

# **CITY OF SARCOXIE**



## **COMPREHENSIVE DEVELOPMENT PLAN**

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

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## CHAPTER 1 – PLANNING PURPOSE AND LAND USE ISSUES

### CHAPTER 1 – PLANNING PURPOSE AND LAND USE ISSUES

#### Comprehensive Development Plan Issues and Identification

This document is an update of the Comprehensive Plan written by local volunteers in 2007. The City of Sarcoxie does not have an active Land Use Plan or Zoning. The best management practices of planning dictate that a land use policy plan should be updated with major revisions every 5-10 years. Annual review by the local legislative authority is encouraged as well.

This update of the Comprehensive Plan (or “the Plan”) was initiated with an “Issues Identification” meeting with the City Council and public in October 2007. Given the interest in providing guidance and resource identification for the upgrading of the City Facilities and Economic Development, the Plan will focus on these issues finally with the balance of the Plan providing support data and solutions.

The City of Sarcoxie is very fortunate to have a good set of volunteers that make up a Steering Committee for future planning that has developed an informal plan that will be the structure around which the Plan will be developed. This Steering Committee has participated in several meetings that have resulted in a draft plan being presented to the City Council.

As with any plan, the strengths and weaknesses of the community are part of the basis for future decisions as a clear path for growth and a plan for sustaining that growth is developed by the decision makers. It is with that goal in mind that the Plan is presented.

Discussion of the following issues will be a primary part of the Plan:

1. **Future Land Use:** issues discussed related to the location, type and quantity of land uses as Sarcoxie grows.
2. **Economic Development:** issues discussed related to business and industrial growth in Sarcoxie and the surrounding area.
3. **Quality of Life:** issues discussed focused on specific issues that influence the caliber of the Sarcoxie area as a place to live and work.

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 1 – PLANNING PURPOSE AND LAND USE ISSUES

The following issues were identified for the Sarcoxie Comprehensive Plan by topic. The City should replicate the Steering Committee by appointing a Task Force—to study both targeted neighborhood revitalization strategies and citywide reinvestment ideas—referred to below as “Task Force.” Some action steps below refer to the Steering Committee Plan.

<b>Goal:</b> Expansion of City Boundaries and Services to entice economic development and residential development		<b>Responsibility</b>
Short Term Actions	<ul style="list-style-type: none"><li>• Annexation</li><li>• Revitalize Square</li><li>• Provide Enhanced Fire and Police Protection</li></ul>	City of Sarcoxie

Long Term Actions	<ul style="list-style-type: none"><li>• Upgrade Sewer and Water Systems</li><li>• Expand Park System</li><li>• Upgrade Stormwater Management System</li><li>• Improve Transportation System</li></ul>	City of Sarcoxie
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<b>Goal:</b> Enhance the Quality of Life in the Community		<b>Responsibility</b>
Short Term Actions	<ul style="list-style-type: none"><li>• Adoption of Property Maintenance and Management Tools</li><li>• Industrial Economic Development</li><li>• Encourage new Residential Development</li></ul>	City of Sarcoxie & Task Force

Long Term Actions	<ul style="list-style-type: none"><li>• Increase Tax Revenue</li><li>• Encourage new Retail Development</li><li>• Retain Population</li><li>• Create More Recreational Opportunities</li><li>• Take Advantage of Historic Preservation for Tourism</li><li>• Grow Population</li><li>• Neighborhood Revitalization</li><li>• Restoration of Downtown</li></ul>	City of Sarcoxie & Task Force
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# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 2 – REVITALIZATION ACTION PLAN

### CHAPTER 2 – REVITALIZATION ACTION PLAN

#### Strategies for Revitalization

The revitalization of an entire community is a daunting task and is not expected to be achievable overnight. Communities the age of Sarcoxie are what they are because of the march of time and the amount of resources available in the past to keep pace with the demands of modernization and deterioration. Sarcoxie boasts of being the oldest community in Jasper County and along with that comes a great deal of age on the entire infrastructure as well as its buildings. Reversing the impact of time is a big project and requires the dedication of the city's resources as well as its citizens.

The following tables will discuss some of the goals for the town and the short term and long-term actions as well as the responsible parties for accomplishing the goals. A more detailed discussion will follow in another chapter. Obviously, the most active and permanent responsible group will be the City Council. When the Task Force is identified, it may require the appointment by the Council of a Task Force that will be responsible for accomplishing this goal. This Task Force should be large enough to allow its break-up into committees responsible for portions of the goals.

<b>Goal: Promote the Downtown Square and establish easily identifiable gateways and landmarks to encourage on-street activities and establish a link to other commercial districts.</b>		<b>Responsibility</b>
<b>Short Term Actions</b>	<b>Gateways/Image</b> <ul style="list-style-type: none"><li>• Replicate Downtown Gateway Concepts Citywide</li><li>• Adopt Design/Development Guidelines<ul style="list-style-type: none"><li><input type="checkbox"/> Commercial</li><li><input type="checkbox"/> Industrial</li></ul></li><li>• Neighborhood Revitalization<ul style="list-style-type: none"><li><input type="checkbox"/> Infrastructure improvements targeted</li></ul></li></ul>	City of Sarcoxie
<b>Long Term Actions</b>	<b>"Announce" entry into the city by developing gateway improvements including permanent signage, landscaping, art and other unique features. Use the City logo and its variations on Gateway monuments and at entrance to Districts (Square).</b>	City of Sarcoxie  Task Force  Chamber

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 2 – REVITALIZATION ACTION PLAN

	Develop and implement historic building, landmark and focal point signage.	City of Sarcoxie  Historic Preservation Commission
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<b>Goal: Strengthen retail activities and opportunities for expansion and new commercial ventures.</b>		<b>Responsibility</b>
Short Term Actions	<p>Prepare an inventory of vacant/available space in city.</p> <p>Define how the Task Force can most effectively perform its function as a “central organizing authority” throughout the city with various groups.</p>	Task Force/Chamber
Long Term Actions	Develop and implement a marketing strategy for retail uses in the commercial districts, including a readily available database of available space.	Task Force/Chamber

<b>Goal: Promote affordable living by stabilizing existing neighborhoods.</b>		<b>Responsibility</b>
Short Term Actions	<ul style="list-style-type: none"> <li>Evaluate available housing stock through a residential audit to determine <b>Targeted housing improvements and neighborhood stabilization programs.</b></li> <li>Identify and promote property owners’ responsibilities for maintenance and upkeep of public and private property</li> <li>Define Residential Districts and encourage the restriction of commercial and industrial encroachment</li> </ul>	<p>City of Sarcoxie</p> <p>City of Sarcoxie Task Force and Chamber</p> <p>City of Sarcoxie</p>
Long Term Actions	<ul style="list-style-type: none"> <li>Implement a homeowner assistance program to promote maintenance and update of existing housing stock through cooperation with the City.</li> <li>Develop and implement infill and redevelopment standards for development within Residential Districts.</li> <li>Help create and support neighborhood groups to promote neighborhood pride, issue</li> </ul>	City of Sarcoxie



# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 2 – REVITALIZATION ACTION PLAN

	awareness, involvement, neighborhood policing, maintenance, and other neighborhood activities.	
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<b>Goal: Use landmarks and attractions to draw patrons to Downtown and increase Downtown Activity.</b>		<b>Responsibility</b>
Short Term Actions	<ul style="list-style-type: none"> <li>Identify landmarks and attractions including, buildings on the historic register, significant architecture, public facilities, parks and open spaces, districts within Downtown, special events and other attractions and research their history for promotion.</li> <li>Implement guidelines to preserve the period architecture of Downtown as an attraction and to ensure the compatibility of new development and redevelopment with existing architectural character.</li> </ul>	Task Force And Chamber  City of Sarcoxie
Long Term Actions	<ul style="list-style-type: none"> <li>Develop and place uniform placards to identify and briefly describe physical landmarks, attractions and historic events.</li> <li>Make available to residents and visitors “walking tour” materials highlighting landmarks and attractions.</li> <li>Develop additional “landmarks” through the development of gateways and focal points.</li> </ul>	Task Force  Task Force  Task Force

<b>Goal: Develop a major activity center within Downtown</b>		<b>Responsibility</b>
Short Term Actions	<ul style="list-style-type: none"> <li>Identify existing activities and community services provided within Downtown</li> <li>Prepare a community needs assessment/survey to determine activity preferences and willingness to support funding and development</li> </ul>	Task Force
Long Term Actions	<ul style="list-style-type: none"> <li>Identify alternative locations based upon space needed for desired activities, redevelopment or new development opportunities and funding and study feasibility.</li> </ul>	Task Force

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## CHAPTER 2 – REVITALIZATION ACTION PLAN

	<ul style="list-style-type: none"> <li>• Develop strategic partnerships to create, operate and maintain a center.</li> </ul>	
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<b>Goal:</b> Invest in Neighborhood incentives to homeowners and local business owners to revitalize targeted districts.		<b>Responsibility</b>
Short Term Actions	<ul style="list-style-type: none"> <li>• Inventory public and private improvements/infrastructure. Target incentives:               <ul style="list-style-type: none"> <li><input type="checkbox"/> Housing Rehab Deferred Loans</li> <li><input type="checkbox"/> Subsidized Loans</li> <li><input type="checkbox"/> Emergency Repair Assistance</li> <li><input type="checkbox"/> Exterior Maintenance Assistance</li> </ul> </li> <li>• Adopt new Site planning standards and development guidelines:               <ul style="list-style-type: none"> <li><input type="checkbox"/> New screening and buffering requirements to allow more intense commercial and industrial infill development.</li> <li><input type="checkbox"/> Site planning/circulation/traffic Calming</li> </ul> </li> <li>• Implement an aggressive “clean-up” effort within neighborhoods.</li> </ul>	City of Sarcoxie  City of Sarcoxie/ Private Property Owners
Long Term Actions	<ul style="list-style-type: none"> <li>• Publicize public versus private maintenance responsibilities.</li> <li>• Implement multiphase neighborhood revitalization programs               <ul style="list-style-type: none"> <li><input type="checkbox"/> Code Enforcement: Complaints/City Initiated</li> <li><input type="checkbox"/> Investor/Owner maintenance</li> <li><input type="checkbox"/> Clean-up Efforts</li> <li><input type="checkbox"/> Financing Options</li> </ul> </li> <li>• Commit code enforcement efforts to target neighborhoods, with innovative techniques that are responsive to the unique needs of building owners and tenants, such as high rates of leaseholders</li> </ul>	Task Force

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 2 – REVITALIZATION ACTION PLAN

Goal: Use financial incentives and program to promote reinvestment and renewal in neighborhoods.		Responsibility
Short Term Actions	Promote awareness of available incentives and programs.	City of Sarcoxie
Long Term Actions	<p>Develop a façade improvement program to encourage the restoration of Historic Facades to complement the Downtown Architecture.</p> <p>Inventory public and private improvements/infrastructure and implement multiphase revitalize program,</p> <ul style="list-style-type: none"> <li>• Code Enforcement: Complaints/City initiated</li> <li>• Cleanup Efforts</li> <li>• Financing options               <ol style="list-style-type: none"> <li>1. Housing Rehab Deferred Loans</li> <li>2. Subsidized Loans</li> <li>3. Emergency Repair Assistance</li> <li>4. Exterior Maintenance Assistance</li> </ol> </li> <li>• Related Programs               <ol style="list-style-type: none"> <li>1. Exterior Pain Giveaway</li> <li>2. Barrier Removal</li> <li>3. Weatherization Incentives</li> <li>4. Home Safety Measures</li> </ol> </li> <li>• Environmental Audits</li> <li>• Economic/Investment Audits               <ol style="list-style-type: none"> <li>1. Ownership Factors</li> <li>2. Economic Factors</li> <li>3. Community Factors</li> </ol> </li> <li>• Implement Opportunity Areas Agendas</li> <li>• Coordinate Citywide Plans with Downtown Plan</li> <li>• Capital Improvement Program (CIP)               <ol style="list-style-type: none"> <li>1. Infill Development/Redevelopment</li> <li>2. Public Private Partnerships</li> <li>3. Apply Newly Adopted Guidelines</li> </ol> </li> </ul>	City of Sarcoxie

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## **CHAPTER 2 – REVITALIZATION ACTION PLAN**

Volunteers, commitment of local resources and assistance from County, State and Federal resources can achieve none of goals discussed above without a good deal of local participation. It is expected that during the implementation of this plan that these resources will be explored to receive the greatest benefit to the City of Sarcoxie and its residents.

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 3 – DEMOGRAPHIC PROFILE

### Chapter 3 – Demographic Profile

#### Population

The U.S. Census Bureau's 2000 census brief stated that the Nations 1990 to 2000 population increase was the largest in American history. The population growth of 312.7 million people between 1990 and 2000 represents the largest census-to-census increase in American history. The previous record increase was 28.0 million people between 1950 and 1960, a gain fueled primarily by the post-World War II baby boom (1946 to 1964). Total decennial population growth declined steadily in the three decades following the 1950's peak before rising again in the 1990s. Population growth varied significantly by region in the 1990s, with higher rate in the West (19.7%) and the South (17.3%) and much lower rates in the Midwest (7.9%) and the Northeast (5.5%). Meanwhile, despite overall population growth in each of the past five decades, the Midwest's share of total population fell from 29 to 23%.

The City of Sarcoxie only added 24 persons in the last decade growing from 1330 in 1990 to 1354 in 2000 (Source: U.S. Census). This is a growth of just 1.9 percent in 10 years. The State of Missouri grew by 9.3%(Source: U.S. Census) and Jasper grew by 15.72%(Source: U.S. Census). The City of Sarcoxie, as well as Jasper and Newton Counties, are part of the Joplin Metropolitan Statistical Area (MSA) that is considered by the Federal Government as a large population nucleus, together with adjacent communities having a high degree of social and economic integration with that core. Based on these statistics, the City of Sarcoxie is very far below the state and county average for growth. Below is a table extracted from the "Comprehensive Development Plan" currently being produced by local volunteers.

Total Persons	N	%	U.S.
	1,354	100	100%
Male	605	44.7%	49.1%
Female	749	55.3%	55.3%
Median Age	36.4	xxx	35.3
White	1,299	95.9%	75.1%
American Indian	13	1.0%	0.9%
Hispanic	11	.08%	12.5%
Black	1	.01%	12.3%

Source: U.S. Census Bureau American Fact Finder, 2000

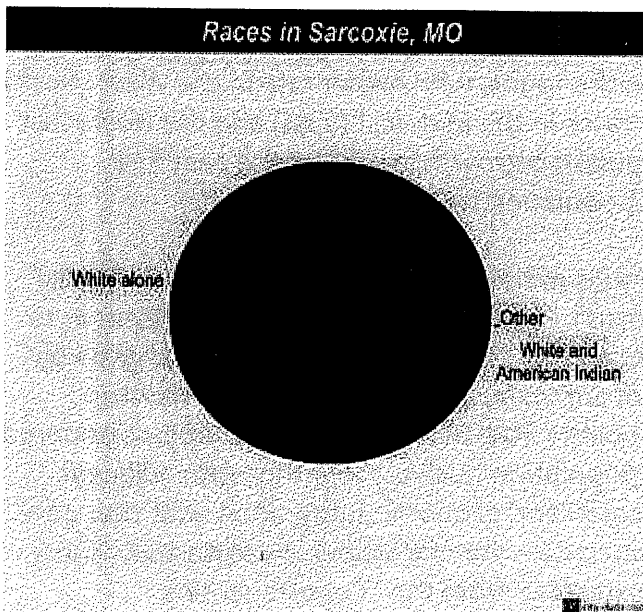
It is at this point in a Comprehensive Development Plan that we discuss the density of population in the neighborhoods and the relationship of the socio-economic data to the density of populations in each neighborhood. In small communities the incidence of well-defined neighborhoods is rare, however it is clear where the boundaries of the core of the community built during the early years and later development meet.

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 3 – DEMOGRAPHIC PROFILE

There is no clear incidence of newer development except along the Joplin Street corridor and around the High School. Even then, there have only been a couple of new residences built in the City of Sarcoxie in the last couple of years. This makes predictions very difficult regarding future development except to say that it is not likely that new development will occur. It will take an active City and Chamber to change this condition and incent new residential development.

There is not a significant minority population in the City of Sarcoxie and certainly not of the magnitude in the State of Missouri.



This pie chart shows the mix of races that corresponds to the population of Sarcoxie. It is obvious that there are very few minorities in the City. There are 1,289 (94.2 percent) White not Hispanic, no black alone, 17 American Indian, 2 Asian, 2 Other races, 42 Two or More Races, 19 Hispanic. The minorities only make up 5.8 percent of the population.

Source: MCDC Demographic Profile 3, 2000 Census

**Population Age Distribution** - Age distribution data can be helpful for planning priorities of city services. For example, a high percent of youth under 18 might indicate a need to specifically focus city resource on parks and recreation as well as protective services. As can be seen from the data below, the city has a high percent of youth under 18, mature adults between the ages of 25 and 54, and a significant group of retiree aged citizens over the age of 65. The data also indicates that the distribution has not changed significantly since the 1990 census.

Population Age Distribution	2000		1990	
	N	%	N	%
Under 18	352	25.7%	346	25.7%
18 to 24	131	9.6%	152	11.3%
25 to 54	483	35.3%	456	33.8%
55 to 65	120	8.8%	147	10.9%
Over 65	283	20.7%	247	18.3%

Source: Missouri Census Data Center's MCDC Demographic Profile 3 Trend Report, 1990 – 2000 Sarcoxie city, MO 29-65990. Sarcoxie Volunteer Comp Plan 2007.

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 3 – DEMOGRAPHIC PROFILE

### Economic Characteristics \*

The economic characteristics of the city can be measured by examining several variables including education attainment, income, poverty levels, employment patterns, and housing. For this plan, these variables are examined in comparison to both Jasper County and the state of Missouri.

**Educational Levels** - The following table reviews levels of education completed or exceeded by residents 25 and older. Educational level attained has a strong correlation with respect to income generated. A 1997 national study by the U.S. Department of Education found that the median annual income of a person with a high school diploma is more than 70% higher than that of a person without a diploma. For a person with just a bachelor's degree the gap jumps to more than 300%.

	Sarcoxie	Jasper County	Missouri
% High School Graduate or Higher	69.8%	79.5%	81.3%
% Bachelor's Degree or Higher	10.4%	16.5%	21.6%

Source: U.S. Census Bureau American Fact Finder, 2000

**Income & Poverty** - The primary income indicators that are used by the U.S. Census Bureau are:

- Per capita income - The total income of a population divided by the number of people in that population.
- Median family income - The average income of families that live under the same roof. It is the exact middle point of income within a population meaning that 50% of the families make more and 50% make less than that point.
- Poverty Level is a dollar amount established by the government that can indicate the status of being poor. It is based on family household income and the number of persons living in the household.

These measures are useful as comparative tools and reference points over time.

	Sarcoxie	Jasper County	Missouri
Per Capita Income (1999 dollars)	\$13,531	\$16,227	\$19,936
Median Family Income (1999 dollars)	\$34,519	\$37,611	\$46,044
% of Families below Poverty Level	10.7%	10.4%	8.6%
% of Individuals below Poverty Level	16.8%	14.5%	11.7%

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 3 – DEMOGRAPHIC PROFILE

	Sarcoxie	Jasper County	Missouri
Average Family Size	2.99	2.98	3.02
<b>% of Income Sources for all Households:</b>			
From Earnings	69.9%	78.8%	79.5%
From Social Security Income	38.4%	29.2%	27.6%
From Supplemental Security Income	10.6%	4.8%	4.1%
From Public Assistance Income	6.1%	3.9%	3.4%
From Retirement Income	15.6%	15.1%	17.0%

Source: U.S. Census Bureau American Fact Finder, 2000

**Labor Force** - The following table reviews basic employment statistics for 2000.

	Sarcoxie	Jasper County	Missouri
% of population in labor force	58.6%	65.2	65.2
% unemployment rate: % of labor force unemployed	5.0%	6.6%	5.3%
% unemployment rate: % of total population	2.9%	4.3%	3.4%
% all parents in family in work force	53.2%	58.8%	64.2%
Mean travel time to work (minutes)	23.2	17.8	23.8
<b>Labor Force Occupations %</b>			
Management, Professional, and Related	16.8%	25.9%	31.5%
Service	17.5%	15.2%	15.0%
Sales and Office	15.6%	26.0%	26.9%
Farming, Fishing, and Forestry	1.7%	0.5%	0.6%
Construction, Extraction, and Maintenance	9.7%	9.8%	9.8%
Production, Transportation, and Material Moving	38.6%	22.6%	16.3%

Source: U.S. Census Bureau American Fact Finder, 2000

Compared to the county and state, Sarcoxie has a higher percent of people that are not in the labor force as well as lower unemployment rates. While mean travel time was about 5 minutes more than the average for other county residents it is similar to the state average.



# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 3 – DEMOGRAPHIC PROFILE

**Housing** - Detailed below is a comparison of key housing statistics for 2000.

	Sarcoxie	Jasper County	Missouri
Total Housing Units	645	n/a	n/a
% Total Units Occupied (calculated)	88.4%	90.9%	89.9%
% Single-Family Owner-Occupied (calculated)	55.0%	48.8%	48.7%
% Mobile Homes	8.7%	8.2%	8.2%
Median Value (dollars)	\$52,200	\$67,700	\$89,900
Median Year Built (calculated)	1970 – 1979	1960 – 1969	1960 – 1969
% of Units built before 1940	29.3%	21.8%	16.2%
% of Houses built after 1989	6.1%	19%	17%
Median Year Owner Moved In (calculated)	1990 – 1994	1990 – 1994	1990 – 1994

Source: U.S. Census Bureau American Fact Finder, 2000

***\* This section is taken from the Volunteer Comprehensive Development Plan for Sarcoxie 7/15/07.***

In discussing the neighborhoods in Sarcoxie the vast amount of deteriorated and deteriorating property is a concern. In the next Chapter, the discussion will revolve around the quality of housing in Sarcoxie, its availability to the different income levels and its current physical status. The Goals in Chapter 2 have identified the current housing stock as a major

### CHAPTER 4 – NEIGHBORHOOD ISSUES

#### Recommendation – Neighborhood Stabilization and Redevelopment

##### Residential Areas

The following tables are the results of the 2000 Decennial Census and represent the housing conditions in Sarcoxie. It is expected that although the numbers are 8 years old, the change has been negligible. In that light, one of the goals of the City of Sarcoxie should be to upgrade the quality of housing in the community.

A “Stabilization Audit” should be conducted some time in the future with the goal of quantifying the structures and their conditions using a table of conditions that will give the city some indication of the amount of work that needs to be done and where. There are a couple of neighborhoods where the structures are older, but well maintained. A significant part of the community is in various stages of dilapidation and needs to be stabilized.

<b>Housing Unit Basics</b>			
Universe: Total Housing Units			
<b>Total Housing Units</b>	<b>645</b>		
<b>Unweighted Sample HU Count</b>	<b>307</b>		
<b>Total Housing Units (100% Count)</b>	<b>635</b>		
<b>Est Occupied Housing Units (100% Count)</b>	<b>559</b>		
<b>Est Vacant Housing Units (100% Count)</b>	<b>76</b>		
<b>Pct of Occupied HUs in Sample</b>	<b>47.2</b>		
<b>Pct of Vacant HUs in Sample</b>	<b>56.6</b>		
Urban Housing Units	0	0.0	
Rural Housing Units	645	100.0	
Occupied Housing Units	570	88.4	

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 4 – NEIGHBORHOOD ISSUES

Owner occupied units	400	70.2	
Renter occupied units	170	29.8	
Vacant Housing Units	75	11.6	
<b>25. Selected Housing Characteristics</b>			
Universe: Occupied housing units			
With 1.5+ persons per room	4	0.7	
Lacking complete plumbing facilities	4	0.7	
Lacking telephone service	39	6.8	
No vehicles available	69	12.1	
Average Household Size	2.35		
Moved in last 5 Yrs	273	47.9	
Median Year Moved In	1994		
<b>26. Units in Structure</b>			
Universe: Housing Units			
Single Family Units	511	79.2	
2 to 4 Units	78	12.1	
5 to 19 Units	0	0.0	
In Buildings with 20+ Units	0	0.0	
Mobile Homes	56	8.7	
Boat, RV, Van, etc.	0	0.0	
<b>27. Age of Structure</b>			
Universe: Housing Units			
Units < 5 Yrs Old	15	2.3	
Units > 50 Yrs Old	246	38.1	
Units Built Before 1940	189	29.3	
Average Age of Units	44.6		

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 4 – NEIGHBORHOOD ISSUES

<b>28. Gross Rents</b>			
Universe: Specified Renter Occupied Units			
<b>Units Paying Cash Rent</b>	<b>153</b>	<b>90.0</b>	
Cash Rent < \$300	67	43.8	
Rent \$300 to \$599	83	54.2	
Rent \$600 to \$999	3	2.0	
Rent \$1000 or more	0	0.0	
Median Gross Rent	\$326		
Average Gross Rent	\$333		
No Cash Rent	17	10.0	
<b>29. Housing Values</b>			
Universe: Specified Owner Occupied Housing Units			
House Value < \$50,000	168	47.3	
Value \$50,000 to \$99,999	165	46.5	
Value \$100,000 to \$149,999	19	5.4	
Value \$150,000 to \$199,999	3	0.8	
Value \$200,000 to \$299,999	0	0.0	
Value \$300,000 to \$499,999	0	0.0	
Value \$500,000 to \$999,999	0	0.0	
Value \$1 million or more	0	0.0	
Median House Value	\$52,200		
Average House Value	\$55,782		

SOURCE: U.S. Bureau of the Census, Summary File 3, 2000 Decennial Census

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

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## CHAPTER 4 – NEIGHBORHOOD ISSUES

In analyzing the data from the Census above, there are a total of 645 housing units in the City of Sarcoxie. Of those units, 29.8% are rentals and 11.6% are vacant. The percentage of rentals is actually quite low considering that it is not unusual for most communities to experience as much as 40% in rental units. The vacant rate is just a little high as most communities see a vacancy rate of around 9%.

The intriguing numbers are the age of the housing units. There are 67.4% of the units over 50 years old. Only 2.3% of the units, or 15 homes, are under 5 years old. That is a very clear indicator of an aging housing inventory. Since 67.4% of the units are over 50 years, the challenge will be in finding solutions for upgrading the quality of those units. The average house value is just \$55,782 which, in today's market, is low. These numbers however, are estimates based on assessed values and are not an accurate value. The numbers are still low no matter how they are derived and are another indicator of the work that needs to be done. Any community needs an array of homes of various values to meet the needs of its citizens. Although having very low valued homes does not seem desirable, there are citizens that need that housing, but it seems that the City of Sarcoxie has more than the average community.

Another surprising fact is the rent being paid per month. The average gross rent is \$333.00 monthly which is a very low figure although average for smaller communities in Jasper and neighboring counties. The average rent in other communities is about \$450.00 monthly meaning that there are substantially more higher rent units. This is another indicator of the status of persons in the community that need to rent home.

There are very few scattered mobile homes in the city, but there are several outside the mobile home park that are in dilapidated condition. Manufactured housing quality has increased substantially since the 1980's, but the earlier models tend to depreciate quite quickly. There are not a significant number of mobile homes in neighborhoods, but most that are there are either vacant or dilapidated or in serious need of repair. There are a few that have been maintained.

### **Commercial Areas**

There are only two generally commercial districts in the City of Sarcoxie. The downtown and the Highway 37 corridor along High Street from 17<sup>th</sup> Street to about where 1<sup>st</sup> Street would be if it existed. Sarcoxie has been fortunate to not have scattered commercial and industrial uses mixed in with the residential uses as so many communities without zoning tend to have. There are a couple of scattered sites, but they tend not to create much of a land use conflict. The Highway 37 (14<sup>th</sup> Street) corridor has the only two industrial sites, the concrete company and Mid-America Hardwoods. The nursery tends to be an open space use that is not considered a conflict with existing residential uses.

# **CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN**

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## **CHAPTER 4 – NEIGHBORHOOD ISSUES**

The general nature of the commercial properties is good although, the downtown property is in need of upgrading. The few vacant commercial buildings outside of the square are, for the most part, viable and can be reused.

### CHAPTER 5 – PUBLIC AND SEMI-PUBLIC LAND USES

#### Parks and Recreational Facilities

The City of Sarcoxie has a couple of well-planned and frequently used facilities for both the community and the immediate region. The oldest public place is the historic square, which boasts the old, but well maintained Gazebo, shade trees, picnic tables, flower beds and is the central feature of the downtown. As the oldest community in Jasper County, the Gazebo has come to represent the core of a very rich and diverse history that exemplifies a unique heritage.

Stebbins Memorial Park is the primary park complex for the city and contains:

Baseball Diamond	Playground Equipment
Public Restrooms	Tennis Court
Basketball Court	Pavilions and Picnic Tables
Sand Volleyball	Swimming Pool Complex
Skateboard Complex	

The park has provided a variety of recreational opportunities for citizens of all ages and has the features necessary for year-round use. The swimming pool is the central summer recreational facility. It was constructed in 2003 with modern features that include a wading pool for infants, a zero entry volleyball pool and a diving pool. Also included in the park is a skateboard complex that is unique to most communities in southwest Missouri and provides a variety of recreational opportunities to the youth of the community.

The ball field is well used and there is consideration of upgrading the facility to make it compatible with school district needs. The cooperative use of public facilities is a good use of public funds from multiple sources that can be of mutual benefit.

The riding and show arena was built in 2004 and is currently being used by private parties for equestrian events. Future plans are to develop it for larger events for a more diverse community use.

The Gene Taylor community center located at 5<sup>th</sup> and High Streets appears to be adequate for a community of this size. It is not laid out as a public venue for shows and attractions, but does have the amenities necessary for public gatherings and local events. It was constructed in the 1970's and has a capacity of approximately 200 people.

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

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## CHAPTER 5 – PUBLIC AND SEMI-PUBLIC LAND USES

### Regional Recreational Facilities

Sarcoxie, and indeed all of Southwest Missouri, is fortunate to have a number of recreational opportunities within driving distance. The following is a list of facilities near Sarcoxie:

- Center Creek Recreation Club and Golf Course – located four miles northwest of the city, this 9-hole golf course is popular in the area for its challenging play.
- George Washing Carver National Monument – located just 14 miles west of Sarcoxie, Park Rangers at George Washington Carver National Monument interpret Dr. Carver's boyhood years through museum and trail tours, living history programs, and nature hikes.
- Local creek and river accesses – Sarcoxie is less than one mile from Center Creek and less than 12 miles from Spring River. These waterways offer fishing, floating and canoeing opportunities.
- Tourist and vacation destinations – Sarcoxie residents have the best of both worlds when it comes to tourist destinations. Residents are less than two hours from several destinations that are easy and quick to access. These are:

- |   |                  |
|---|------------------|
| <input type="checkbox"/> The Bass Pro Shop                        | Springfield, MO. |
| <input type="checkbox"/> Precious Moments Chapel                  | Carthage, MO.    |
| <input type="checkbox"/> Branson, Missouri and Silver Dollar City | Branson, MO.     |
| <input type="checkbox"/> Mark Twain Nation Forest                 |                  |
| <input type="checkbox"/> Grand Lake                               |                  |
| <input type="checkbox"/> Stockton Lake                            |                  |
| <input type="checkbox"/> Table Rock Lake                          |                  |
| <input type="checkbox"/> Lake Tanycomo                            |                  |
| <input type="checkbox"/> Lake of the Ozarks                       |                  |

### Other Public Facilities

The City Hall is located on the square, but is not adequate for a community of this size providing the necessary administrative and legislative activities required to manage a city. The Council Chambers are not adequate for a larger public assembly for issues of interest that may bring out the public and does not provide the council with enough room to conveniently conduct their meetings. The office space for the City Clerk and her assistants is small and cramped. The offices would be more efficient if more room were available for the filing system and necessary equipment needed to run a modern office.



# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

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## CHAPTER 5 – PUBLIC AND SEMI-PUBLIC LAND USES

The police department is located next to City Hall and a larger facility for the police department would probably be an asset. All prisoners and persons arrested must be transported to the county facility in Carthage, which is a good alternative to a local jail. The police department is small and must rely on support from the County Sheriff. Although this is not ideal, it does save the community from having full-time staff. Located next to City Hall, it provides minimally effective space.

The Fire Station located next to the city square is part of a larger volunteer fire association. It provides a headquarters facility for first responders that are funded by both the city's general fund and the rural fire association. All calls are managed by the county's 911 system.

The Missouri State License Bureau was authorized in May 2007 as one of the many state fee offices. It is located next to City Hall and offers all services of other fees offices except for driving exams. It appears to be adequate for its purposes.

The Sarcoxie Senior Center located on the northwest corner of the square provides a facility for socializing, recreation and meals for the qualified elderly and handicapped of the community. This is a very important part of the overall strategy of providing leisure services for all of the community's citizens.

### **Educational and Cultural Facilities**

**The Sarcoxie R-II School District** has two separate facilities. The Wildwood Elementary School provides education from Kindergarten through Grade 5. The 2007 enrollment is 826 students with 440 in the middle and high school and 386 in the Wildwood Elementary School. There are 70 teachers that yield about 14 students per teacher, which is also the state average. The school has two facilities, the High School and Middle School campus on the west edge of the city and the Wildwood Elementary School, which is near the center of the city.

The school has a policy of allowing private and public access to its facilities for a small fee. This increases the opportunities for the local citizens to avail themselves of additional recreational activities. The school district participates in the MSHSAA Class 1 athletic conference and provides activities including football, basketball, volleyball, softball, baseball, track, cross country track and golf for the grades 7 through 12. The school district also offers a wide selection of extra-curricular activities for its students.

The City of Sarcoxie also provides through its **Youth Sports Association**, Sarcoxie Youth Sports, and a selection of activities including T-ball, Baseball, Softball, Flag Football, Full Contact Football, and basketball. This organization works in association

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

## CHAPTER 5 – PUBLIC AND SEMI-PUBLIC LAND USES

with the public schools to provide access to ball fields and gymnasiums to assure a rewarding experience.

### Colleges and Universities

Within commuting distance are a number of Colleges, Universities and Trade Schools. They are as follows:

- |                                       |                       |
|---------------------------------------|-----------------------|
| 1. Missouri State University          | Springfield, Missouri |
| 2. Missouri Southern State University | Joplin, Missouri      |
| 3. Pittsburg State University         | Pittsburg, Kansas     |
| 4. Crowder College                    | Neosho, Missouri      |
| 5. Franklin Technology Center         | Joplin, Missouri      |
| 6. Vatterott College                  | Joplin, Missouri      |
| 7. Wichita Technical Institute        | Joplin, Missouri      |
| 8. Ozark Bible College                | Joplin, Missouri      |
| 9. Northeastern Oklahoma College      | Miami, Oklahoma       |

**The Public Library** is located on the south side of the square in Downtown Sarcoxie and funded by the city's general fund. It offers full library amenities as well as public computer and Internet access. This is a very unique facility for a community of this size and enjoys a regional subscription and usage. The facility is a storefront on the square and although it is small, the floor space seems to be adequate for that purpose. It would probably enjoy the opportunity to expand if the facility could be allowed to grow.

### Other cultural facilities within the region include:

- |  |                  |
|--|------------------|
| • The Gene Taylor Museum and Library         | Sarcoxie, Mo.    |
| • Spiva Arts Center                          | Joplin, Mo.      |
| • Stone's Throw Dinner Theatre               | Carthage, Mo.    |
| • Dickerson Park Zoo                         | Springfield, Mo. |
| • Wildlife Museum                            | Springfield, Mo. |
| • Wildcat Glades Conservation & Audubon Ctr. | Joplin, Mo.      |

### CHAPTER 6 – IMPLEMENTATION STRATEGIES

#### Introduction

In order for the Sarcoxie Comprehensive Plan to be successful, the Plan must be implemented. **Chapter 1**, Planning Purpose and Land Use Issues provide Goals and Action Steps to summarize what the City identifies as the most important planning issues. **Chapter 7**, Implementation Strategies, presents implementation strategies based upon the goals, objectives and policies.

#### 1. FUTURE LAND USE IMPLEMENTATION

##### **A. Zoning.**

The City of Sarcoxie has managed to avoid zoning and this may not be a bad thing. The current land uses show that the majority of the commercial and industrial property tends to be along the primary thoroughfare corridors and the downtown. This is a natural growth process that tends to place those commercial activities in a location that is most advantageous to its continued use and future growth. There is very little mixture of commercial and residential land uses within the community. Therefore, zoning has not been considered a need at this point.

Zoning does provide a number of development standards within its framework that can significantly raise the standard of all development within the community regardless of land use. Zoning tries to balance the amount of residential, commercial and industrial land within the community to best segregate those uses into enclaves that are of benefit to all. It provides a measure of protection to the land owner ensuring that there will be a minimum of land use conflicts whether it occurs as a result of residential property being too close to commercial or industrial or the other way round. The zoning codes also provide standards that mitigate those conflicts to permit them to exist next to each other with the minimum amount of harm. The owners of commercial and industrial properties are just as concerned about the corruption of the adjacent land uses and their attendant conflicts as the residential property owner is. The introduction to all zoning codes is the “intent” which is to promote the health, safety, quality of life, comfort and general welfare of the city; to preserve and protect property values throughout the city; to restrict and regulate the height, number of stories, and size of structures; the percentage of lot coverage; the size of yards, courts and other open spaces, and the density of population; to divide the City into zones and districts; and to regulate and restrict the location and use of structures and land within each district or zone. This introduction sounds ominous,

but it is exactly the intent of the code to enhance the quality of life through regulation.

The zoning codes also give the City Council some control over how development will occur within the city and how to distribute the public services. One of the functions of zoning is to restrict development that tends to be high water, wastewater or public service users to areas where they can be best served without stretching the resources of the cities beyond what is fiscally manageable. Allowing a large multi-family complex to develop outside the currently served area requires a certain amount of investment by the community and would be hard to recoup. Zoning would give the city the advantage of controlling that kind of growth.

### **Recommendation**

In the future, the policy makers will have to consider the issue of zoning and subdivision regulations that will fit the community. Not all zoning codes are alike and there is no “standard code” that will provide all the answers to all the problems. A code would be tailored to fit the circumstances in Sarcoxie and provide the most protection with the least amount of regulation. The size of the code tends to be in proportion to the size of the community and Sarcoxie does not need a large and cumbersome code to provide at least some protection to the existing and future property owners.

It is recommended that the City Council discuss the prospect of zoning and decide if it would benefit the community. So far, the city has managed to avoid too many land use conflicts. The commercial development has tended to stay along the primary routes of High Street and 14<sup>th</sup> Street. There are only a few multi-family dwellings that have managed to stay along High Street and there does not appear to be many within the city. The city could benefit from a very basic code that creates the three primary districts and establishes standards for each.

### **B. Development Restrictions.**

Since there is no zoning within the community, the most effective tool for restricting land use is deed restrictions. The development of vacant land for residential purposes could be required to file deed restrictions that would limit the use of the property to residential uses only, establish certain standards for development (if desired) and create a homeowners association with the powers to enforce the restrictions. Although this would do little to protect the property on the perimeter of the subdivision it would provide future developments that would interlock in the future from becoming nuisances.

The same could be said for commercial and industrial property. If the City is fortunate enough to create an industrial park, the City would develop a set of covenants that would require such things as adequate off-street parking, set-backs, berms, detention facilities, pre-treatment facilities for wastewater discharge quality management and restrict the use for industrial or commercial purposes. This would prevent the use for residential purposes and reduce the opportunities for future land use conflicts. Some research would be required to determine if laws in Missouri would permit the municipality to require deed restrictions.

### **Recommendation**

is recommended that the legal consultant be tasked with the job of researching the Missouri State Statutes to determine if the City could required deed restrictions on future plats and subdivisions. This would accomplish some of the same things that zoning would.

### **C. Annexation.**

The State Statutes of the State of Missouri have made annexation difficult in areas like southwest Missouri where sentiments run strong against government. The notion of involuntary annexation is not very well accepted. The voluntary annexations are a simple matter of adopting an ordinance by the City Council

Involuntary annexations require dual elections in the city and the area to be annexed and can be quite costly and the outcome is not guaranteed. Involuntary annexations are quite unpopular and if the property owners can be convinced of the benefits of being in the city then the voluntary annexation can be accomplished quite easily.

It is essential that Sarcoxie break out of the old boundaries that have been established and create some elbowroom for future development. A map of the city shows that most property in the city is developed and the potential for additional development lies only in annexation.

### **Recommendation**

Seek voluntary annexation from the Missouri State Department of Transportation for that part of Mo. Highway 37 and I-44 and include the interchange. Also, that part of Mo. Highway 37 from the south city limits to the Jasper-Newton County line. Encourage the businesses around the I-44 and Highway 37 interchange to annex and that corridor on both sides of Missouri Highway 37 from the east city limits to the interchange. After that annexation of the highway south to the County Line,

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

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## CHAPTER 6 – IMPLEMENTATION STRATEGIES

encourage the Hardwood manufacturer to annex and that acreage on the east side of the highway. The acreage on the east side of the highway would be very desirable as an industrial park for the city.

Another area of potential growth is north of the City Limits to I-44. That property is undeveloped and the extension of utilities into the area would be an asset for future development. This would give the City of Sarcoxie additional frontage along the Interstate and an opportunity for additional single-family and multi-family growth.

### 2. DOWNTOWN REVITALIZATION

Downtown Sarcoxie boasts of a very historically important square as it is the oldest community in Jasper County and has functioned continually since the early 1800's. It is expected that work currently under way to have it declared historically important and placed on the National Register of Historic Places will give it even more significance. It has a couple of vacancies, and several of the buildings have been slip covered in an effort to lend them a more modern appearance. These are easily and economically reversed and would go a long way toward the Nation designation.

The square contains a small public park, a gazebo of some historic significance and the government offices. The Public Library, the Gene Taylor Museum, the local newspaper offices and a few private businesses make up the balance of the property. There is one larger building vacant on the west side and the remnants of a large building on the east side that recently experienced a fire. That building is currently in the middle of demolition.

The sidewalks and streets are in useable condition, but could use some upgrading. There are lights on the square, but most are of the commercial variety installed by the utility company. Despite some deterioration of the buildings in the square it is still a pretty square and upgrading would significantly improve the marketability and future use of the resources.

The most significant problem with the downtown is its inclusion in FEMA's 100-year floodplain. It creates the problem of securing grants for reinvestment in the downtown. Currently, state and federal law prohibit the use of their funds on property in the 100-flood plain.

#### Recommendation

Several programs need to be initiated in an all-out effort to save the downtown. It is expected that placing the property on the National Register will help in the attraction

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

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## CHAPTER 6 – IMPLEMENTATION STRATEGIES

of grant funds, but there has been no verification by any agency that this will help overcome the flood plain designation.

It is recommended that a new flood plain study be initiated to determine if recent changes in the storm water management system in the community could have changed this situation. Although this is an expensive undertaking, the resultant benefits could justify the investment.

A downtown revitalization plan should be developed to show the intent of the City Council in bringing back the character and life of the old square and create once again a destination and for economic development and socialization. The history of city squares as places of congregation and shopping is rich in creating a community identity and social atmosphere. This could once again become a viable alternative to citizens of the region choosing to shop and socialize in Joplin or Mount Vernon.

A streetscape that would echo the ambiance of the city square of old would enhance the opportunity for reinvestment and bring back the old identity of the city. Projects would include a new streetscape improving the sidewalks, curbs and gutters, and upgrading the roadway. Placing period lighting, and other amenities would reflect the time when the square was the center of activity in the town. Creating an identifiable entry into the square off Highway 37 would help when attracting traffic off I-44. Signage identifying the downtown and the features of the downtown should be placed at the interchanges on the east and west side of town in an effort to draw in tourist traffic. Creating that old-time atmosphere that encourages people to stop and linger is a goal.

There are several very important resources downtown including the old theater, the Gene Taylor museum and the public library that could serve as anchors for the new shops. It is imperative that the city capitalizes on these resources and develops a marketing tool to assist property owners in revitalization. One element of a revitalization plan will be to develop a partnership between public and private investors to enhance the square. One example would be a façade improvement grant that would help pay property owners to reinvest in their buildings and bring back the old facades of their buildings. A grant from the city would be a 50-50 grant up to a maximum amount to match with property owner investments to bring the facades of the buildings back to their historical grandeur. An application to the Missouri Department of Economic Development for a Community Development Block Grant for historic preservation and the mitigation of slum and blight could be submitted. Even if the program were for a low-interest loan, some interest would probably be generated.

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

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## CHAPTER 6 – IMPLEMENTATION STRATEGIES

A downtown redevelopment plan would give the city a better position with the Department of Economic Development in capturing a DREAM designation. The Downtown Revitalization Economic Assistance for Missouri is a program that provides a streamlined approach to state and federal funds targeted especially for downtown revitalization projects. It assists cities in applying for and managing grants from a variety of sources within the Department of Economic Development for the revitalization of Missouri's downtowns. An application for Sarcoxie was submitted earlier this year and the city was not selected. The weakest part of the application was the lack of a downtown revitalization plan. It is recommended that a Downtown Revitalization plan be developed for the City of Sarcoxie.

### 3. NEIGHBORHOOD STABILIZATION

#### A. Evaluation

The neighborhoods in the City of Sarcoxie are not well defined as there is no clear defining physical separation between them. There are not enclaves of homes that were built in any given generation or period and except for the homes along Joplin Street and Apple Road, most are of the late 1800's and early 1900's eras. There are only a little over 60 blocks in the entire town, which should make an evaluation of conditions fairly simple. There are mixes of home values throughout the town with larger Victorian era homes in the same block as small worker's bungalows. A lot of the inventory is deteriorated, but most are just in need of small repairs and paint.

Population distribution is quite important. Those homes owned or occupied by the elderly tend to need the most work, as they haven't the resources to do any more than make only the most basic repairs. Those homes owned or occupied by the moderate or low income are in the same condition needing attention in the near future before dilapidation takes hold.

#### Recommendation

Dividing the town into groups of blocks that can most easily be surveyed by a couple of volunteers in a short time would begin the process. The survey must be conducted in a dispassionate and objective manner to just evaluate conditions without judging the building or its property. The survey will establish four levels of conditions, being new or recently constructed, fair, poor and deteriorating. The new and recently constructed category is self-explanatory. The fair homes will be those that were built in the later part of the last century or earlier and have stabilized in condition and are in good repair. The poor are those homes that are still substantially sound, but are in the process of deteriorating because of such things as poor



# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

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## CHAPTER 6 – IMPLEMENTATION STRATEGIES

maintenance, chipping and peeling paint, poor roofing material, missing screens or windowpanes. The deteriorating homes will be those that are clearly beyond repair. The paint has long ago worn away, the roof is sagging, porches and other attachments are sagging or missing, there are holes in the foundation or it has slipped and the building is ready for demolition.

Additional survey items revolve around the condition of the property. Tall and unkempt lawns, overgrown bushes and trees, missing fence parts, trash, debris, abandoned vehicles and other unsightly nuisances. On the other hand there will be property that is mowed, has trimmed bushes and trees, is clean and neat. There will be a lot of property that falls somewhere in between.

Other factors that will eventually determine conditions are as follows:

- i. Ownership factors:
  - a. High vacancy rate
  - b. Extended vacancy rate
  - c. Deed Restrictions
  - d. Ownership changes
  - e. Non-owner occupied housing
- ii. Economic Factors:
  - a. Sales decline
  - b. Property Value Decline
  - c. Lack of renovation or remodeling activity
  - d. Economic obsolescence
  - e. Tax delinquency or bankruptcy
- iii. Community factors:
  - a. Lack of property maintenance
  - b. Land use obsolescence
  - c. Physical obsolescence
  - d. Environmental concerns
  - e. Safety concerns

These factors may be inventoried initially to set a “benchmark” of conditions in each neighborhood. The factors are then updated periodically such as annually to “track” changes in conditions.

These surveys need to be completed before a concentrated program of revitalization can be implemented. There must be a benchmark from which progress can be measured.

### ***Housing Rehab Programs***

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

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## CHAPTER 6 – IMPLEMENTATION STRATEGIES

The City of Sarcoxie should offer the following programs to Sarcoxie residents to encourage residential infill and implement the strategies of neighborhood revitalization. Most of the following programs will need to be undertaken by volunteer groups as the programs are aimed more at the moderate and low-income of the community.

As each program is discussed, the strategy for implementation will be also being presented. Some of the programs will require grants and assistances which will be part of the neighborhood redevelopment activity in an application to the Department of Economic Development for assistance. There are also other agencies working in the county that can provide assistance.

### **Exterior Paint Give-away Program.**

So many of the homes only need a good coat of paint to bring them back to life. The City will provide free exterior paint and primer to homeowners within the Sarcoxie city limits. Homeowners are required to have their homes painted within 90 days of receipt of the paint. Applicants must have an income of less than 80 percent of median income to qualify. Volunteers who meet once a month or once a quarter for a work weekend can paint many of the homes. Volunteers can be recruited from a church alliance, school, chamber of commerce or other local service organization. Many elderly could benefit from this program. Paint is either donated by suppliers or purchased through donated funds.

### **Exterior Maintenance Program.**

Many of the homes have deteriorating exteriors, windows, doors, roofs, and other features that only need a little attention to bring them back to standards. Again, volunteers who have the skills to accomplish these tasks could make a big difference in the overall appearance of the neighborhood and the community. Homeowners must have an income of less than 80 percent of median income to qualify.

### **Weatherization Program.**

The Economic Security Corporation of Southwest Missouri with their offices in Joplin provides this program. Applicants must be qualified low and moderate-income property owners and applications may be submitted at any time. This program secures doors and windows, installs insulation and generally weatherproofs the home. Usually the elderly and handicapped are serviced first.

### **Housing Rehab Deferred Loan Program and Subsidized Loan Program.**

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## CHAPTER 6 – IMPLEMENTATION STRATEGIES

These are projects that could be part of a grant application to the Department of Economic Development's Community Development Block Grant Program for the rehabilitation of homes in the community. The applications would have to be qualified low and moderate-income residents and the entire city is within an income-qualified Census Tract eligible for consideration. The program could be financed initially with a grant and then the loan repayment proceeds would be deposited in a revolving loan account to be used for future projects.

The City of Sarcoxie does not have the fund balances necessary to finance any of these projects with city funds. The City will have to rely on volunteers and grants to finance these projects. Establishing clean-up days, trash round-ups, annual or semi-annual city-wide clean-ups will go a long way toward removing most of the weeds, dead trees, trash and debris from the city. Another issue is the maintenance of the ditches in the community. Visual observation of the condition of the storm water management system shows that many are choked with weeds, trees and debris and badly need cleaning. These could be neighborhood projects that will benefit all of the community eventually when heavy rains threaten local flooding.

### 4. INFRASTRUCTURE

#### A. Water

The water system in the city seems to be adequate for today's usage and, according to local maintenance staff, has plenty of capacity for the immediate future. Most of the old smaller distribution has been replaced with 4" and 6" lines improving the delivery of the water. However, there are still parts of the system that need upgrading and improvement. The storage and pump facility has been installed in the last couple of years and is in good conditions.

#### Recommendation

Continue the routine maintenance and upgrading of the system, but be prepared for upgrading in the future if a high-demand industry or other user wants to come on line. Monitor the extension of services outside the city limits to ensure that the usage in those areas will not significantly reduce capacity.

#### B. Wastewater

The wastewater system is continuing to be upgraded and maintained; however the old lagoon system is not the best solution for a municipality. The Missouri Department of Natural Resources changes the discharge permit limits on a regular

# CITY OF SARCOXIE, MISSOURI – COMPREHENSIVE PLAN

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## CHAPTER 6 – IMPLEMENTATION STRATEGIES

basis and there will be a time in the future when a lagoon cannot meet those limits. The pumps that are now on line are old and, although they are serviceable, will need to be upgraded at some point in the future.

The distribution system is old and inadequate. Most communities are experiencing the failure of the systems because of age. A lot of these systems are almost 100 years old and even those installed as recently as 50 years ago are at risk. The current maintenance crew and supervisor have done a good job at repairing the breaks and failures in the system and replacing those reaches of pipe that have failed, but it is only a matter of time before a wholesale replacement program will be required.

### Recommendation

Continue to monitor the system and begin searching for a grant that will upgrade the distribution system and the treatment facility. There will be a time when MoDNR will only permit primary, secondary and tertiary treatment facilities. These are quite expensive and can be maintenance intensive. It is recommended that the state CDBG program be used or a Rural Development Grant for this upgrade.

### **C. Streets**

The street system in the City of Sarcoxie is serviceable, but just barely. Most of the streets have been paved, but a lot of them are marginal in serviceability. The city has done a good job of patching and keeping the potholes to a minimum, but a lot of the roads need overlays and some need total reconstruction. The sidewalks, or those that are left, have started to deteriorate and heave. These are walking hazards that leave the adjacent property owners and the city at risk for liability issues. There are few curbs and gutters, but those that are in evidence need attention.

### Recommendation

The city should establish a routine maintenance schedule that would section the city off into zones and each year finance the repaving or replacement of paving in each section. Over time, the entire city will have been serviced and the zones could be used to establish a revolving sealcoating program. Since 7 years seems to be the industry standard in the life of sealcoating, 7 zones would not include many miles of roads and could be easily accomplished.

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The future of Sarcoxie lies within its ability to attract new industry and business to the community. New industry brings workers and the need for homes and new families bring the need for those businesses that can provide the goods and services needed to support the families. Sarcoxie lies only 13 or 14 minutes from Joplin and the growth in Joplin could help support the needs of the City of Sarcoxie. At some time in the future, the City and Chamber will need to branch out and begin to sell the City and its unique small town environment and coupled with the improvements to downtown and the neighborhoods, lure new businesses and industry to the community. The proximity of Joplin needs to be considered an asset, rather than a liability, and used for what it is. It is the economic center of this part of the state and

with its growth and the growth of such things as the casinos in Kansas and Oklahoma puts Sarcoxie close enough to reap some of the tourist and business benefits.

The industries in Joplin could still use an industrial supplier within a few minutes of their campuses and Sarcoxie could be reasonably poised to provide the space and incentives to lure some of those suppliers to Sarcoxie rather than Joplin. The employees of these industries need a place to live. In some instances these employees are locating in Carl Junction, Webb City, and Oronogo which are about the same driving time from Joplin as is Sarcoxie. There is no reason why employees could not be enticed to Sarcoxie if the housing stock were here and the businesses necessary to support the population.

#### 1. Economic Profile

A profile of a city's labor force and its existing businesses and industry is beneficial in assessing a city's economy. Together with past trends, the existing employment profile shows a community to assess its ability to stimulate investment. The City of Sarcoxie has historically followed a conservative public investment strategy.

Once economic trends are forecasted, the community can better plan for future land use development, their patterns and intensities. The economic profile will be used, as well, to evaluate community goals and objectives and to crosscheck population projections.

The City of Sarcoxie has not successfully recruited industry to the city over the past few years. The profile of the city shows a small population of available work force as only 5% of 611 employable persons are available. This translates into only 31 persons in the city available for employment. The rest of the over 16 population is either

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young or elderly/retired. When a prospect looks at these numbers, they cannot reasonably expect to find employees from the city of Sarcoxie. The answer is to develop regional profiles to provide evidence that there is a rural population within driving distance that can be accessed for future employment.

The following tables show the employment profile in the City of Sarcoxie:

Subject	Number	Percent	SF3 Table
<b>16. Employment Status</b>			
Universe: Persons over 16			
Over 16 Yrs of Age	1,057	77.2	P43
Civilian Labor Force	619	58.6	
Unemployed Persons	31	5.0	
Civ. Labor Force, Female	284	45.9	
Unemployed Females	10	3.5	
Over 16 Not in Labor Force	438	41.4	
Married Couples who Both Work	182	59.1	P48
Married Couples, One Worker	64	20.8	
<b>17. Work Force by Industry</b>			
Universe: Employed Civilian Labor Force			
Employed Persons in CLF	588	95.0	P49
Employed in Manufacturing	218	37.1	
Employed in Retail Trade	59	10.0	
Employed in Education	33	5.6	
Employed in Health Care & Social Assistance	60	10.2	
Employed in Other Industries	218	37.1	
Unemployed Persons in CLF	31	5.0	
<b>18. Work Force by Occupation</b>			
Universe: Employed Persons in CLF			
Management, professional & related occupations	99	16.8	P50

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Subject	Number	Percent	SF3 Table
Service occupations	103	17.5	
Sales and Office occupations	92	15.6	
Farming, Fishing & Forestry occupations	10	1.7	
Construction, extractions & maintenance occupations	57	9.7	
Production, Transportation + material moving occupations	227	38.6	

To offset the lack of available employees, the following table shows the available workforce in the Jasper/Newton County Standard Metropolitan Statistical Area. These are the profiles that can be used to show that Sarcoxie is within a vibrant and growing economic community and that future business and industry is not just depending on Sarcoxie for its survival. The citizens of Sarcoxie know this since most are employed in other communities.

The following table shows the SMSA statistics:

Subject	Number	Percent	SF3 Table
<b>16. Employment Status</b>			
Universe: Persons over 16			
<b>Over 16 Yrs of Age</b>	<b>121,131</b>	<b>77.0</b>	<b>P43</b>
Civilian Labor Force	78,620	64.9	
Unemployed Persons	4,659	5.9	
Civ. Labor Force, Female	36,000	45.8	
Unemployed Females	2,174	6.0	
Over 16 Not in Labor Force	42,402	35.0	
<b>Married Couples who Both Work</b>	<b>20,560</b>	<b>59.6</b>	<b>P48</b>
<b>Married Couples, One Worker</b>	<b>8,462</b>	<b>24.5</b>	
<b>17. Work Force by Industry</b>			

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Subject	Number	Percent	SF3 Table
Universe: Employed Civilian Labor Force			
<b>Employed Persons in CLF</b>	<b>73,961</b>	<b>94.1</b>	<b>P49</b>
Employed in Manufacturing	16,724	22.6	
Employed in Retail Trade	9,812	13.3	
Employed in Education	5,536	7.5	
Employed In Health Care & Social Assistance	8,878	12.0	
Employed in Other Industries	33,011	44.6	
<b>Unemployed Persons in CLF</b>	<b>4,659</b>	<b>5.9</b>	
<b>18. Work Force by Occupation</b>			
Universe: Employed Persons in CLF			
Management, professional & related occupations	19,187	25.9	<b>P50</b>
Service occupations	10,661	14.4	
Sales and Office occupations	18,698	25.3	
Farming, Fishing & Forestry occupations	545	0.7	
Construction, extractions & maintenance occupations	7,300	9.9	
Production, Transportation + material moving occupations	17,570	23.8	




The employment picture in Jasper County is as follows:

Subject	2000		1990		Change		Notes
	Number	Pct.	Number	Pct.	Number	Pct.	
10. Place of Work      Universe: Workers over 16      Metadata: 1990 2000							
Workers 16 and Over	48,176		40,599		7,577	18.7	
Work in County of Residence	39,823	82.7	35,491	87.4	4,332	-4.8	
Workers Living in a Place	35,722	74.1	13,400	33.0	22,322	41.1	
Work in Place of Residence	18,407	51.5	17,080	127.5	1,327	-75.9	



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Subject	2000		1990		Change		Notes
	Number	Pct.	Number	Pct.	Number	Pct.	
11. Commuting      Universe: Workers over 16      Metadata: 1990-2000							
Drive Alone to Work	39,783	82.6	32,988	81.3	6,795	1.3	
Carpool	5,467	11.3	4,449	11.0	1,018	0.4	
Public Transportation or Taxi to Work	102	0.2	76	0.2	26	0.0	
Cycle or Walk to Work	1,277	2.7	1,406	3.5	-129	-0.8	
Work at Home	1,310	2.7	1,423	3.5	-113	-0.8	
Mean Travel Time to Work	17.8		16.4		1.4	8.6	
16. Employment Status      Universe: Persons over 16      Metadata: 1990-2000							
Over 16 Yrs of Age	80,723	77.1	69,774	77.1	10,949	-0.0	
Civilian Labor Force	52,511	65.1	43,531	62.4	8,980	2.7	
Unemployed Persons	3,465	6.6	2,383	5.5	1,082	1.1	
Civ. Labor Force, Female	24,169	46.0	19,462	44.7	4,707	1.3	
Unemployed Females	1,558	6.4	1,096	5.6	462	0.8	
Over 16 Not in Labor Force	28,126	34.8	26,161	37.5	1,965	-2.7	
17. Work Force by Industry      Universe: Employed Civilian Labor Force      Metadata: 1990-2000							
Employed Persons in CLF	49,046	93.4	41,148	94.5	7,898	-1.1	
Employed in Manufacturing	10,638	21.7	3,800	9.2	6,838	12.5	
Employed in Retail Trade	6,619	13.5	8,457	20.6	-1,838	-7.1	
Employed in Education	3,684	7.5	2,856	6.9	828	0.6	
Employed In Health Care & Social Assistance	5,993	12.2	3,622	8.8	2,371	3.4	
Employed in Other Industries	22,112	45.1	22,413	54.5	-301	-9.4	
18. Work Force by Occupation      Universe: Employed Persons in CLF      Metadata: 1990-2000							
Management, professional & related occupations	12,682	25.9	8,028	19.5	4,654	6.3	
Service occupations	7,449	15.2	5,967	14.5	1,482	0.7	
Sales and Office occupations	12,775	26.0	11,101	27.0	1,674	-0.9	

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Subject	2000		1990		Change		Notes
	Number	Pct.	Number	Pct.	Number	Pct.	
Farming, Fishing & Forestry occupations	249	0.5	1,084	2.6	-835	-2.1	
Production, Transportation + material moving occupations	11,108	22.6	2,132	5.2	8,976	17.5	

It is important that the numbers above be translated correctly. The tables show some negative changes, but they must be put in the context that the population has grown greater than the number of jobs. The number of jobs are greater and the number of employed persons is higher, but there has been an important shift in the base population. These numbers reflect the number of persons over the age of 16, which assumes they are all employable.

### 2. Sarcoxie Economic Development Programs

The City of Sarcoxie and the Sarcoxie Area Chamber of Commerce have been ineffective in creating new jobs. There is no fault to place regarding this situation as the opportunity for growth has been minimal. With a population of just 1300 persons, the community is just not attractive for new business and industry. It will be the job of the City and Chamber to develop a program that will attract new business, industry and finally residents to the area. As the only provider of both water and sewer and its proximity to the interstate highway, it has the potential of being an attraction for tourists as well as viable businesses.

The square could be an important part of this renaissance if the right mix of shops and other support businesses could be attracted. However, this is not enough without advertising. The Interstate highway by-passed Sarcoxie and there is just enough land between them that passers-by cannot see the town and there are few signs directing people off the highway. Sarcoxie could be the hidden gem of Jasper County with the attraction of the appropriate businesses and marketing.

There are a number of grants, loans and other services available through the Missouri Department of Economic Development that can be used to achieve success in the community. The City of Sarcoxie is not in a financial position to independently support a very intensive economic development program, but can access those programs within the framework of the State of Missouri to accomplish the economic development tasks that are so important to the survival of the town. The current

trend in the community is to lose population and the town cannot sustain itself if the trend is not reversed.

### **3. Missouri Business Development Programs.**

The State of Missouri offers economic development assistance through financing and tax incentives, programs for productivity enhancement and support for market expansion. The City of Sarcoxie has worked with some of the state initiatives, but must take advantage of as many of the programs that as possible in the future. An evaluation of the full range of state –supported development incentives will provide a comprehensive and up-to-date analysis of the town's economic development capacity.

#### ***Financing and Tax Incentives.***

**Industrial Development Bonds:** The City can issue bonds for capital improvements under Missouri Statutes, Chapter 100. The city can provide for low-cost financing with Missouri Development Export and Infrastructure Board (MEDEIB) bonds. Sales tax revenues may be committed to retire the MEDEIB bonds, making this form of economic and infrastructure development questionable considering the other forms of tax incentives currently being used by the City of Sarcoxie. However, the Chapter 100 bonds can be used with obligating the city to exposure by using them to incent new industry to use the bonds issued by the city to assist in purchasing the real estate, construction and purchasing the fixtures and machinery by using the bonds as a method of avoiding the personal property tax on these activities. The City literally owns the facility with a sunset within ten years when the property reverts to the owner. This can be a very effective tool when overlaid with other incentives.

**Urban Redevelopment Corporation Law-353:** The Urban Redevelopment Corporation Law, State Statute "353" (often referred to simply as the 353 Program) establishes incentive to stimulate private investment and redevelopment of blighted areas in the city.

The 353 incentives include tax abatement and the granting of the State's power of eminent domain to the developer to acquire the approved development site. Generally the statutory tax abatement that is granted by the City relieves the developer of paying some, but not all, the taxes on property. There are two periods of tax abatement. The first period is for a period not to exceed ten years and abates all taxes with the exception of the taxes on the land based on the assessed value of the land the year immediately preceding the years that the property was acquired by the redevelopment corporation.

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The second period is for a period not to exceed fifteen years and abates all taxed with the exception of taxes due for 50% of the assessed value of land and improvements. Although the land assessment is frozen in the first ten-year period, the assessment is not frozen in the second fifteen-year period and may be adjusted accordingly based on reassessment. The State law now requires that all property be reassessed every two years; therefore, there may be some adjustment within the fifteen-year period.

The granting of the city's right of eminent domain enables the developer to acquire properties at the fair market rate which he cannot acquire through normal negotiation. This has three important impacts: first, it allows the developer to quickly acquire the project site; second, the developer can purchase the site's property at a fair market price instead of an inflated speculative price; and, third, it allows the developer to put together large enough parcels for redevelopment to change the image of an area.

In return for the incentives, the developer is required to submit a detailed development plan. The development plan outlines all the details of the plan including: legal description, stages of the project, property to be demolished or saved, building renovation and new construction, property for public agencies, zoning and street changes, dwelling accommodations with housing and business relocation, financing of the project, the use of the power of eminent domain and evidence of blight within the area.

The Council declares the project site blighted and the development plan workable, then grants 353 status to the redevelopment corporation. This approval is officially authorized through a contract. This project review process can be completed in three to four months provided the developer has submitted accurate and detailed documentation for city review, and affected neighborhood groups have been advised of the plans.

The 353 Program can work for existing private property owners or prospective private property owners currently negotiating a deal through a specific process. The Council authorizes the formation of the 353 Redevelopment Corporation and appoints 5 members to the Board. The City, with an appropriate report and redevelopment plan, declares an area as "blighted" as defined in the State Statutes, the redeveloper (property owner or prospective property owner) provides a plan to the 353 Commission for approval. After approval, the Commission submits a report to the City Council with a recommendation regarding the tax abatement levels and duration. The City Council approves the recommendation formally abating the taxes and the 353 Commission enters into an agreement with the property owner. At this

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time the Commission adopts a Resolution authorizing the President of the Commission to accept title to the real estate subject to the tax abatement and authorizes the President to sell it back to the owner for \$1.00 and other valuable considerations. This exchange may seem strange, but it meets the statutory requirement that the Redevelopment Corporation is the owner of the property, no matter how briefly, and then sells it to the developer (property owner) for his project.

This has been a very successful tool in the redevelopment of downtown properties in other cities. This could be a very effective tool for Sarcoxie.

*Tax Increment Financing (TIF) Program:* Although property tax levies in Sarcoxie are low, the Tax Increment Financing (TIF) laws can be used in combination with other programs to implement public plans. Under existing State law and political tradition, other taxing districts (e.g. school districts, counties) have limited roles, if any, in paying for the substantial costs of public infrastructure improvements commonly required building the tax base of communities such as Sarcoxie. The City must find sources of funds to pay for economic development projects within its own budget.

The City, then, must work to build the tax base of all the taxing districts from an increasingly limited amount of City funds. The Missouri State Legislature has recognized this problem and developed a fair and reasonable means for the City to stimulate economic development while providing the funds to pay for public infrastructure improvements. This solution is the Real Property Tax Increment Allocation Redevelopment Act (T.I.F.)

Under the TIF Act the City can designate an area within which it will spend tax dollars to build the public improvements needed to support new private development. All new property taxes paid as a result of the new facilities are temporarily paid only to a Special Allocation Fund until such time as the City pays for its public improvements.

Once the public improvements are paid off, the new taxes are then paid to all the other taxing entities as they normally would. Thus, all the taxing districts can, in the long term, benefit from increased private development and the resultant taxes, employment and services. Yet, the City has a source of funds from which it can pay for needed and required public improvements.

To implement the TIF program the Real Property Tax Increment Allocation Redevelopment Act (as amended) allow the establishment of a "Blighted Area". Used in the TIF laws, the following definition applies:

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“Blighted Area” means an area which, by reason of the predominance of defective or inadequate street layout, unsanitary or unsafe conditions, deterioration of site improvements, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, retards the provisions of housing accommodations or constitutes an economic or social liability or a menace to the public health, safety, morals, or welfare in its present conditions and use.

Other designations are allowed. A “Conservation Area” is not yet a Blighted Area but is detrimental to the public health, safety, morals or welfare and may become a Blighted Area because of any one or more of the following factors: dilapidation; obsolescence; deterioration; illegal use of individual structures; presence of structures below minimum code standards; abandonment; excessive vacancies; overcrowding of structures and community facilities; lack of ventilation, light or sanitary facilities; inadequate utilities; excessive land coverage; deleterious land use or layout; depreciation of physical maintenance; and lack of community planning.

An “Economic Development Area” is an area which does not meet the requirements of the above two areas, but which the governing body of the municipality finds that redevelopment is in the public interest. Missouri judicial rulings in the early 1990’s, however, restrict the utility of the “Economic Development Area” designation, and such a designation should not be used.

The City of Sarcoxie has already adopted a redevelopment plan and designated a TIF area for a redeveloper that constructed a dollar store. The upside is that if the City had not participated in the TIF, the project may have not developed. The downside is that the City Council designated almost ALL revenue producing property in the city as being in the TIF District. This means that half all new revenue produced (EATS or Economic Activity Tax) above the base will be directed to the developer of the dollar store until the TIF obligation is paid or for 23 year, whichever comes first. That means that if a new store is built on any of this property, half of that new revenue will be redirected to offset the TIF liability. The same holds true for the Property Tax. The developer pays into the TIF fund an amount equal to the increment between the base Property Tax and the new taxes assessed as a result of reassessment or improvements. This is a PILOT or Payment in Lieu of Taxes. All of this money is redirected into the TIF fund for payment to the redeveloper to offset his extraordinary costs.

The extraordinary costs are those costs in excess of the cost of building the business in a Greenfield or undeveloped area. The extraordinary costs include the cost of land accumulation, on-site and off-site public improvements used to support the new

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facility, any extraordinary requirements of the city in the construction of the facility (e.g., building must be all masonry as opposed to metal, parking lot must be lighted by special lamps, sidewalks must be installed, etc.) Also required are, the construction of deceleration lanes, upgraded storm water management facilities, sewer improvements, water improvements, traffic signals, or any other public project that would require substantial investment by the community to support the project. The TIF project can, and should, be used to accomplish identified public improvement projects that the city needs. This method of financing offsets future investment of public funds and allows the project to proceed much quicker than through the typical capital improvements programming.

Neighborhood Improvement Districts: The State legislature in 1991 provided for special assessment financing of local projects. Cities and counties may issue general obligation bonds to finance local Capital Improvements and pay for them by special assessments levied against the property benefited.

Neighborhood Assistance Program (NAP): The private sector can donate funds to an approved not-for-profit agency and take a state corporate tax credit of 50%. The agency can set up local improvement projects much as sidewalk replacement, and unified landscaping scheme. Such local efforts can contribute to the completion of a redevelopment project.

Environmental Improvement and Energy Resources Authority: The Authority can issue tax-exempt bonds or notes to companies for projects that would reduce, prevent or control the pollution of air or water, or provide for property solid waste disposal. Bonds may also be issued for the construction of installation of energy producing facilities. Loans up to \$75,000 are available to companies for equipment that enables the recovering and recycling of materials. After three years, if all the loan criteria are met, the loan is forgiven and repayment is not required.

Community Development Block Grants (CDBG): The City of Sarcoxie is not an entitlement city under the distribution of funds rule of the Department of Housing and Urban Development. However, as a non-entitlement community it can apply for funds through the CDBG Program administered by the Missouri Department of Economic Development. There is an application process that allows those funds to be used by communities for a variety of projects that meet the National Objectives. These include public improvements such as water and wastewater project, housing rehabilitation for qualified homeowners, the use of funds for the mitigation of slum and blight and many other public and institutional projects that serve the low and moderate-income population of a community.

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Examples of such projects are Action Funds Loans up to 30% for fixed asset developments as part of project; Industrial Infrastructure grants to support new business locations and expansions; CDBG loan guaranties up to 90% of a loan under certain conditions; and Float Loans of up to 50% of project to off-set cash flow problems for a start-up business.

Of course, there are many other applications of the CDBG Program and as long as the project meets a National Objectives.

State Tax Credits: Numerous tax credits for small business loans made to eligible businesses are available. Also available to state taxpayers are tax credits for contributions to MEDEIB funds, such as the “Infrastructure Development Fund.” Publicity of the Credits by the City can help encourage investment that can assist local economic development. In addition, Seed Capital Tax Credits, Small Business Incubator Fund Tax Credits, and Research and Development Tax Credits are all available to approved local sponsors, and they become more a part of the Sarcoxie economic development efforts if coordinated in a comprehensive program at the regional level. This would require the cooperation of all local communities, including Joplin, and the county.

### Enhanced Enterprise Zone Tax Credits:

The City of Sarcoxie is in the process of applying for the Enhanced Enterprise Zone Program. The program is much like the former Enterprise Zone Program except that it gives the local authority much more control over the level of tax abatements and the qualifications of businesses and industry to participate in the program. The tax abatements are on the improvements to real estate and are a minimum of 50% for ten (10) years. The maximum benefit is 100% for ten years and 50% for 15 years. Under this program, the local authority can create a set of standards that qualified businesses and industries must meet to get the full abatement. Standards can be such things as number of jobs created, amount of the initial investment, pay and benefits to employees, etc. There is a list of NAICS (North American Industry Classification System) that qualify for the benefits. It is much more defined than in the old program. The EEZ program also qualifies the area for several other state programs to help finance companies and train employees.

Productivity Enhancement Programs: The State of Missouri productivity enhancement programs include small business incubator programs among its training and recruitment assistance. The incubator program provides low-cost leases, support services and financial assistance through local resources, such as universities. The incubators can be appropriate re-uses of vacant buildings where the City needs to support redevelopment, such as the Sarcoxie downtown area.



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**USDA Rural Development:** The list of programs available under Missouri's Rural Development program is long and varied. Grants and loans are available to governmental entities and private businesses that range from grants for keeping businesses viable to helping rural communities upgrade their water systems. This program is a federal grant program that must be approached like any other grant. This program could provide Sarcoxie with a lot of assistance.

### ***Tourism Development***

The local Sarcoxie economy needs a multi-faceted development plan to stimulate all sectors of the economy. A detailed examination estimating tourism impacts at the state and local levels was designed for the *Missouri Division of Tourism by Certec, Inc.* The major findings of this 1992 study focused on the expenditures by travelers to the state of Missouri and the impact they generated on the travel and tourism industry.

Economic benefits begin when a traveler to Missouri, either a Missouri resident or an out-of-state visitor, spends money in the state. The typical purchases of visitors include goods and services such as lodging, food and beverage, gasoline, souvenirs and admission fees, entertainment or other retail goods. The tourism and travel industry contributed over \$12.8 billion in 2005 distributing those dollars primarily in Kansas City, St. Louis and the Ozark Mountain Region. Jasper County is one of 13 counties in the Ozark Mountain Region. That is a lot of money and the Ozark Mountain Region has been responsible for 22.5 % of that money.

While the service and retail trade sectors did receive a majority of the dollars generated by the tourism industry, they did not capture all of these expenditures. In fact, the next greatest impact of tourism, after services and retail trade, was in the manufacturing sector. One out of every seven dollars generated by tourism ended up creating manufacturing output and jobs.

Tourism also represents jobs. Although it is not expected that Sarcoxie would benefit a great deal from tourism and job creation from tourism, to ignore the tremendous impact from this sector of the industry would not be prudent. Developing tourism destinations and attractions would be most beneficial for the community.

### **SUMMATION AND RECOMMENDATIONS**

The City of Sarcoxie must increase it's efforts in several principal areas of economic development:

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1. The City should build public awareness of the need to invest in economic development, rather than simply meet incremental development needs. Whether an investment in a business park corridor, or a water main to service a development area, the investment aspect of development is critical to future utilization of a new annexed I-44 interchange at Highway 37 and the annexed developable property to the south.
2. Tourism development should be recognized a) as a rapid growth industry, and b) as an important element of the local economic mix. As the rate of growth in manufacturing job declines, a rapid growth sector becomes all the more important. The development of more tourist-oriented activities at the I-44 interchange will be very important to the local economy. Additional retail trade including restaurants and even a business or industrial opportunity with I-44 exposure is possible.
3. Productivity enhancement programs are important to take advantage of, particularly given the relative closeness of Missouri Southern University and the hospital base employment. The college offers the small business development annex, and may be able to expand its “Tech-Prep” program as a key player in an information/business park development plan. The current need for information technology and the independence of the industry in locating in areas where other amenities are not necessary render it easy to locate just about anywhere, however, it does need employees and the availability of employees is a key factor in any industry.
4. The city must envision the interstate interchange and highway bypass as another “front door” to the community and take advantage of this highly visible new opportunity.
  - a. THIS IS OPPORTUNITY AREA NO. 1.  
It is vital to the future development of the community to annex the Highway 37 corridor to I-44. Not only will the several businesses at the interchange provide additional revenue, the entire corridor will present the community with another development opportunity. This interchange **Must** become the new front door. All other approaches to the city are secondary.
5. The proper labor force to attract commerce and industry is essential and is linked to quality of life issues and community investment. Only by understanding the capacity of the entire region to support business and service industry development can the city attract a broader mix of business uses, whether “backroom” support services, or “front-room” corporate sector jobs. The investment in quality of life resources is essential to go with commercial industrial infrastructure development.
6. Economic development by investment rather than by cash purchase can be support if it is seen as helping the entire area and not just Sarcoxie. It can be

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supported if financed by a county sales tax, rather than local property taxes, because the sales tax is a regional tax, not a local tax.

7. Annexation of the area of Highway 37 south of the city limits to the county lines is critical for future development. There is not much vacant ground left in the city that is appropriate for economic development.

- a. THIS IS OPPORTUNITY AREA NO. 2.

The annexation of the area around the Hardwood plant south to the county line and including the vacant ground on the east side of the road, will provide that breathing room for future industrial expansion. It can be easily served with water and sewer, is on a state highway and the eventual extension of economic development benefits available through the State of Missouri make this a critical link in the future development of Sarcoxie.

### CHAPTER 8 – CAPITAL FACILITIES PLANNING

#### Introduction

Planning is both process-oriented and production-oriented. The first step is to develop a Comprehensive Plan, a process which typically involves three entities—the Planning Commission, the public at-large, and the City Council. The City of Sarcoxie has no Planning Commission, however, a formally appointed and charged committee of citizens could perform that duty for this purpose. The second step is to implement the plan. Implementation tools include the capital improvements program.

Within the context of the Comprehensive Plan many of the community's needs, desires, and goals have been discussed. The Capital Improvements Program (C.I.P.) begins the process of identifying and establishing priorities for specific improvements in order to achieve those needs, desires and goals. If implemented and updated in a formalized process, the capital improvements program provides a variety of benefits:

- The Comprehensive Plan becomes more than an exercise, it becomes a tool that plays an important role in the growth and development of the city;
- The community as a whole is given consideration;
- A certain degree of objectivity is given to the major capital expenditures;
- An understanding of where the community is going provides an opportunity to purchase property in advance of improvements, often resulting in considerable savings;
- A certain degree of certainty is given to the development process, stimulating growth in the direction of public improvements and providing greater efficiencies to businesses making location decisions;
- Greater lead time can be provided to the funding process, allowing the City to seek alternative sources of revenue for given projects;
- Bond issues can be better planned, reducing the likelihood of major fluctuations in the tax rate; and
- Allowing joint fiscal programming can enhance intergovernmental cooperation.

The reasons for capital facilities planning are many. The City of Sarcoxie has had a C.I.P. process in various forms over the years, but fiscal constraints have prohibited it from creative processing. This means that in time, those capital expenditures that have to be made are made as a result of a major crisis as opposed to establishing a foundation for the improvement and having resources identified to fund it. Such a

process includes more formal public involvement, and helps assure fiscal implementation. This section, then recommends both a process by which a capital improvements program can be developed, as well as procedure through which projects can be ranked.

### 1. The Process

In order to be effective, a capital improvements program must integrate community desires and goals in a formalized process of needs assessment and financial programming.

- **The Capital Facilities Committee** – a group of key City staff representatives is recommended as a start of the C.I.P. process. The staff committee would be responsible for establishing an inventory of capital needs within their respective areas, undertaking an evaluation of each project request, describing each proposed project in sufficient detail for others to understand, and as a group, providing a preliminary ranking of each project relative to the funding cycle. (1-5 years and long term) It is understood that there are only a couple of employees in Sarcoxie who maintain the system, but they are in the best position to advise the Council.
- **The Public Advisory Committee** – a committee made up of several key citizens who are familiar with the community and the Comprehensive Plan and can be relied upon to provide the objective analysis necessary for projects as they become part of the C.I.P. process.
- **The Public** – to maintain the integrity of the Comprehensive Plan and achieve established community goals, the citizens of the City should play a role in this process. At the very least they should be invited into advertised public hearings to listen to and comment on the recommendations of the Capital Facilities Committee.
- **The City Council** – finally, with the mayor directing the administrative role in the research and recommendation, the City Council as a whole should review the recommended C.I.P. Two additional open public hearings are recommended at the City Council level to provide assurances that the integrity of the program has been maintained and to help build public trust in the process. Finally the City Council will both accept and implement the plan.

It should be kept in mind that this process is not linear as suggested here, but cumulative and circular. At the end of each budget cycle, the process begins again, building upon the work of the previous year.

### 2. Priorities Setting

When the capital improvements process begins, the initial list of projects are little more than a cataloging of needed and desire projects. As the Capital Facilities Committee establishes recommendations, the ranking of projects should become more formalized, based upon a given set of considerations. Further, these considerations should follow throughout each level of refinement. At a minimum, each project should be evaluated and scored based upon five major factors, each of which has sub-elements to consider. The relative weight given to each element in the ranking system is largely up to City's policy makers. For the purpose of this discussion, each of the five major considerations is weighted equally, on a basis of one to five, with five indicating the greatest degree of need. The ranking system, then, is based upon the elements described below.

- **Maintenance**

Ordinary – is this a project which may be necessary and improve the quality of life, but is not essential and could be postponed to a later year (example: street reconstruction)?

Continuation – is this project a continuation of a preceding years' ongoing effort and therefore worth of a higher degree of consideration?

Imminent – is this a project that represents some threat to the public health or safety if not undertaken? A failure in a sewage system would rank highly, while a nonessential bridge, which could be temporarily closed, might rate less highly.

- **Redevelopment**

Support of Neighborhood Housing Plan – does the project support a neighborhood housing survey? Does it link with a specific improvement project?

Alleviation of Blight – does the proposed project eliminate a condition of urban blight in the community, elimination of which could result in an improve quality of life and/or a reinvestment in a specific area?

Stabilization of Decline – a project in an area which is in decline, heading toward blight, might receive a higher rating than one within a blighted area because it can be seen as eliminating a greater problem before it occurs.

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New Construction – projects that encourage new construction in older areas of the community are as important in many instances as projects in new areas. Consequently, they too should be give consideration in the programming process.

- **Public Policy Support**

Comprehensive Plan – projects, which serve to implement the goals of the Comprehensive Plan, should be given immediate consideration; since that is the ultimate goal of the C.I.P.

Political Considerations – political reality is apart of the capital improvements programming process. Consequently, consideration should be given to projects which achieve campaign promises, encourage intergovernmental cooperation, and/or implement federal or state mandates.

Geographic Distribution – it is difficult for a C.I.P. to be successful over the long-term if all projects are concentrated within a limited area. Consequently, both the historical and current year distribution of projects should be considered in the ranking process. Clearly, the future land use plan of the current Comprehensive Plan update directs the public policy here, indicating growth to the south, for example, where sewer interceptors are planned or under construction.

Timing – it is critical to allow financing of timely projects, such as coordination with developing areas. C.I.P. processes should be flexible and reevaluated to accommodate such circumstances; and the availability of such funds should be factored into the ranking.

- **Investment Opportunities**

Term – consideration should be given to whether the implementation of a project has an immediate impact on the community.

Characteristics of the Investment – Some projects, by their very nature, affect competition in the market place. For example, a major capital improvement, funded by the community at-large, for a residential development, should not be given as high a ranking score as one for industrial development. The City could take the position, which would be supported by the Plan, that public investment to encourage industrial development is a beneficial expenditure of public revenues for the profit of the entire community.

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Leverage – a project which leverages monies from other entities (grants, private investment, special assessments, etc.) might be rated more highly than one which must stand alone; particularly if the “window of opportunity” is small and a program must be taken advantage of immediately or be forever lost.

Uniqueness and/or Innovation - some projects represent a unique opportunity to the community. These projects, then, should receive additional consideration.

- **Debt Capacity**

Availability – clearly the ability of the community to fund improvements must be a consideration. Consequently, a project that utilizes currently budgeted funds should be rated higher than a project that requires a tax bond vote.

Revenue Source – Some projects may receive a higher rating because of the way in which they can be funded. For example, a project funded by a revenue stream unique to that project may be rated more highly than one which requires general obligation debt. In addition, projects, which are funded by an equitable distribution of monies based upon impact, may also rate more highly than one which requires an unfair collection of funds.

As each project is considered, based upon the above described factors, some projects may rate highly under each category, some may rate well in some categories and less well in other, and some projects may receive no rating within a given category. This system attempts to provide a degree of objectivity to a process that is often as much art as science. However, if carefully followed, the Comprehensive Plan should be implemented, public trust should be enhanced, and limited public funds should be expended in a more efficient manner; hopefully encouraging complimentary investments from other sources.

Finally, both the relative weight placed on a rating category and financial limitations are important elements to the review process. Consequently, it would be helpful if the City Council, as the primary policy makers of the City, would provide guidance on the availability of funds for capital improvements programming. As the process continues over time, the Public Committees will become better able to make recommendations to the City Council; they will better understand the funding limitations, become more aware of the needs for an emergency fund reserve, and,



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hopefully, become better informed concerning the differenced between “planning” decisions and “political” decisions.