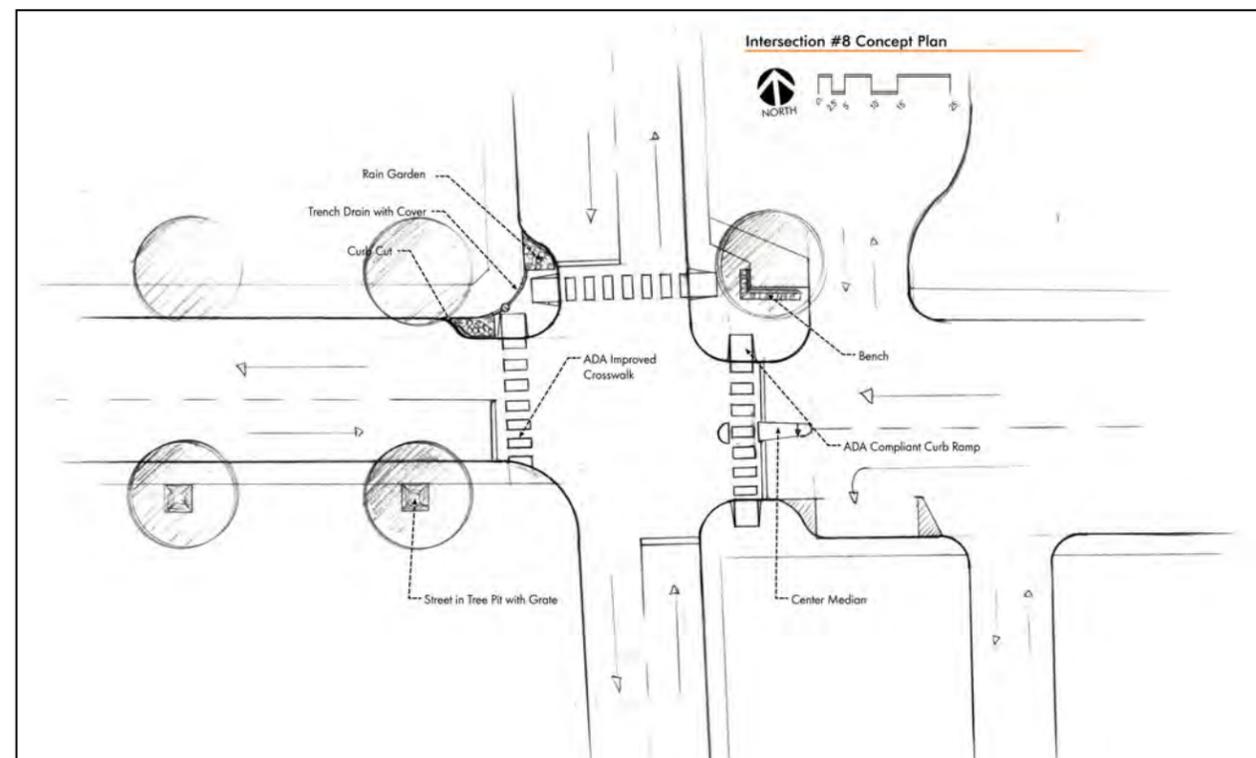
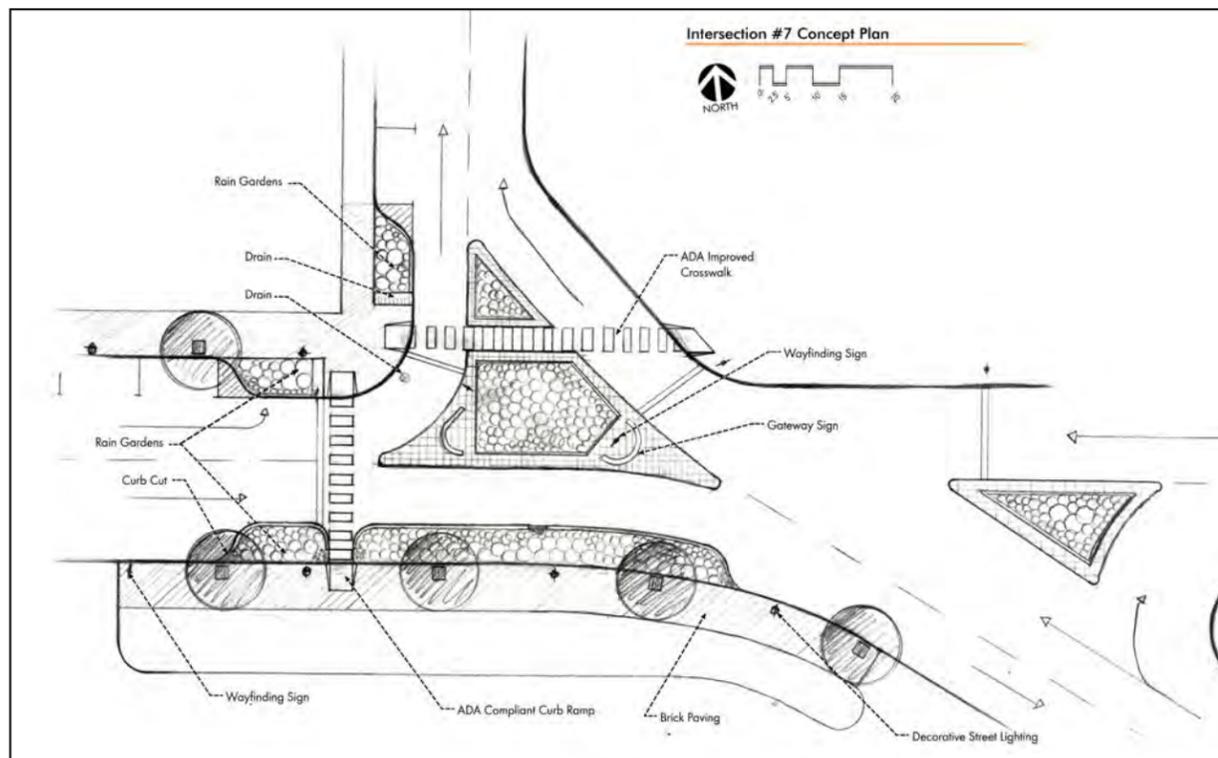
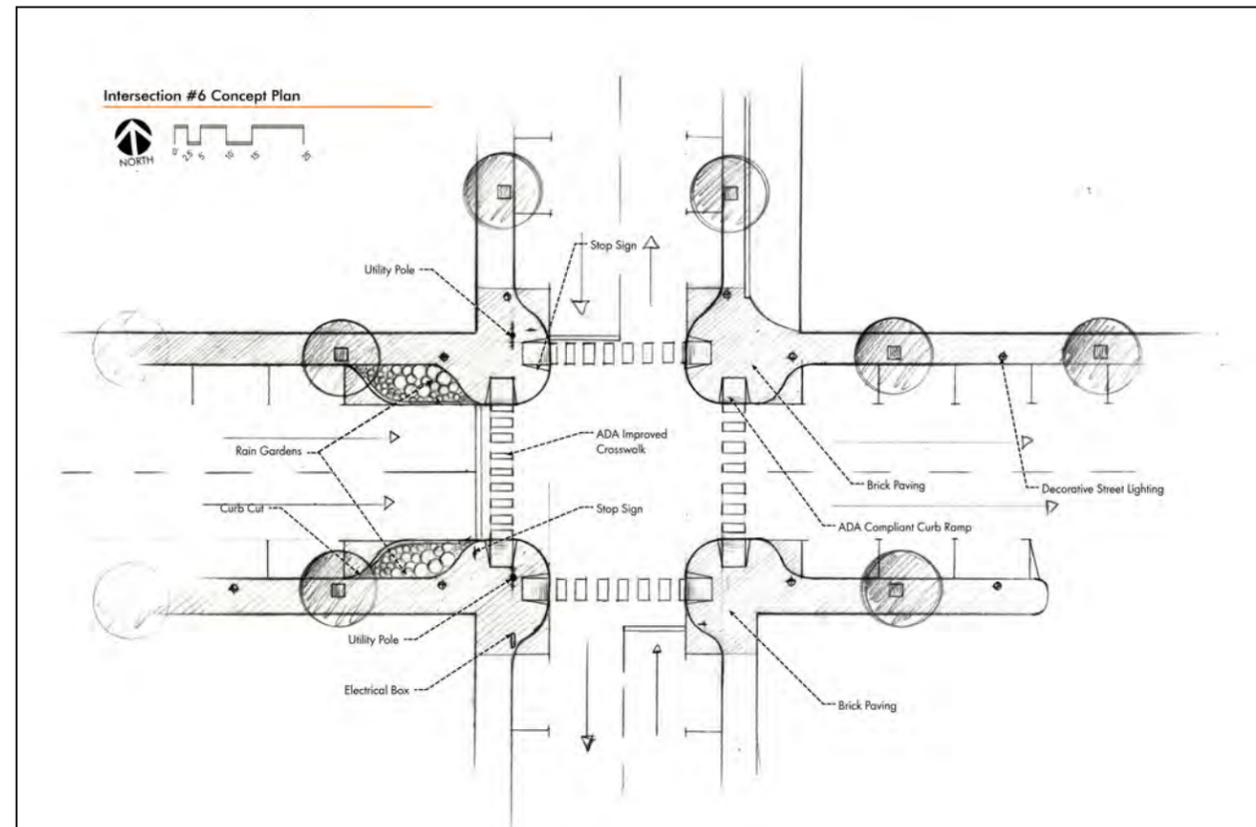
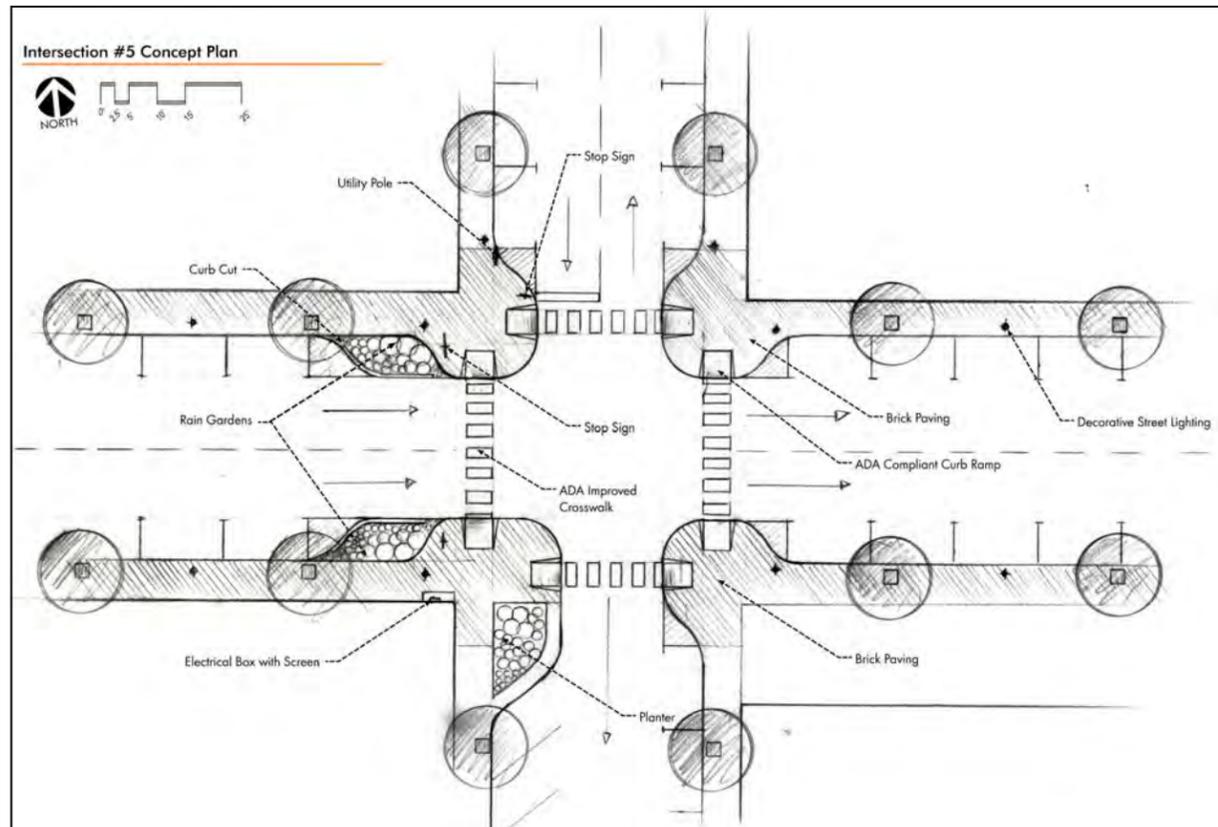
**Typical Stormwater Planter Perspective View**



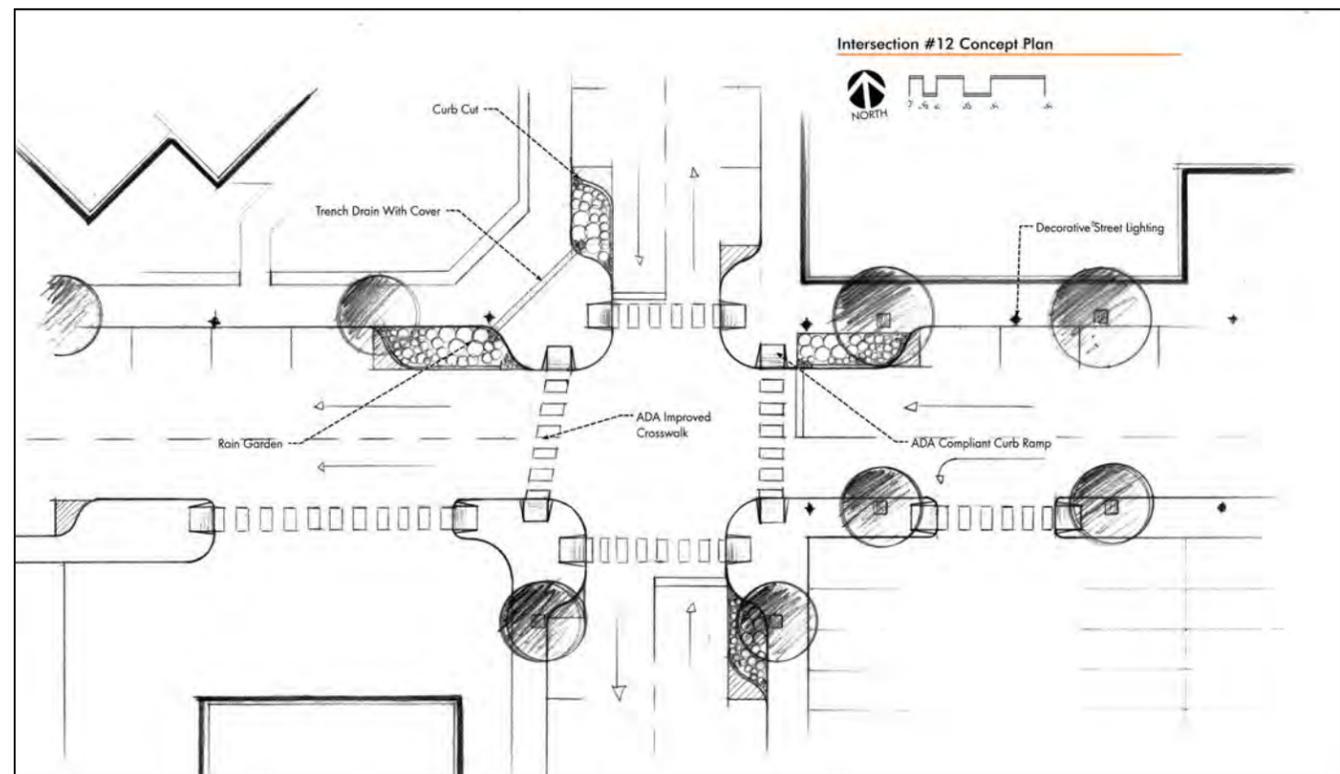
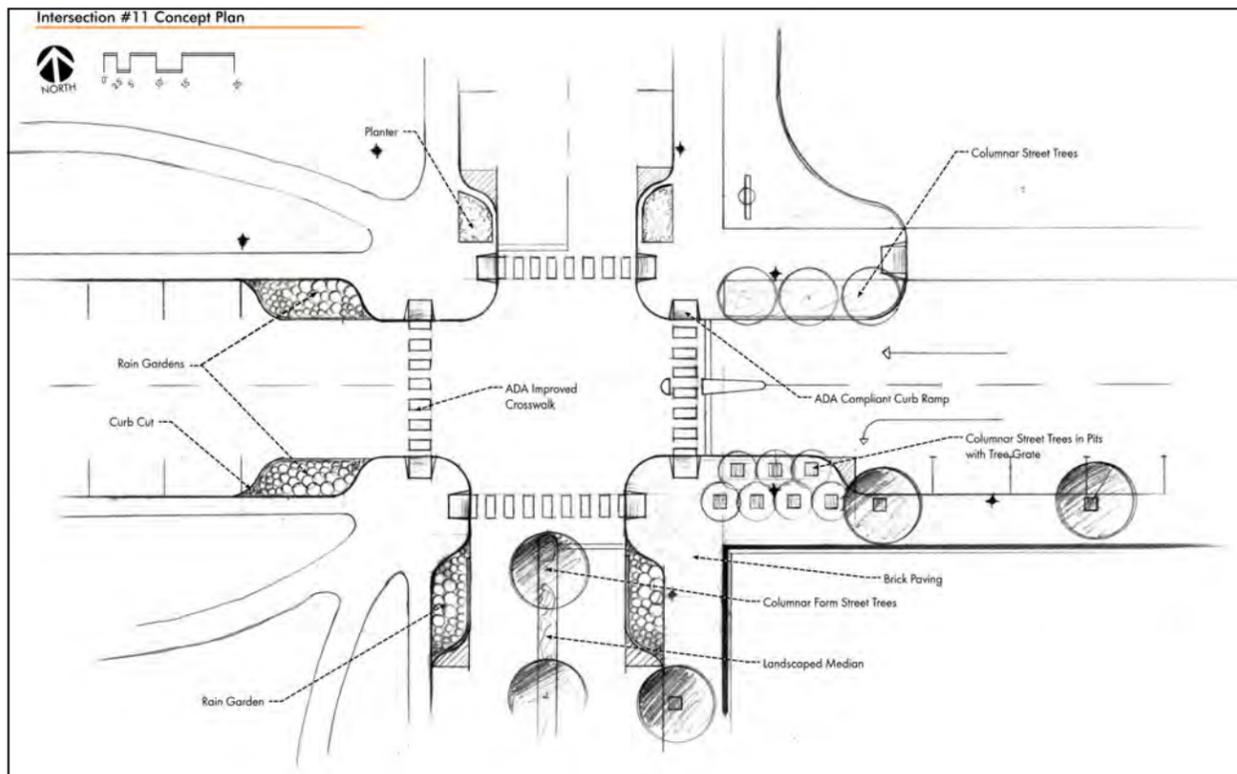
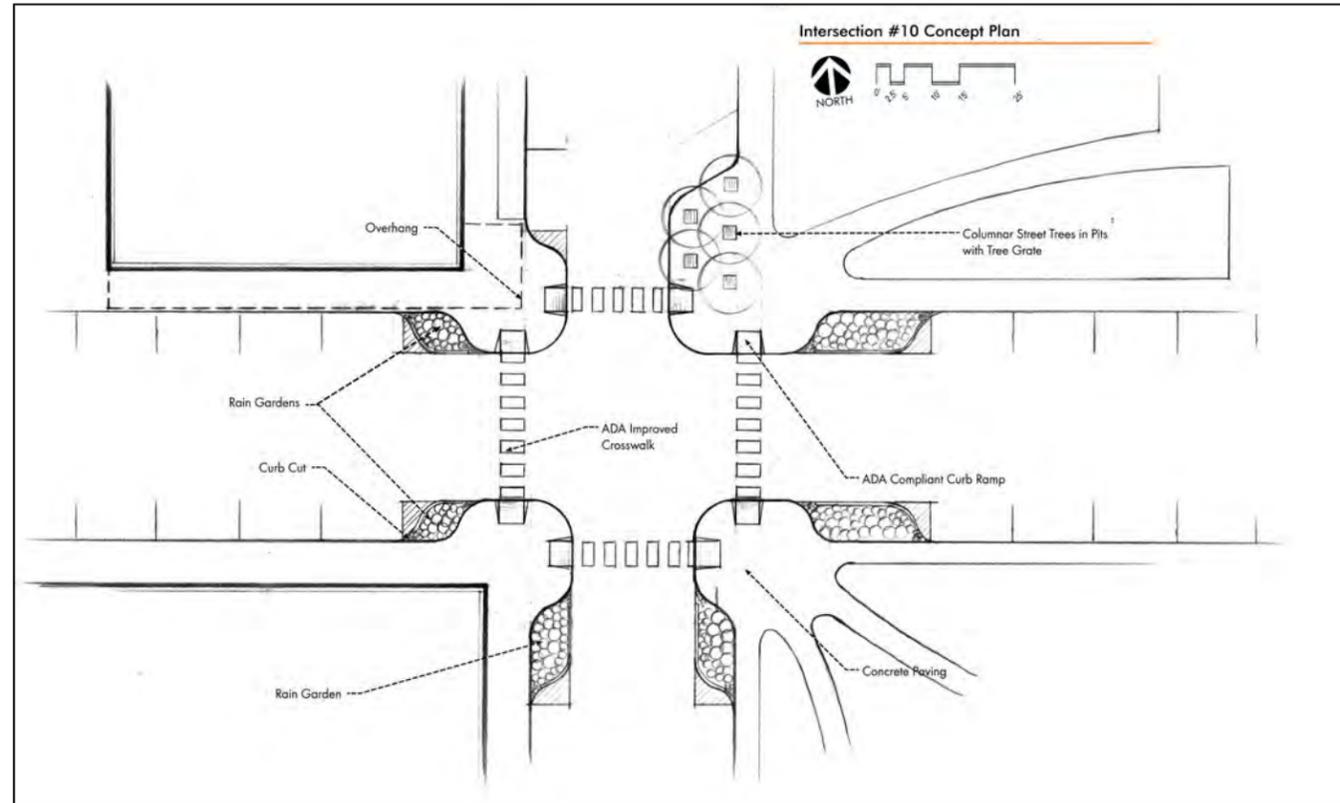
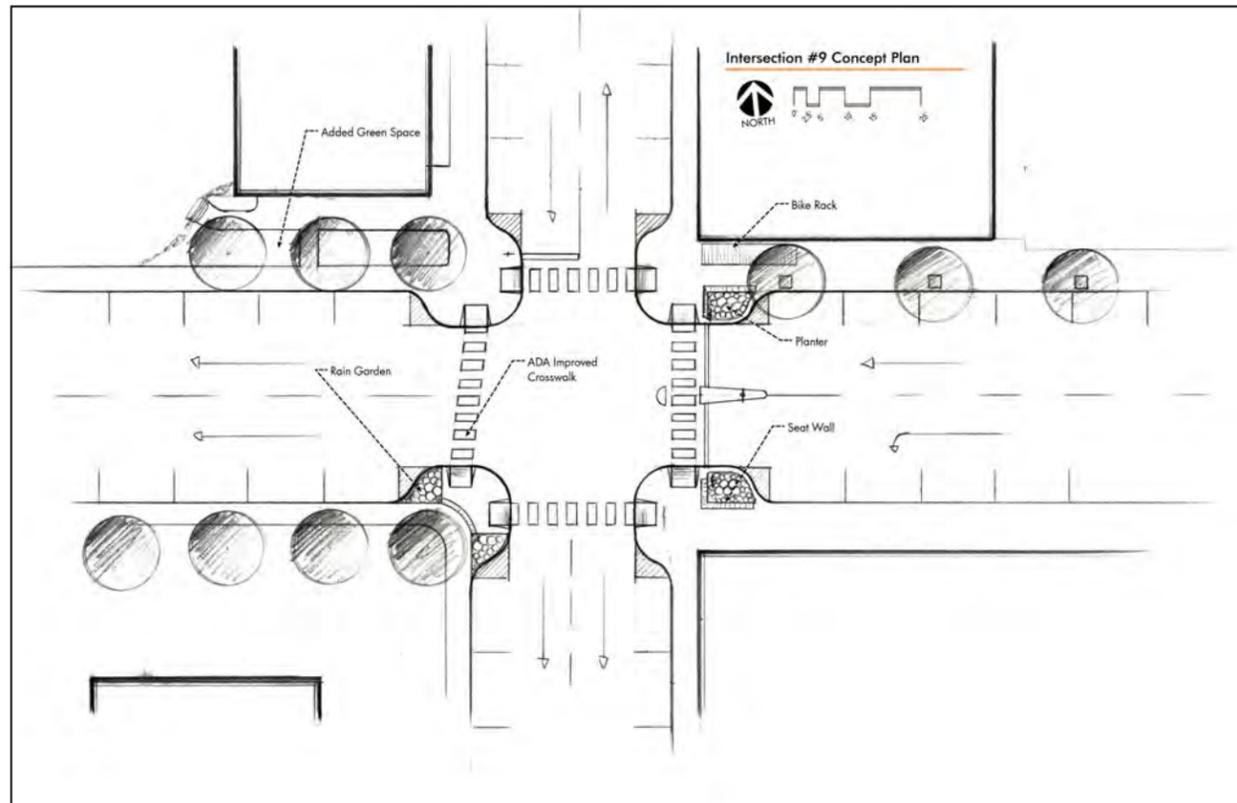
**Corner Bump-out Perspective View**



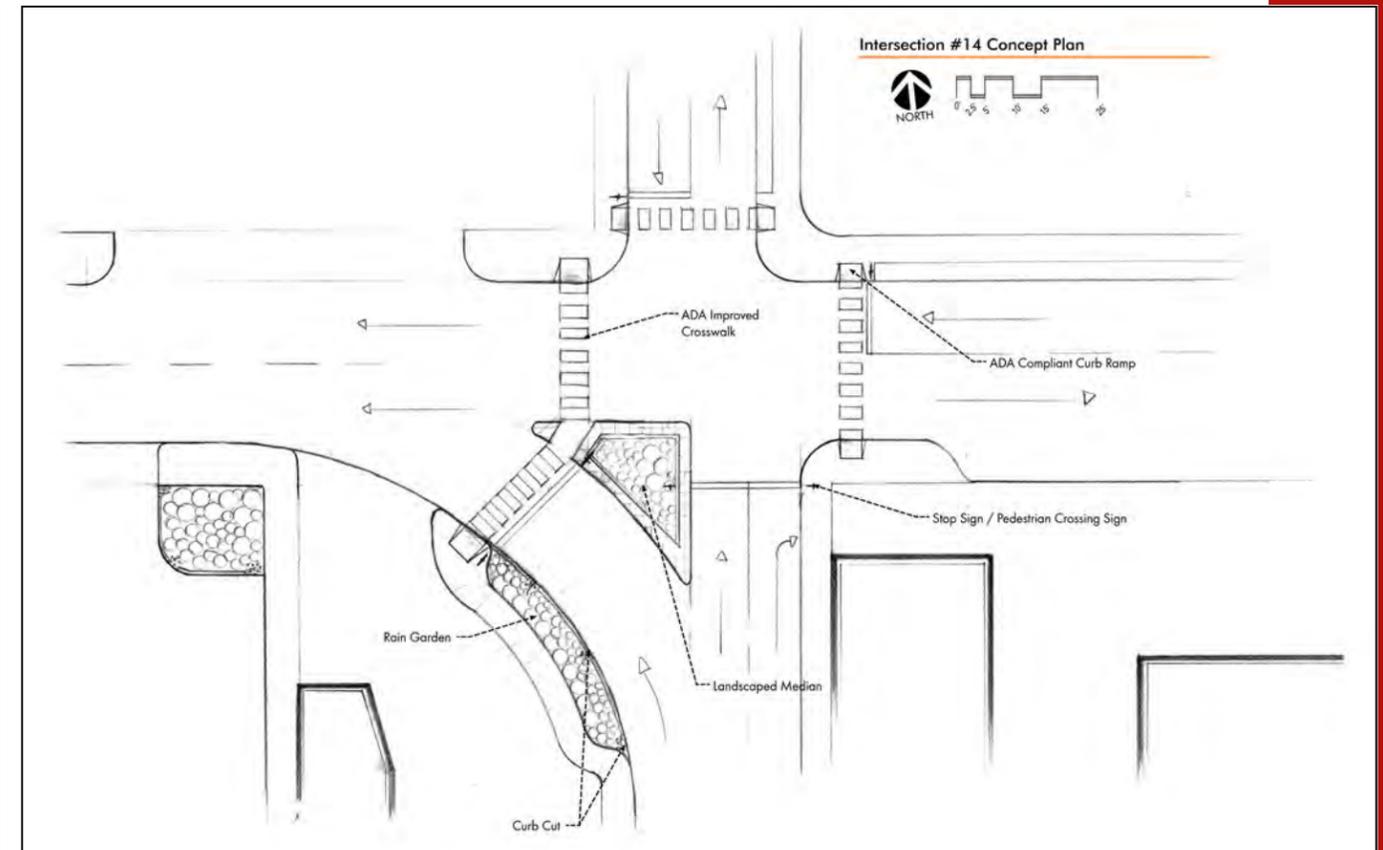
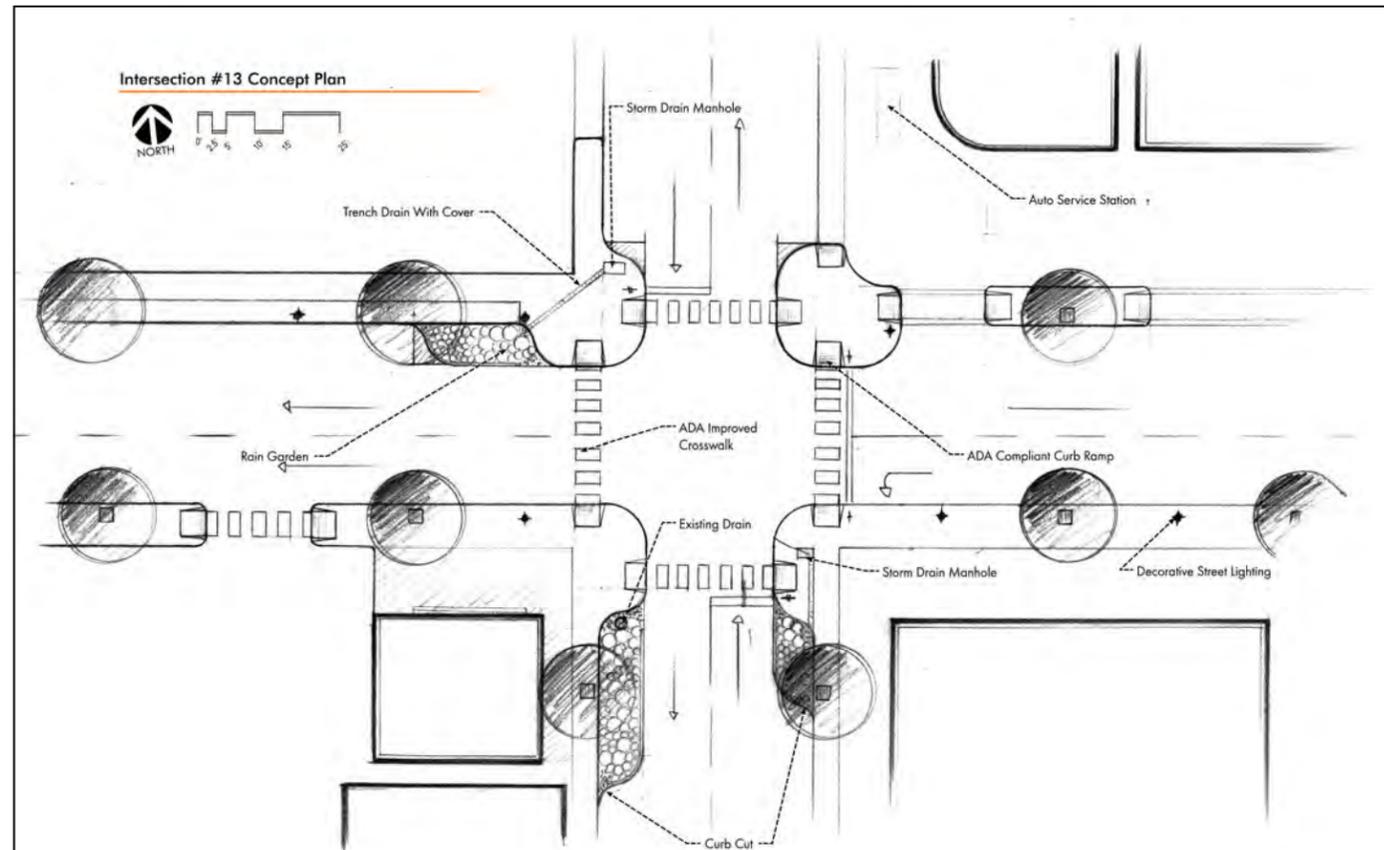
Farmington Intersection Concepts 5 through 8.



Farmington Intersection Concepts 9 through 12.



Farmington Intersection Concepts 13 and 14.



Organizational Structure						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
1 Hold a Downtown Farmington retreat or joint meeting.	All groups need to be brought together to discuss the services they are each providing for Downtown, the services they think Downtown needs that are not being provided, and the services they would each like to provide. The case for Main Street revitalization needs to be the focus of this meeting/all day retreat. The City can start this process, but make it clear that leadership needs to emerge from the Downtown interests, such as the DDA.	City	Downtown Development Association (DDA), Chamber, Tourism & Convention Bureau (TCB), Historic Preservation Commission (HPC), etc.	3rd Quarter 2014	The DDA has been in operation for years. This is not the establishment of a new group, but rather an adjustment of necessary roles regarding Downtown and a show of support. The point of the retreat should be to refine the DDA mission and encourage leaders that will agree to drive the organization with a lesser amount of involvement from the City staff.	
2 Develop a DDA Annual Work Plan	The DDA should develop a work plan after the joint meeting is held and Downtown services are determined. This plan will likely need some level of approval by the City as the City is funding the DDA at the moment. However, if a service is needed, it is critical that it is included in DDA plans even if funding is not expected to be readily available.	DDA	City	3rd Quarter 2014	The group should also try to have broad representation on the Board. Providing for City representation at all times, and perhaps including permanent Chamber and TCB representation. If this requires rewriting the by-laws, then this is the time to do so.	
3 Adjust DDA Committees, if necessitated by the Work Plan	The leadership of the DDA should then meet and determine any committee changes or adjustments to the bylaws. This meeting also needs to be shared with the rest of the membership and may be a chance to ask for volunteers to participate in said committees.	DDA		4th Quarter 2014	The group should try to match interests and skills with appropriate committees, using the current Main Street Structure. Volunteers need to have a meaningful task in which they believe.	
4 Hold a meeting regarding Downtown incentive use and potential changes or new mechanisms	The implementation of a CID is also a financial mechanism recommendation, but is included here due to its impact on the Downtown organization. It is critical that Downtown identify and develop a sustainable funding source that the DDA can access for public projects and services.	City	DDA	1st Quarter 2015	There is an existing TIF that could be adjusted to be more effective regarding private property in Downtown. Any change or new mechanism, such as the proposed CID effort, will need to be initiated by the City, but will require thorough knowledge to successfully implement. The City and DDA should collaborate to develop Downtown incentives.	
5 Promote the benefits and projects that a proposed CID will provide.	The CID effort will require outreach and promotion to the Downtown property owners and residents. All voices must be given time to speak and concerns should be addressed.	DDA		All of 2015 if necessary	This effort should provide for a reasonable public discourse. This will require adequate time and assistance from Downtown supporters.	
6 Periodically review responsibilities of the DDA, and other involved organizations, regarding the efficient delivery of services to Downtown and its businesses, residents, and visitors.	There are several organizations with an interest in Downtown or that provide an activity or event in Downtown. With a strong DDA, these groups should discuss how best to provide their services to Downtown businesses, residents, property owners, and visitors. The DDA should lead this effort to keep the focus on Downtown Farmington.	DDA	City, Chamber, TCB, HPC, etc.	Ongoing	The DDA should coordinate meetings that brings these groups together, discusses issues that are identified in Downtown, and seeks to apply each groups resources to the appropriate issues. Other topics should include membership policies, City response to Downtown issues, and identification of coming events. Such a meeting could be an annual work meeting.	
7 Develop the Downtown Economic Restructuring Committee of the DDA.	The DDA structure is based on the Main Street Four-Point Approach; one of which is Economic Restructuring. DDA committees have not been particularly active, but this committee should meet on a regular basis with the City Administrator regarding economic development issues and leads for Downtown.	DDA	City	2nd Quarter 2015	This committee should monitor the vacant buildings and sites in Downtown, providing information upon which the City can draw upon to court potential prospects. The Committee should also seek prospects that meet unmet retail demand. Ideal targets for this group are small business start-ups and local stores looking for a place to expand their operations. This committee can help the City in its economic development efforts by representing and having information prepared regarding Downtown. Additionally, a database can be developed containing relevant information about Downtown vacancies.	
8 Hire an Executive Director for the DDA.	The eventual goal for the DDA should be to hire a staff person for Downtown Farmington revitalization efforts, funding, and programs. This may be a part-time position, but the group should avoid hiring someone who has another responsibility in the City. For example, a Chamber Director may have some conflicting interests if they are also a part-time Downtown director.	DDA	City	After CID or sustainable funding is obtained	Young college graduates and retired people can be great sources of personnel for this position. Each will have different strengths.	
9 The DDA should seek to develop a physical office in Downtown Farmington.	The Chamber is located near Downtown along Washington Street. The TCB is located in the Factory, but the DDA should seek a location along Columbia or Liberty Streets.	DDA		After Executive Director is hired	The facility should also be used for meetings and seminars as much as possible.	

Land Use, Buildings & Infrastructure Survey						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
10 The City should monitor the amount of public and institutional property in Downtown.	To prevent an overabundance on non-tax generating property, the City may need to aggressively encourage mixed-use redevelopment of property such as the proposed infill opportunities. Other buildings could be adaptively reused as noted throughout this plan.	City		NOW	The City should keep a close watch on this situation. The City has incentivized public facilities in Downtown and private businesses elsewhere in the City. It is time to attract private, tax-generating, development back to Downtown.	
11 The City should attract and encourage developers willing to tackle innovative adaptive reuse projects, upper-floor residential spaces, and infill development.	The City should aggressively search for these developers. There may be local firms or people capable of carrying out innovative construction, but the City will likely need to seek these firms and should develop marketing to showcase specific opportunities in Downtown.	City	DDA	NOW	The City should include a representative of the DDA in discussions with potential Downtown developers. Additionally, infill standards are needed to ensure high-quality, multi-story, mixed-use buildings are constructed along Columbia Street.	
12 Maintain Information Regarding Downtown Development Sites and Vacant Buildings.	New private investors will be interested in vacancies, contact information, and planned projects. It is important for the DDA to develop this inventory, with help from the City to maintain the information for Downtown and tie it to available GIS data and websites.	DDA	City	2nd Quarter 2015	This recommendation will be useful to the City and the City should help maintain the information, while the DDA gathers. This is a task for the Economic Restructuring Committee. A simple listing of size, location, and contact information can be provided on websites and social media. All information must be kept current and the sites and buildings somewhat 'qualified' that they are, indeed, for-sale or lease.	
13 Monitor building and infrastructure conditions.	The City should build upon the DREAM mapping to monitor the physical conditions of property and public infrastructure. Building and street complaints should be tracked and mapped to determine areas that require priority improvements and buildings that require a more aggressive approach by City code officials.	City		NOW	Mapping tools of these types can be invaluable to City Staff and allow a more efficient use of their time and the City's limited resources.	

Community Surveys						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
14 Work to improve the user-friendliness of Downtown.	The user-friendliness of Downtown was noted by focus group participants and telephone survey respondents as an issue. The City and DDA will need to collaborate on initiatives and projects that address this issue. Several other recommendations will overlay this effort.	DDA, City	Chamber, TCB, etc.	NOW	Specific concerns included business hours, wayfinding, and traffic. The City should tackle the issues of public infrastructure and these recommendations will be found in that section. The DDA needs to address the issues with businesses and will be found in the organization or retail sections. Both the City and DDA should work to encourage property owners and the Chamber and TCB should assist where applicable.	
15 Develop and conduct a visitor survey.	The DDA needs to understand the visitor markets to which Downtown appeals. The City, TCB, and Chamber need to understand the overall Farmington visitor market. However, no group has recently conducted a visitor survey to determine the perceptions of Farmington and the attitudes of its visitors.	DDA	City, Chamber, TCB.	1st Quarter 2015	Such a survey instrument should be administered by volunteers at City events and attractions as soon as possible to ensure existing marketing funding is being deployed efficiently. The DDA should develop the survey to ensure that there are Downtown-specific questions asked. Volunteers should then collect results anywhere in the City. Responses by people with a Farmington zip code should be tabulated separately.	
16 Reconvene/expand the DREAM Focus Groups	The groups included Downtown business owners; local government, city staff, and officials; new residents; and long-time residents. It is critical to revitalization efforts that these interested individuals are given future opportunities to volunteer and connect with Downtown activities.	DDA		2nd Quarter 2015	By planning a 5-year follow-up schedule, the groups can discuss achievements since the DREAM program began and note challenges for the future. An outside, impartial facilitator to conduct the sessions is best so individuals will feel free to speak about any topic.	
17 Conduct telephone or web survey of residents.	Revise the 2009 DREAM telephone survey questions regarding Downtown and conduct another survey to monitor changing attitudes of residents. This survey is for residents only and attempts to present a cross-section of various demographic aspects of the community through quota responses. Alternatively, a web survey could be developed.	DDA	City, Chamber.	3rd Quarter 2015	The DDA can follow the format previously used, but using a surveying firm and phone bank may also be required. Therefore an internet survey may be a more efficient route. The Chamber or City may wish to participate if some questions are expanded to include the community as a whole. The survey can be of interest to all of Farmington's businesses as they seek to understand their largest consumer market; local residents.	
18 Communicate all survey results to Downtown groups, leaders, and businesses	The DDA will need to understand the survey results and encourage appropriate actions by Downtown businesses and leaders. Any city-wide results will also be of interest to the Chamber and City.	DDA	City, Chamber.	Ongoing	The DDA and the Chamber can hold joint seminars or brainstorming sessions when significant amounts of information become available. It is critical that this information find its way to businesses that can capitalize on the results.	

Building Design and Conditions						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
19 Develop Downtown infill standards that will complement the historic district standards.	Downtown Farmington has two historic districts and some opportunities for infill development. There are also examples of poor infill construction that detracts from the historic nature of Downtown. The City should work with the DDA and HPC to develop some infill construction standards that will complement existing buildings. This is a critical step to take before any future construction occurs.	City	DDA, HPC.	3rd Quarter 2014	The City should review the guidelines required by the Secretary of the Interior's Standards for Rehabilitation. These Standards are currently applicable to the historic districts of Downtown. Suggestions for improvements are found in the DREAM building design concept report. The goal should be to make new construction complement existing buildings, not to build historic replicas.	
20 Promote the benefits and procedures of historic rehabilitation and property maintenance.	The DDA and HPC should collaborate on ways to promote historic rehabilitation. This effort should include pointing out the benefits of a historic property and conducting research for property owners.	DDA	HPC	Ongoing	Eventually, this effort should develop support for design standards. However the groups should be involved on an ongoing basis for research and programs such as the building improvement recognition program.	
21 Periodically review City building, maintenance, and nuisance codes, and inspection procedures.	The City will need to conduct and lead this review. It is important that procedures and follow-up efforts are reviewed. The DDA could assist by connecting the City with the property owners and by helping to identify common issues. However, actual policy changes are controlled by the City.	City	DDA	Ongoing	This effort will be critical as the City improves inspections and attempts to improve building conditions. Similarly, it will be important to develop an incentive to help property owners.	
22 Review sign regulations, regarding Downtown businesses and buildings.	Another review that the City needs to conduct. There is some evidence of excessive signage that has been allowed. The City needs to determine if the existing sign code is too lax for the Downtown environment.	City		NOW	A balance needs to be found between business desires and aesthetics for Downtown. The DDA may be able to assist, but will likely need to remain neutral. This step is critical, however, and the City should begin this review immediately.	
23 Include new City procedures and policies in a seminar program designed to educate property owners regarding Building maintenance, contractors, and City expectations.	The DDA should provide the buffer between the City Staff and Downtown property and business owners. It is important to convey the City's expectations, particularly with new procedures.	DDA		4th Quarter 2014	This program can start soon to help the DDA solidify itself as the lead Downtown organization. These seminar topics can also be included with the customer service topics in the retail section.	
24 Develop/expand incentives for Downtown façades and other private building improvements.	There is an existing TIF that includes Downtown and large retail on Karsch Boulevard. There are incentives for private building owners regarding historic preservation and a DDA revolving loan fund. The City should review the existing incentive policies and determine if a more flexible funding source is needed. The revolving loan fund should be expanded. Funding should only be provided on the condition that improvement meet established design standards.	City		1st Quarter 2015	This activity should be the outcome of the meeting noted earlier. The City has created a situation where Downtown may not qualify for a mechanism due to new public, non-tax generating structures. This situation must be fixed to attract new business. A program can begin with the facade which is part of the public good. However, other faces of the building must be considered.	
25 Develop private parking lot standards.	There are some sub-standard parking lots in Downtown Farmington; some of them with a gravel surface. The City should research and adopt surface standards to improve these lots over time. Gravel is not an acceptable parking lot surface in Downtown.	City		1st Quarter 2017	Curbing should be included in these standards to help define the parking lot. Several businesses park in a yard area next to the street. Additionally, the City should be prepared to require parking of new infill development.	
26 Develop a building improvement recognition program.	The DDA can develop this program to thank and provide public recognition for property owners who do an outstanding job with their property.	DDA		1st Quarter 2015	This is a good program for an annual meeting. There should be some eligibility standards regarding incentives used, adherence to design standards, etc.	

Public Infrastructure						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
27	Coordinate public improvements with the overall Downtown design and historic character.	City officials and staff should develop public projects and planning efforts in concert with DDA and the HPC. As the City continues with the streetscape on Liberty Street or any Downtown improvement, the input of the DDA and HPC is critical.	City	DDA, HPC.	Ongoing	The City should seek the input of these groups during Downtown project design, and attempt to move beyond installation of utilitarian only facilities to develop 'great spaces'. This coordination of all future public improvements is critical. This coordination will also give the DDA time to notify Downtown property owners when City projects begin near their buildings.
28	Improve wayfinding signage.	This streetscape element can help with parking and traffic. Existing signs are attractive, but not always well positioned. Additionally the signage could be expanded to include parking areas and other attractions, as well as Downtown gateway signs.	City		2nd Quarter 2015	This project is eligible for TIF funding and the City has the ability to make improvements now. The City should also pursue signage to Downtown from the highway 67 exit.
29	Improve public parking lot conditions, add parking lots.	An issue voiced by participants in the DREAM community survey work included parking availability. If the City can continue to improve the quality of parking lots and other service areas for pedestrian, people may be more likely to use the existing lots. However, with the linear nature of Downtown Farmington, the City should be prepared to act on opportunities to establish new lots.	City		Ongoing	The City should seek opportunities to add parking if property becomes available. These projects are eligible for TIF funding and should include landscaping within the areas to 'soften' the impact of the impervious pavement.
30	Maintain all public infrastructure, property, and facilities that provide a support structure for Downtown buildings.	Downtown revitalization efforts require significant public investments that serve as a catalyst for private involvement. The City needs to constantly send the message to the private sector that the City is supportive of a Downtown investment.	City	DDA	Ongoing	The City and DDA will provide ongoing projects and funding mechanisms to encourage investment in Downtown buildings. DDA will seek interested developers and work with the City to secure the project specifics. Often a developer just needs a streamlined process to reduce the development costs. DDA should also be able to mobilize volunteers to help the City maintain aspects of Downtown such as landscaping.

Residential Market						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
31	Encourage the development of new, high-quality, rental units in Downtown.	The City should work to identify developers that may be interested in existing sites or buildings for apartments and lofts. The DDA can assist with gathering information and providing marketing assistance for these potential investors.	City	DDA	Ongoing	The residential demand analysis projects unmet housing demand for 48 affordable senior and 115 market rate rental units over the next few years. These segments represent the primary residential markets for Downtown housing. Farmington has had some residential activity and the City must ensure these units are high-quality.
32	Develop added amenities such as pedestrian walkways and plazas to increase demand for Downtown living options.	Many of the activities of the City and DDA will appeal to residents as well as visitors.	City	DDA	Ongoing	Projects like the streetscape can be funded by the existing TIF or the proposed CID and should address parking and safety. These projects are a matter of long-term planning.
33	Review zoning codes to consider if multi-family is an acceptable use in large houses that were originally single-family and if the codes present any barriers to Downtown residential development.	There are many stately single-family houses in Farmington. It was noted that there are a few large houses that have been converted to multi-family units. This is typically not a positive conversion for these properties. The City should consider the codes that allowed these situations to occur and determine if this should be allowed to continue.	City		NOW	Some of this converted housing is large and architecturally intricate, and not all is within the DREAM boundary. The City can adjust its zoning, which may cause some vacancies initially, to protect these properties and create opportunities for home ownership.
34	Encourage residential development on upper-floors of commercial buildings.	Upper-floors of commercial buildings, and potentially the reuse of some of the industrial buildings, will provide residents that are important to Downtown businesses and the City should encourage and seek this type of development. There are several opportunities for these loft-style units.	City		Ongoing	The City should attempt to attract developers interested in rehabilitating commercial property, providing mixed-use infill, or in adaptively reusing industrial buildings.

Retail Market						
Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources	
35	Periodically review the City's zoning code to ensure there are not obstacles to Downtown businesses (such as the issue with the liquor code).	This is a similar review as the building and sign code review. The City should ensure that its zoning is not creating an obstacle for Downtown, tax-generating, businesses.	City		NOW	
36	Attract businesses to Downtown Farmington that provide products and services that can meet future unmet retail demand.	Specific retail categories, as identified in the DREAM Retail Market Analysis task, have demonstrated the potential to generate retail demand for the Downtown Farmington trade area. Businesses that open or expand their product lines to include these categories make good targets for attraction to available Downtown buildings. The City and DDA should refine their economic development efforts for Downtown to businesses in these categories. While this is an ongoing effort, it is likely that the DDA will not play a very involved role until funding and a director are in place.	City	DDA	NOW	The businesses suggested for recruitment may be relocations from other areas within the City. DDA can develop a retail recruitment team to search for businesses in these categories, generate the lead, and make contact with the prospect. Categories include: Groceries, Electronics and Appliances, Clothing, Book, Periodicals, and Music, Jewelry, Luggage, and Leather Goods, Sporting Goods, Hobbies, and Musical Instruments, and Specialty Foods.
37	Continually encourage Downtown businesses to adopt a user-friendly atmosphere that will encourage shoppers and patrons.	Related to the recommendation in the Community Surveys section. Downtown merchants need to be reminded that they inhabit the core of the City and represent an important aspect of the community. The DDA can help prepare Downtown's businesses to be the best ambassadors to visitors as possible. It is possible that business issues that are common to other merchants in Farmington or the region can be addressed, so the Chamber may be involved depending on the topics.	DDA	Chamber	3rd Quarter 2014	The DDA should develop a program of seminars to deliver important information to Downtown businesses regarding issues such as customer service, expanded business hours, retail marketing, store layout, and product care and placement. The focus needs to be on Downtown stores as much as possible.
38	Develop Downtown, business-oriented promotions to strengthen existing businesses.	The DDA should provide an effort should to host festivals during large regional events in the hopes of attracting attention for Downtown. Downtown revitalization cannot hinge on events alone, and events are resource intensive, but they also raise the visibility of the area greatly.	DDA	TCB	After Executive Director is hired	This will likely have to be the new Director's first effort. The DDA should coordinate with TCB to build Downtown festivals that draw attention around larger regional events. This event may include promotions such as a Sidewalk Sales or a Farmer's Market. Advertising for the larger event should be distributed at the smaller events.
39	Develop incentives for Downtown businesses.	Related to other recommendations. It is important that the City develop an incentive that will be attractive for businesses to use. The existing TIF allows for "Retail Development". However, there have been no retail businesses incentivized.	City		NOW	Numerous retailers have been incentivized elsewhere in the City; primarily near highway 67. The City cannot afford to turn its back on Downtown.
40	Encourage infill retail development and adaptive reuse development to increase retail space available.	The retail analysis shows that there may be unmet demand that is greater than the amount of retail space available in Downtown. The City may should try to increase easily used retail space.	City		Ongoing	Primarily a recommendation for the City, although, as previously noted, the DDA should be involved when talking with potential Downtown developers.
41	Cultivate local entrepreneurs.	This is another potential use for Downtown locations. Downtown could serve as an incubator for businesses starting out.	DDA		1st Quarter 2018	The DDA could eventually offer seminars for business start-ups. Ideal partners or sponsors for these sessions would be the local banks.
42	Understand Farmington's visitor markets and help Downtown businesses adapt to better meet visitors needs.	Related to the visitor survey recommendation in the Community Survey section, it is important for the DDA to help its members understand the information that is available and what it means to their store.	DDA		Ongoing	A robust seminar program will take time to start. The DDA should be distributing the information collected through the DREAM process and searching for new and updated data.
43	Market Downtown businesses as a unified shopping district to Farmington visitors.	As the DDA strengthens, a director is hired, and stable funding is identified, its Marketing Committee should fully step into the role of the Downtown champion and develop advertising campaigns and other techniques to market Downtown just as any mall or shopping center would market itself.	DDA		3rd Quarter 2018	This activity will be a highly visible program that the DDA needs to activate and operate successfully. Funding can be provided from the local mechanisms such as CID, with cooperative advertising support from the merchants. This step is critical for Downtown to become known as a district and shopping destination, rather than just a grouping of stores. Advertising can be expensive and inefficient, so this will require the oversight of a director.

**Financial Mechanisms**

Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources
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44	Adjust City policies regarding Downtown incentive use, following meeting with Downtown interests	As previously noted, the City needs to review its incentive practices. The focus has been on public facilities, but should now shift to tax-generating businesses as well as building owners.	City		NOW	The City will need to initiate the changes or new incentives. The DDA should step-in when public outreach is required. The DDA should immediately seek volunteers with funding mechanism knowledge.
45	Establish a Downtown Community Improvement District (CID).	As noted in the Organizational Structure recommendations, a CID will provide the DDA with sustainable funding for improvements and programming. The City will initiate this incentive and pass the appropriate ordinances, but the DDA will be instrumental in providing the needed public outreach. The revenues generated can also be used for public improvements, property acquisition, etc.	City	DDA	Begin as guided by City	A CID can capture funding from property and sales taxes for a variety of services and projects. A CID with sales and property tax could generate \$200,000 annually. The process should begin as guided by the City, but will need to allow for proper outreach to communicate the benefits of the CID plan to local residents and merchants; a critical step.
46	Establish a Local Option Economic Development Sales Tax (EDS) in the City.	The City should consider an EDS of up to one-half of one percent to assist in Economic Development city-wide and dedicate a portion specifically to Downtown Economic Development efforts. Although this effort may be considered in place of a CID, the funding generated is not as flexible.	City	DDA	Begin as guided by City	The proposed structure of an EDS dedicated to Downtown Economic Development could generate over \$800,000 annually. The City can conduct economic development activities in other areas of the community and still provide marketing, grants, and training for Downtown businesses. The DDA should assist with communicating information about the tax and specifically that there is no lack of business from an additional city-wide sales tax and that the benefits far outweigh any perceived drawbacks.
47	Promote Downtown projects that have been completed with incentive mechanisms funding.	Downtown needs to promote its successes. The City should allow for information to be compiled by the DDA regarding funding for the public improvements to date. The DDA is an advocate for Downtown and should provide flyers and potentially signage when the City, or business or property owner, makes an investment.	DDA	City	Ongoing	These are expenses that could be paid by the incentive mechanisms.
48	Leverage local funds to obtain State and Federal funding for projects.	The City and the DDA should remain vigilant regarding the leveraging of local sources of money, such as the TIF, and proposed CID or EDS, for State or Federal funding.	City	DDA	Ongoing	As State and Federal funding declines, Downtown will need to rely on local funding sources. However, the City should still apply for any program into which projects and plans may fit. Plans are critical and if the City can show that the projects address a local need, grant opportunities should occur.

**Other**

Objectives	Project/Program/Action Item	Responsible Party	Support Groups	Time Frame	Tools, Techniques & Resources
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49	Develop the Intersection Concepts to make Downtown Farmington more pedestrian-oriented.	This project is built around expanding the existing streetscape to Liberty Street, but includes elements to help develop a "center" for Downtown Farmington. The intersections and mid-block crosswalk present major public improvements that will require proper maintenance. However, the positive benefits of this projects are numerous.	City	DDA, Chamber, HPC, TCB, etc.	1st Quarter 2015	The City has begun on some aspects of the Liberty Street streetscape. To complete all phases, the project will need broad support.
50	Improve wayfinding signage.	As noted in a previous recommendation, these improvements will help identify and direct visitors to Downtown. This project should dovetail with the intersection improvements.	City	DDA	2nd Quarter 2015	
51	Develop the concept of the "Center" of Downtown Farmington.	This concept was expressed in various discussions with Downtown leaders. The "Center" of Downtown Farmington is difficult to define due to its linear nature. The Courthouse Square is arguably the center of town and there have been suggestions to close Jefferson Street between Columbia and Liberty.	City	DDA	2nd Quarter 2016	This concept should be explored after the intersection treatments have been installed. There are methods to close the street temporarily to determine impact on Downtown traffic flow. The DDA should be involved and should also program a few events on the street. The City may determine that the mid-block crosswalk concept defines the "center" of Downtown. Or it may be that there is no center.
52	Bury or relocate power lines and above ground utility boxes along major Downtown streets.	This is an ambitious project that, based on numerous comments and discussions throughout the DREAM process, the City should pursue. There are a significant amount of overhead power lines and many above ground utility boxes. The City should develop a relocation schedule and work toward these goals while the TIF district, a funding source, is in place.	City		Ongoing	This is an ambitious and lengthy project for the City. However, the impact will be large.



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