



downtown.north leavenworth redevelopment area | MASTER PLAN



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ACKNOWLEDGEMENTS

The Downtown / North Leavenworth Redevelopment Master Plan is intended to provide a general vision and guidance for the physical design and development associated with future investments by both the private and public sector. The master plan establishes the basic framework for improvements to enhance the appearance of the area, the pursuit of quality redevelopment projects, and strengthen access to, through and within Leavenworth's core area. These improvements are designed to foster a strong sense of pride within the community, and to provide the foundation for future cooperative efforts towards community building among the leadership of Leavenworth, the citizens, and potential investors.

The Downtown / North Leavenworth Redevelopment Master Plan was developed through an interactive effort among community leaders, city staff, area stakeholders and a community Advisory Committee which provided input and guidance. The master plan represents only a beginning: true success will ultimately be achieved through on-going cooperation, communication, meaningful partnerships and a long-term commitment to Leavenworth's core area.

Special thanks to those who provided their time, input and guidance throughout the planning process.

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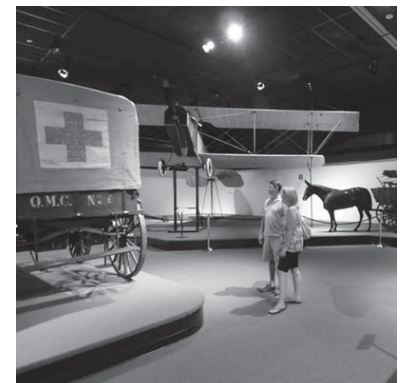
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CONCEPT OVERVIEW

SECTION 01

SECTION 01 CONCEPT OVERVIEW

Envision a place where people move about in comfort, interest, and safety in a dynamic environment. A place where they want to be because of the experience and sense of enjoyment. A place one can choose to live, work or play. Downtown Leavenworth is envisioned as that place.

Ultimately, the vibrant urban experience is envisioned to be achieved with a highly distinctive identity created by interest and variety, functional and visual continuity, convenience, comfort and safety, a high quality mix of uses, activities and destinations; and continuous improvement. ***The Downtown/North Leavenworth Redevelopment Master Plan is intended to further the vision through pursuing opportunities for meaningful community building and creating a place that is dynamic, thoughtfully designed and economically vibrant.***

The commitment to redevelopment and revitalization of the Downtown / North Leavenworth Redevelopment area is a bold and visionary endeavor by community leaders and area stakeholders towards community enrichment and stability. This will first require the recognition that core-area redevelopment is complex and will take a series of proactive steps in order to achieve and sustain success over a long period of time. More importantly, there is an understanding that neither the public or private sector alone can accomplish all of the goals, aspirations and objectives envisioned in the master plan. ***Effective public-private partnerships towards redevelopment will be a critical component within the area.***

The Downtown / North Leavenworth Redevelopment Master Plan represents a vision and framework for redevelopment and design. The master plan is intended to be utilized by a variety of stakeholders to assist in the guidance of public initiatives, the pursuit of private investment, and the exploration of meaningful partnerships. ***The master plan provides the implementation framework for elected and appointed officials, community leaders, organizations, staff, business and property owners, the development community, downtown stakeholders, and the citizenry-at-large.***



Riverfront Community Center (former Union Depot) is an iconic element within Leavenworth's Downtown.

The strength of the master plan will be the commitment to a long-range vision and the ability to adapt when new opportunities present themselves over time. The master plan is intended to 'bend but not break' and depends upon the collective leadership of the Leavenworth community to assess benefits of investments with the overall long-range strategies of the master plan.

Ultimately, the master plan is a resource so that community leadership can steward the collective goals of the vision, based on the comprehensive principles of enduring places - authenticity, connectivity, diversity, destination, identity, organization, practicality and sustainability. This evaluation process should incorporate these principles at all levels - site, building, block, neighborhood, district and city - that lead to community development decisions that promote smart and viable courses of actions. ***Redevelopment should respond to the marketplace and consumer preferences in a manner that builds upon those basic principles and the intent of concepts outlined by the master plan.***

A plan is only good as the impact it makes upon a community. In some instances, the impact can be significant, but subtle through small yet meaningful results. Other influences are more visible and culminate in enduring landmarks and places within the physical environment serving future generations. The master plan provides guidance for action that responds to its context and the various scales within the area. ***Ultimately, a successful Downtown Leavenworth is reflective of the quality of all of its components.***

The Downtown / North Leavenworth Redevelopment Master Plan provides a generalized framework that has been incrementally built through an interactive process. **Section 2: Market Perspective** provides the initial basis in which to begin understanding the market and economics of development in the Downtown and North Leavenworth areas. **Section 3: Alternative Approaches** of the plan presents diverse frameworks for discussion of potential futures for the area. From visioning to implementation, the Downtown / North Leavenworth Redevelopment Master Plan has evolved from ideas to strategies.



Leavenworth Landing allows people to engage the riverfront and 'celebrate' the community's historical ties to the Missouri River.

Section 4: Concept Framework of the plan outlines the concept vision and provides general descriptions of the plan framework and components. This includes a **redevelopment platform** that addresses the physical uses and organizational characteristics within the area. Including identification of ‘Character Areas’ and a discussion regarding their capacity, characteristics, and vision of their evolution as viable, contributing places within the Downtown and North Leavenworth area. The section also includes the **urban design platform**, which addresses the aesthetic and functional elements that begin to strategically connect character areas through a series of elements such as multi-modal transportation networks, aesthetics, branding features, wayfinding, and amenities that provide a cohesive pallet across the urban canvas.

Section 5: Implementation Framework of the master plan provides a guide for action. This is intended to allow the City of Leavenworth, staff, leadership, and citizens to proactively begin the process of prioritizing tangible actions within the area. In addition, the framework provides more definitive courses of action for high impact redevelopment projects that can begin to be pursued in the immediate future and create momentum within the Downtown / North Leavenworth Redevelopment area.



Haymarket Square is just one of the destination opportunities within Downtown Leavenworth.

Use of Plan

The master plan should be utilized by a variety of people for a variety of reasons in order to achieve the quality of redevelopment envisioned for the Downtown / North Leavenworth area. The use of the plan should occur in the following ways.

- Provide an additional resource in the public sector’s tool box that will enable assessment and evaluation of potential private sector proposals and actions. The plan will ensure that investment within the area is positive and contributes towards the area as a whole in a meaningful manner. In addition, the master plan can be utilized as a guide for the public sector to have a more meaningful dialogue and coordination among other agencies and organizations about Leavenworth’s downtown and the specific elements that are important to the future.
- For community leaders, staff, and organizations, the master plan can be packaged as part of business development efforts and the pursuit of investment. The master plan will empower both public and private groups, agencies and organizations to market and promote the area and the various places within it. These proactive efforts can include such initiatives as business recruitment, real estate development funding and grant requests and a variety of other actions that bring about awareness and potential investment within the Downtown / North Leavenworth Redevelopment area.
- For developers and property owners, the master plan can better communicate the nature of the quality and characteristics that is envisioned for the Downtown / North Leavenworth Redevelopment area and establish expectations from the start.
- For the citizens and stakeholders of the area, the master plan will provide a blue print to monitor decision-making processes and ensure that actions are pursued in the spirit, intent, and overall vision of the master plan.



Preserving the best that Downtown Leavenworth has to offer while pursuing new opportunities is a hallmark of the master plan.



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MARKET PERSPECTIVE

SECTION 02

SECTION 02 MARKET PERSPECTIVE

The following represents a brief summary of economic trends and indicators at the national, regional, and local level. Each has particular significance on the potential for downtown Leavenworth, Kansas.

2.1 POPULATION

A growing population is vital to providing a steady supply of workers and consumers, permitting economic growth. The population of the United States is expected to grow at a steady rate for the next ten years. Current estimates peg annual growth at approximately 1% a year, with the national population rising from 306 million to over 341 million in 2020.¹

National Population Trends

Population growth at the regional level is projected to be steady, but to take place at a much slower rate than for the nation at large. The Census projects that the Midwest region's population will increase by only one third of one percent each year between 2010 and 2020. As a result, the region's population will increase from a projected 67 million people in 2010 to 69 million people in 2020. The west north central sub-region (which includes Kansas, Missouri, Iowa, Nebraska, Minnesota, North Dakota, and South Dakota), including areas most directly in competition with any development in the Leavenworth project area, will see population increases at a rate slightly faster, with growth of 4% between 2010 and 2020. Approximately one million residents will be added to the sub-region's population in this time, causing it to rise from a projected 20.3 million in 2010 to 21.2 million in 2020. Minnesota is largely responsible for this trend, with projected growth of 8%, but Kansas and Missouri have 10-year growth projections of 3% and 4%, respectively. The population of Kansas will increase by nearly 100,000 people – from 2.8 million in 2010 to 2.9 million in 2020 – and Missouri's will rise by nearly 300,000 people – from 5.9 million to 6.2 million.²

1 United States Census Bureau. 2009. "U.S. Population Projections." United States Census Bureau. <http://www.census.gov> (March 22, 2009).

2 United States Census Bureau. 2005. "State Interim Population Projections by Age and Sex: 2004 – 2030." United States Census Bureau. <http://www.census.gov> (March 22, 2009).

Surrounding Area/Regional Population Trends

The Kansas City Metropolitan Statistical Area (MSA) is expected to experience growth at a higher rate than for the region as a whole. Between 2010 and 2020, the area's population is projected to rise from 1.9 million to 2.1 million people. This represents a 10-year growth rate of 9%, or nearly 1% a year. This is analogous to, if slightly below, national trends, but exceptional for the region.³

Project Area/Local Population Trends

Leavenworth County is expected to experience a more rapid rate of growth than either the state of Kansas or the Midwest region. Starting from a population of nearly 69,000 in 2000, the county is expected to reach a 20-year growth rate of nearly 21%. By 2020, Leavenworth County is projected to reach a population of 83,000. Between 2010 and 2020, this represents growth of nearly 7%.⁴ Population growth stimulates demand for new services, housing, and general development. The City of Leavenworth is the largest city in the county and would normally be expected to absorb and respond to much of this growth. However, by 2007 the city's population was thought to have declined by about 2% from its 2000 levels, to just short of 35,000 residents. By contrast, the neighboring city of Lansing has grown by nearly 10%, to almost 11,000 residents, in the same period.⁵ The Census does not make public projections for long-range population growth for smaller geography types. Available data from MARC does not disaggregate Leavenworth from Lansing in their Census tract-level projections, making it impossible to identify Leavenworth-only trends in population growth. Even if the City of Leavenworth does not grow as quickly as other parts of Leavenworth County, its status as the county seat and largest city mean that it can be expected to house a significant share of any new development arising from county population growth.

3 Mid-America Regional Council. "2004 Long Range Forecast for the Kansas City Metropolitan Area." Mid-America Regional Council. <http://www.marc.org> (March 22, 2009).

4 Mid-America Regional Council. "2004 Long Range Forecast for the Kansas City Metropolitan Area." Mid-America Regional Council. <http://www.marc.org> (March 22, 2009).

5 United States Census Bureau. 2008. "2007 Population Estimates." United States Census Bureau. <http://www.census.gov> (March 22, 2009).

2.2 EMPLOYMENT

Employment and unemployment is an important economic indicator; it demonstrates the economic vitality of a particular community. Work is the most important source of income for most Americans, such that unemployment is a useful indicator of a community's prosperity. Development must be responsive to, and is shaped by, employment conditions in a given market. Where the labor market is tight, wages paid in new projects are likely to be higher. This can impact the specific type of development which takes place, as some sectors obviously are more able to pay higher wages than others.

National Employment Trends

Nationally, unemployment has risen every month since February 2008. The unemployment rate has risen by nearly 70% since that time, with 8.1% of Americans in the civilian workforce unemployed in February 2009. The most dramatic single-month gains in unemployment took place from April to May 2008 and January to February 2009; in both instances, unemployment climbed by a half a percentage point in one month. Total payroll employment declined by more than 2 million individuals in the four-month period ending in February 2009. Professional services, manufacturing, and construction were the sectors sustaining the heaviest job losses.⁶ Unemployment data for March 2009 will be released at the beginning of April, but is expected to show another increase in the number of jobless individuals.

Surrounding Area/Regional Population Trends

The unemployment situation for the region shows significant variation across geographies. The most recent data available is for January 2009, but showed that many states in the region were experiencing higher employment rates than the nation as a whole. Kansas, for example, had an unemployment rate of 5.8%, while Iowa had 4.8% unemployment, and Nebraska experienced only 4.3% unemployment. Missouri, however, exceeded January's national rate with unemployment of 8%. In all cases, unemployment had risen from the previous month.⁷

In January 2009, the Kansas City MSA, of which Leavenworth is a part, had unemployment well above the national rate. Fully 8.2% of people in the labor force in the MSA were jobless. This placed the area in the bottom half of all of the nation's MSAs for unemployment, hardly an enviable position.⁸

6 Bureau of Labor Statistics. 2009. "Labor Force Statistics from the Current Population Survey." Bureau of Labor Statistics. <http://www.bls.gov> (March 22, 2009).

7 Bureau of Labor Statistics. 2009. "Local Area Unemployment Statistics." Bureau of Labor Statistics. <http://www.bls.gov> (March 22, 2009).

8 Ibid.

Project Area/Local Employment Trends

National and regional trends in unemployment have not ignored Leavenworth. In January 2009, the city had an unemployment rate estimated at 11.2%. This represented a massive increase just from December 2008, when unemployment in the city was 8%. However, it should be noted that unemployment within the city is typically higher than for neighboring jurisdictions and demonstrates a great deal of fluctuation. Unemployment has fallen below 6% only twice since 2001, and then at unpredictable times. Moreover, dramatic jumps like the one in January 2009 have taken place sporadically before, only to largely self-correct by the next month. Whether this is a function of the community's small size, a limitation of the data, or genuinely the product of increased availability of jobs is difficult to establish. As a result, one should exercise caution in evaluating the most recently reported unemployment rate. It should also be noted that the community as a whole is not as subject to the vagaries of the labor market as some other jurisdictions, owing to the presence of Fort Leavenworth. The Fort is a constant presence, largely staffed by non-civilian government employees who are not included in traditional employment rate counts. Unemployment within the county was also high, though not to the levels seen within the City of Leavenworth. Joblessness in Leavenworth County reached 8.6% in January 2009, with much of this coming from the City of Leavenworth.⁹ At the same time, the civilian labor force in the city and county has risen steadily every year.

The most recent data on total employees and payroll amounts for the Kansas City MSA comes from 2006. Dramatic expansion in the number of total civilian employees took place between 2005 and 2006, almost certainly as a result of solid national economic conditions. This data is available only for the county, not city level, but shows Leavenworth County adding modestly to its civilian labor force between 2002 and 2006. The total number of employees in Leavenworth County grew from 14,425 in 2002 to 15,800 in 2006. Gross payroll amounts, however, increased considerably for the MSA and for Leavenworth County. Payroll in Leavenworth County rose from \$419 million in 2002 to \$514 million in 2006, a 23% increase.¹⁰

9 Kansas Department of Labor. 2009. "Labor Market Information – Labor Force Estimates." Kansas Department of Labor. <http://www.dol.ks.gov> (March 22, 2009).

10 Mid-America Regional Council. 2008. "Business Patterns by County." Mid-America Regional Council. <http://www.marc.org> (March 23, 2009).

2.3 INCOME

Median household income is a useful indicator of a community's prosperity. Higher median incomes are associated with higher disposable income, something of interest in the development of entertainment districts. This is particularly true in communities like Leavenworth, where the cost of living is not so high as to consume any higher-than-average median income. Increases in median income are correlated with economic growth.

National Income Trends

Although national median household income rose every year from 2000 to 2007, from roughly \$42,000 in 2000 to over \$50,000 in 2007, this growth is illusory. When inflation is taken into account, median income declined between 2000 and 2004. Growth took place again from 2005 to 2007, but median income was still lower in 2007 than it was in 2000. The growth of 2005-2007 is unlikely to have continued in 2008 or to be found in 2009.¹¹ The rate of income growth that occurs when the economy recovers will be important in determining the strength of that recovery.

Surrounding Area/Regional and Project Area/Local Income Trends

The Midwest region suffered a more dramatic decline in median income than did the country as a whole. Although it began from a much higher point, by 2005, median incomes in the Midwest were below the national median and have yet to recover. Data on median income in the City of Leavenworth is limited to the 2000 Census and the 2007 American Community Survey, but shows the community to be anomalous. Even when inflation is controlled for, median household income in the city rose by 1.3% between 2000 and 2007. Under ordinary circumstances, this modest growth would be less than stunning. Given the national and regional patterns, however, the positive trend line represents an opportunity. Even with this improvement, median household income lags behind regional and national statistics. Median household income is not aggregated at the MSA level, making a comparison with the region impossible at this time.

¹¹ United States Census Bureau. 2009. "Historical Income Tables." United States Census Bureau. <http://www.census.gov> (March 23, 2009).

2.4 SPENDING AND SAVINGS

Consumer spending is an essential indicator of economic health. More importantly for our purposes, consumer spending can be analyzed to find sectors with unmet demand. Current economic conditions, however, are so grim as to make consumer spending less-than-ideal in its analytical leverage. Save for healthcare and government spending, every sector of the American economy saw fewer consumer dollars spent in it in 2008. Retail sales, in particular, saw a sharp decline in 2008, falling to their 2005 levels. Similar data is not available at the local or regional level; however, given the correlation between employment, income, and spending, it seems highly improbable that the effect demonstrated in Figure 4 is not even more pronounced in the Kansas City MSA, the Midwest region, or the City of Leavenworth.

The precipitous decline in spending has been matched by a sharp increase in personal savings. From the perspective of many economists, such saving is highly desirable (though not, perhaps in a recessionary economic climate). However, from the perspective of building a successful development, money saved is money not spent. Savings rates likely rose dramatically in 2008 as a result of the instability of market conditions. As uncertainty rose, people became more likely to save in the event of personal catastrophe. Between 2007 and 2008 alone, the amount of personal savings nearly quadrupled. This brought personal saving to its highest rate since 1998.¹² Since the late 1990s also corresponded to years of high economic growth, however, the increased savings rate is not cause for immediate concern.

¹² Bureau of Economic Analysis. 2009. "National Income and Product Accounts: Savings and Investment." Bureau of Economic Analysis. <http://www.bea.gov> (March 23, 2009).

2.5 CONSTRUCTION SPENDING

Construction spending is a rough substitute for the amount of development taking place. It can alert us to the extent of competition taking place in the marketplace.

National Construction Spending Trends

The overall recessionary trend of the economy is also reflected in declining construction spending, which fell more than 9% between January 2008 and January 2009. Residential construction spending declined by a massive 27% during the year. It should also be noted that the market avoided even greater decline only because of a 4% increase in public sector construction spending.¹³ As monies from the American Recovery and Reinvestment Act (ARRA) are distributed, public sector construction spending is likely to rise dramatically. In the meantime, however, the February 2009 data are also expected to reflect shrinkage.

Surrounding Area/Regional Construction Spending Trends

Construction spending in the Kansas City metropolitan area has conformed to the national trend, with a significant recent decline. The total value of projects under construction in all of the counties of the Kansas City MSA was only \$82 million in February 2009, a 40% decline from the previous month. The value of projects under construction in February 2009 was a paltry 13% of the value of projects in August 2005, the highest month.¹⁴

Project Area/Local Construction Spending Trends

Like other economic trends at the local level, construction spending has been subject to great variation. Non-residential construction projects have varied greatly in size and frequency, making comparison across time difficult. Still, a definite decline in construction spending can be identified in Leavenworth County. (Values for construction projects are not available for cities, only for counties.) The value of all projects under construction in February 2009 was just \$1.8 million, the lowest since February 2008. January 2009, however, was a good month, with nearly \$16 million in construction. The decline in residential construction projects from 2008 was pronounced; only a major non-residential project allowed the January statistic to climb so high. The effect of ARRA and longer-term prospects for recovery remain to be seen; however, if pre-bust levels of construction resumed, Leavenworth County would see projects under construction valued at about \$12 million every month.¹⁵ We can confidently say that current trends show few potential competitors to new development in downtown Leavenworth.

13 United States Census Bureau. 2009. "Construction Spending." United States Census Bureau. <http://www.census.gov> (March 22, 2009).

14 Mid-America Regional Council. 2009. "Monthly Construction Update." Mid-America Regional Council. <http://www.marc.org> (March 21, 2009).

15 Mid-America Regional Council. 2009. "Monthly Construction Update." Mid-America Regional Council. <http://www.marc.org> (March 21, 2009).

2.6 HOUSING

A boom in the housing market was responsible for a considerable share of economic growth over the last decade. With the burst of the housing bubble, considerable turmoil exists in residential markets. Where many other developments, particularly downtown redevelopments, have contained residential components, it is at least possible that the housing market is saturated and cannot accommodate additional supply.

National Housing Trends

The housing market does continue to be a drag on the economy, with little prospect of rapid turnaround. Nationally, more than a year's worth of inventory is unsold, the most months of supply in recent history. New home sales fell by nearly 50% between January 2008 and January 2009 and the price of the few homes that were sold fell considerably. As it was, home sales in 2008 were only 40% of what they were in 2005.¹⁶ Existing home sales are only marginally better. Existing home sales fell every month between June 2008 and January 2009 and improved only slightly in February 2009. Compared to the previous February, existing home sales were down nearly 10% in February 2009. Existing home sales also made a slight recovery in prices between January and February 2009, but not nearly enough to compensate for a three year-long decline in median and mean sales prices.¹⁷ Nationally, at least, the prospect that new residential construction would be well-rewarded by the market in the near-term seems dubious at best.

Surrounding Area/Regional Housing Trends

The housing market in the Midwest saw an even more dramatic decline than that of the nation at large. By the end of 2008, new home sales were only 34% of what they were in 2005. The 69,000 homes that were sold in the year were much more likely to be lower priced than in prior years.¹⁸ The Midwest, then, is perhaps an even more difficult market in which to launch new residential construction. "Real-time" data at the local level is not currently available; some proprietary data sources make these statistics available, but their methodology is suspect and the resulting data considered unreliable. The Midwest saw a slight uptick in existing home sales between January and February 2009. However, this increase is at least partly attributable to the truly awful decline in sales that accompanied 2008. Even with February's improvement, existing home sales are 11% lower than in the previous year. In addition, sales prices continue to fall. In February 2009, prices in the Midwest fell again, making them more than 5% lower than the previous February.¹⁹ While the slight recovery in the existing home sales market gives some cause for optimism, it remains to be seen whether the February 2009 was an outlier or represents the beginning of a new trend.

16 United States Census Bureau. 2009. "New Residential Sales." United States Census Bureau. <http://www.census.gov> (March 22, 2009).

17 National Association of Realtors. 2009. "Single-Family Existing-Home Sales and Prices." National Association of Realtors. <http://www.realtor.org> (March 24, 2009).

18 United States Census Bureau. 2009. "New Residential Sales." United States Census Bureau. <http://www.census.gov> (March 22, 2009).

19 National Association of Realtors. 2009. "Single-Family Existing-Home Sales and Prices." National Association of Realtors. <http://www.realtor.org> (March 24, 2009).

Project Area/Local Housing Trends: Foreclosures

Foreclosures remain a serious problem, whose full extent is unknown. Foreclosures can have a devastating impact on neighborhoods and local economies, and throw housing markets into flux. Nationwide, 2.97% of mortgages were in foreclosure by the end of 2008.²⁰ The estimated foreclosure rate in the Kansas City MSA, however, was slightly higher, at 4%. The counties within the MSA showed significant variation, with only 2% of mortgages in Johnson County (KS) and 8.2% of mortgages in Wyandotte County (KS) in foreclosure. Leavenworth County had an estimated foreclosure rate of 4.4%, with an estimated 840 properties in some stage of the foreclosure process. The foreclosure rate in the City of Leavenworth was twice that of the nation at large, with 6.4% of mortgages in the city limits estimated to be in foreclosure. Almost half of Leavenworth County's foreclosures were in the City of Leavenworth.²¹

To the extent that any positive news can be found in the housing market, it likely lies with rental properties. Large numbers of unsold homes have, as noted above, caused for-sale prices to decline. This high vacancy rate, the prospect of thousands of individuals forced out of their homes (including many blameless renters) through foreclosure, and lower household incomes have placed more families in the rental housing market. This, in turn, has caused rental vacancies to decline, the share of renters to increase, and median asking rents to increase.²²

2.7 INFLATION

Inflation has seen a substantial decline in the last year. Between 1982 and 2008, the Consumer Price Index rose by an average of 3.17% from December to December of each year. In 2008, however, the increase for the year was a mere 0.1%, the lowest since 1954.²³

20 Mortgage Bankers Association. 2008. "Delinquencies Increase, Foreclosure Starts Flat in Latest MBA National Delinquency Survey." Mortgage Bankers Association. <http://www.mbaa.org/NewsandMedia/PressCenter/66626.htm> (March 23, 2009).

21 U.S. Department of Housing and Urban Development. 2009. "Neighborhood Stabilization Program Data – Local Level Foreclosure Data." HUD User. <http://www.huduser.org> (March 23, 2009). It should be emphasized that these are estimated foreclosures. No real-time data on foreclosures at the local level is collected; HUD has collaborated with the Mortgage Bankers Association, the Federal Reserve Bank, and other data providers to produce a formula that estimates the number of foreclosures in thousands of American communities. The data cited above is the result of that work.

22 United States Census Bureau. 2008. American Housing Survey 2007. <http://www.census.gov> (March 24, 2009). Center on Budget and Policy Priorities. 2009.

23 Bureau of Labor Statistics. 2009. "Consumer Price Index – All Urban Consumers, U.S. City Average." Bureau of Labor Statistics. <http://www.bls.gov> (March 23, 2009).

2.8 SECTORS OF RELATIVE STRENGTH

The overall economic downturn complicates efforts to make predictions – of any term – on growth sectors at the national level. Short-term economic conditions necessarily push longer-term economic impacts downwards. In the immediate term, the only industries seeing genuine industry-wide growth are the healthcare and government sectors.²⁴ As funds from the stimulus bill are spent, we can expect to see some growth in construction and related professional services industries.

If one momentarily sets aside current economic conditions, other projections can be tentatively made. Healthcare is expected to continue to grow, particularly as the population ages. The hospitality industry – including lodging and restaurants – is also expected to grow. Until last year, consumers spent an ever-larger share of their dollars at restaurants, with the percentage of total food dollars spent in restaurants nearly doubling between 1955 and 2008. In Kansas alone, restaurants currently employ 10% of the workforce and are expected to see 11.9% job growth by 2019.²⁵ Hospitality sector growth is consistent with the broader national turn towards service industry employment and a long-running decline in manufacturing capacity.

24 Bureau of Labor Statistics. 2009. "Payroll Employment." Bureau of Labor Statistics. <http://www.bls.gov> (March 23, 2009).

25 National Restaurant Association. 2009. Kansas Restaurant Industry At A Glance. <http://www.restaurant.org/pdfs/research/state/kansas.pdf> (March 23, 2009).

2.9 MARKET PERSPECTIVE – DOWNTOWN LEAVENWORTH

Downtown Leavenworth is already a ‘destination.’ In 2008, it generated retail, food, and drink sales of nearly \$36 million. Seven percent of retail, food, and drink sales in the Primary Trade Area were in Downtown Leavenworth, which was home to only two percent of the population.

The potential Primary Trade Areas for Downtown Leavenworth have household incomes above the national median, and total annual incomes of between \$1.5 and \$1.7 billion.

The Primary Trade Areas do not have a sufficient supply of retail, food, or drink to meet resident demand. Residents are making at least \$180 million of expenditures on retail and entertainment outside of the trade area because of inadequate supply.

If Downtown Leavenworth were to increase its market share in the Primary Trade Areas by just two percentage points, it could yield:

- \$11.4 million in new annual sales
- \$832,200 in new annual sales tax revenue
- \$25.1 million in annual economic impact

Achieving economic impacts of this magnitude would require a minimum of 38,000 square feet of new or expanded retail space.

Establishment types particularly in demand in the Primary Trade Areas include:

- Clothing stores
- Department stores
- Electronics and appliance stores
- Full service restaurants
- Furniture stores
- Grocery stores
- Health and personal care stores
- Limited-service eating places



The former Tire Town property represents just one of the significant redevelopment opportunities within the core area.



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ALTERNATIVE APPROACHES

SECTION 03

SECTION 03 ALTERNATIVE APPROACHES

Utilizing previous research, analysis, observations, and interviews with the Advisory Committee, stakeholder and other constituents, a series of alternative scenarios were developed. These alternative redevelopment scenarios provided the means to explore a variety of land use, redevelopment and urban design strategies and components.

The purpose was not to present an absolute preferred direction, but to pose a series of options within each alternative that the Advisory Committee could discuss and consider. Ultimately, the input received provided additional feed back towards developing a preferred direction for the strategic framework and catalyst projects identified for the Downtown / North Leavenworth Redevelopment area.

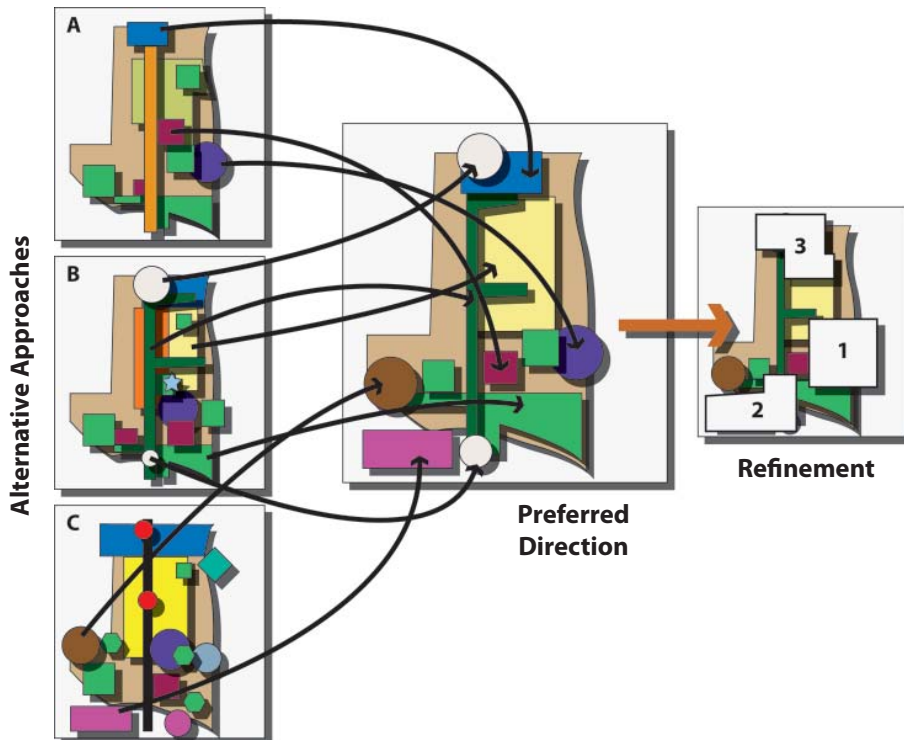


Figure 3.1

The alternative approaches process allowed for the Advisory Committee and stakeholders to discuss and evaluate a wide-range of potential solutions to address opportunities and challenges within the area.

3.1 ALTERNATIVE SCENARIO A: URBAN VILLAGES

Alternative A presented a redevelopment strategy of organizing the project area as a series of urban villages. Each village could either build upon established assets or reinvent themselves through a coordinated and comprehensive redevelopment initiative.

Key Elements

- Office / Technology / Innovation Campus along Metropolitan.
- Comprehensive redevelopment of the north neighborhood area with a variety of housing product and price-points.
- Community focal point with a 'Town Green' and hotel / convention center near the riverfront.
- Development that engages 3-Mile Creek.
- Pursue an eclectic mix of uses and building formats in the Cherokee Gateway Village as a support services / entertainment district.
- Promote retail, office, and urban living that is developed in a vertically integrated development pattern in the downtown core.
- Significant gateway element at Metropolitan and 4th.

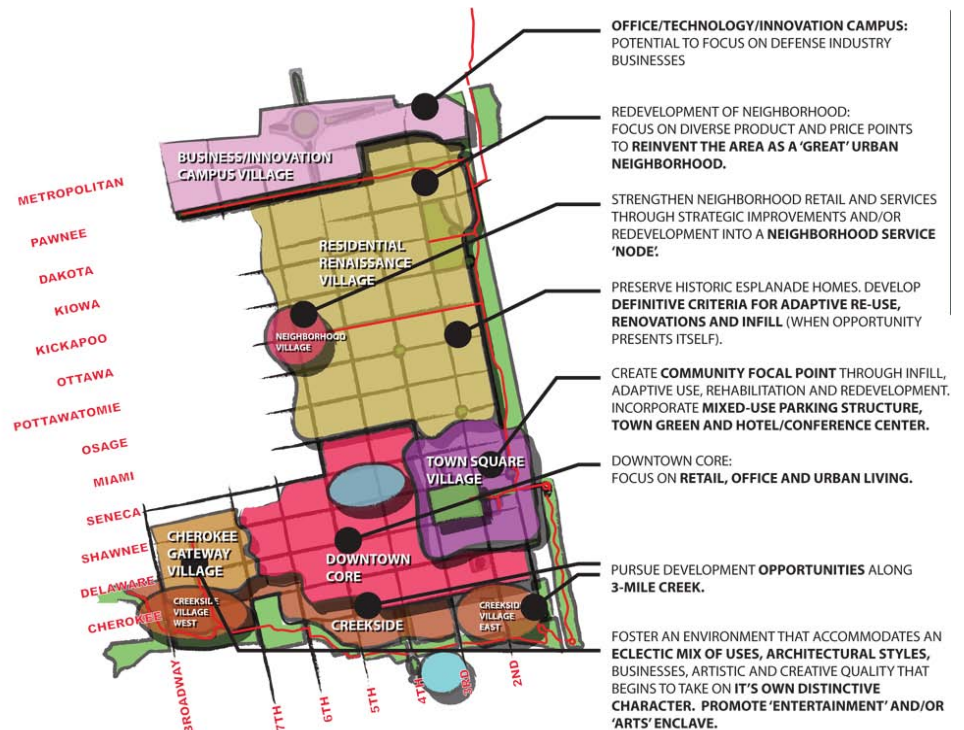


Figure 3.2
Alternative Scenario A:
Urban Villages

3.2 ALTERNATIVE SCENARIO B: CATALYST GREENS

Alternative B presented a redevelopment strategy of organizing the project area around a series of public or public / semi-public green spaces as development catalysts. These green spaces would serve as an amenity and support surrounding mixed-use areas, neighborhoods, or specialty areas (such as a business park).

Key Elements

- Series of parks / open spaces with mixed-use development.
- Expand economic opportunities for office park and commercial at north end of project area.
- Infill, rehabilitation, and selective redevelopment in the north neighborhood.
- Infill and rehabilitation in the downtown core on a property-by-property basis. Emphasis more dictated by form rather than use.
- Connectivity between public and semi-public green spaces.

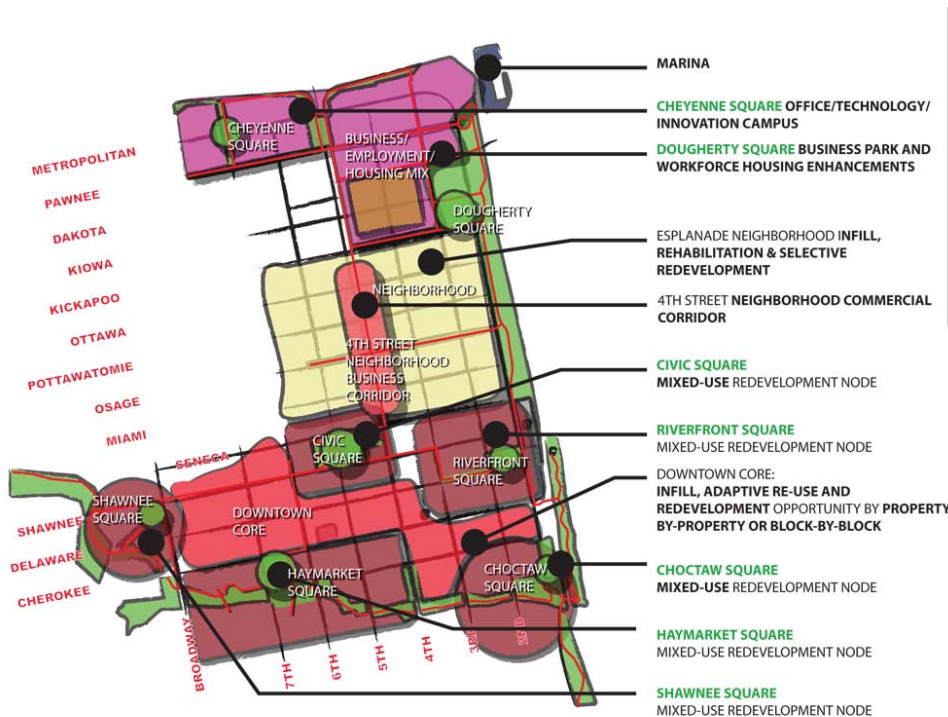


Figure 3.3
Alternative Scenario B:
Catalyst Greens

3.3 ALTERNATIVE SCENARIO C: CORRIDORS AND ANCHORS

Alternative C presented a redevelopment strategy of organizing the project area through several anchors at the periphery of the project area, interconnected by a strong 4th Street corridor.

Key Elements

- Expand potential along Metropolitan for commercial and office development.
- Redevelop 4th Street with Arbor Way linear park with trail supported by residential redevelopment.
- Pursue mixed-use ‘anchors’ at Broadway, east end of core area, and at the south end near 4th Street. Anchor southern end of project area with community green, hotel / convention facilities as part of mixed-use anchor redevelopment.

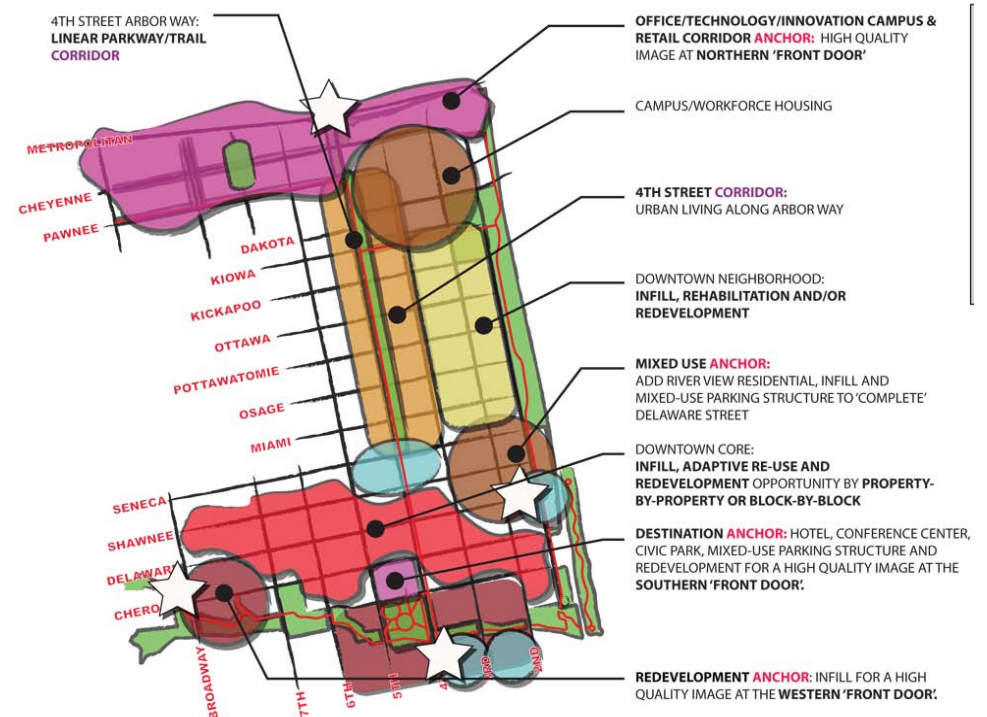


Figure 3.4
Alternative Scenario C:
Corridors and Anchors

3.4 ALTERNATIVE SCENARIOS: ECONOMIC & DEVELOPMENT PERSPECTIVE

Regardless of the redevelopment scenarios, there are several important elements to consider in order to successfully redevelop the Downtown / North Leavenworth Redevelopment area. Successful development can occur if (1) a structured and supportive Public-Private partnership is developed, (2) adequate financing is made available, and (3) competitive incentives that are competitive with surrounding municipalities are offered.

Public-Private Partnership

A true Public-Private partnership will need to be established to accomplish the future vision for Downtown Leavenworth. A Public-Private Partnership is a contractual agreement between a public agency (federal, state or local) and a private sector entity. Through this agreement, the skills and assets of each sector (public and private) are shared in delivering a service or facility for the benefit of the general public. In addition to the sharing of resources, each party shares in the potential risks and rewards in the delivery of the service and/or facility.

Financing

The current financial environment is challenging at best and will require creativity to finance residential and commercial real estate deals in the City of Leavenworth. Virtually every major index with respect to residential and commercial real estate market point to a long and slow recovery. Thus, identifying potential financing solutions is important now and in the future.

Incentives

The City of Leavenworth along with other governmental entities must defend its tax base by offering competitive incentives. The policy that will ultimately drive these incentives should have the flexibility to invest in 'exceptional' and 'high priority' projects in order to deal with competitive pressures and market / business conditions.



Regardless of the scale and complexity of redevelopment projects, most initiatives will require strategic partnerships and creative methods to fully come to fruition.

3.5 PREFERRED DIRECTION

Based upon Advisory Committee input, the following key framework elements were identified to be further investigated and developed as part of the preliminary concept framework.

- Cohesive campus or park-like setting for the business / innovation development component.
- Comprehensive strategy for residential redevelopment that has the potential to culminate in significant and substantial change.
- Utilize parks as amenities or part of redevelopment initiatives, such as a new 'Town Park'.
- Strong north-south connections such as the Arbor Way that enhance connection and relationship between Metropolitan and Fort Leavenworth with the Downtown Core.
- Predominance of street level retail and upper level office and residential for the downtown core.
- Development that engages 3-Mile Creek in a more significant manner.
- Enhanced community identity, especially at 4th and Metropolitan.



The process ultimately culminated into a preferred direction that aggressively pursues new opportunities but respects the integrity of Downtown Leavenworth's traditional character.



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CONCEPT FRAMEWORK

SECTION 04

SECTION 04 CONCEPT FRAMEWORK

The Downtown / North Leavenworth Redevelopment Master Plan establishes a foundation for an active, vibrant and diverse core of the Leavenworth community. The master plan is intended to provide a general guide for the community to proactively pursue redevelopment initiatives, provide guidance for reactive opportunities, and establish a physical framework that supports consistent, effective, and incremental development decisions for generations to come.

The master plan advocates strategies and actions for preservation, redevelopment and community-building that promote a distinctive authentic urban environment. The plan promotes a greater sense cohesiveness throughout downtown and supporting areas, celebrates and enhances the distinctive assets that are uniquely Leavenworth's, and pursues opportunities to strengthens Downtown Leavenworth economically. Ultimately this requires considering the Downtown / North Leavenworth area as the premier place in the community to live, conduct business and recreate.



The master plan envisions engaging all assets within the area, such as underutilized portions along 3-Mile Creek.

4.1 PRINCIPLES

Several key design and development principles establish the foundation for a successful Leavenworth core. The strength of any strategic initiative and the success for the Downtown/North Leavenworth Redevelopment Area will be the sustained commitment to key principles that support the vision, with the ability to adjust when new opportunities arise overtime. These design and development principles include:

Authenticity

Genuine environments are not contrived. Although the intentions are good, communities have often enacted policies within their core areas that deter positive investments or inadvertently create inappropriate solutions that lead to generic environments that can be found in any other community. Downtown development is much like a time capsule; the built environment represents the evolution of community and its own unique sense of 'place'. Historic preservation and current architectural, development and construction practices can be successfully blended to create sound, dynamic, visually pleasing and economically viable environments. An authentic environment that bridges Leavenworth's past and future, and should be pursued by preserving and enhancing historical and cultural resources. While encouraging new initiatives to respond to the existing context with well designed, sensitive contributions to the physical landscape of the area.

Connectivity

Providing highly identifiable links to, through and within the Downtown/North Leavenworth Redevelopment area will enhance cohesiveness and access for the downtown and between the projects and distinct areas envisioned in this plan. This includes developing walkable neighborhoods, districts and projects; promoting multiple modes of transportation throughout the area; creating complete streets that emphasize the relationship between the public and private environments; and defining a hierarchy of wayfinding to tie the entire downtown together into an integrated system of complimentary areas.

Destination

Often, the success of downtown environments is somewhat dependent upon the capacity to not only serve within, but to also have a highly competitive edge on a local, regional, and national scale. Creating the appropriate mix of niche businesses, areas of civic interest and activity anchors with a regional draw make Downtown Leavenworth a destination both within and external to the Leavenworth community.



Recently completed in 2009, the 3 Mile Creek and boardwalk provide enhanced connectivity between Haymarket Square and the riverfront.

Diversity

Great places consist of diverse experiences that further an active and dynamic environment. Embracing a mix of uses, activities and amenities will enhance the Downtown / North Leavenworth Redevelopment area as a vibrant place to live, work, and play. Opportunities that strengthen the physical environment, provide a variety of economic generators, and attract visitors to downtown for multiple reasons will cultivate diversity with multiple, mutually supporting and compounding benefits to the community.

Identity

What is, what has been, and what will be 'Leavenworth' is a critical reflection that should be contemplated. A strong sense of identity celebrates the heritage and historical aspects of downtown, adjacent areas and core neighborhoods. Preserving and enhancing those qualities can help carry-forth those unique elements that are distinctively Leavenworth's, but cultivating a unique identity demands more. It requires studying the past and applying the lessons of history to the opportunities of today and the challenges of tomorrow. Holding true to those traditions and rigorously applying the lessons of history will allow new investments to continue to tell the unique story of the "First City of Kansas."

Sustainable

Sustainability must be approached as a multi-dimensional philosophy. Sustainability fuses the concepts of environmental stewardship and economic stability. Sustainable site development and architectural practices that focus on environmental stewardship and economic stability will lead to investments that last generations – the true hallmark of sustainability. With this perspective, the sustainable solutions will be those that balance and leverage the following:

- Marketable, cost-effective projects in the private sector;
- Public investments that help in place making; Environmentally-sensitive practices such as compact building and development that consume less geography and promote core area revitalization with enhanced accessibility;
- 'Green' architecture and site design that promote energy efficiency, mitigate storm-water runoff and improve air quality;
- Contribution to diverse neighborhoods and districts accessible to employment, goods, services and amenities for a wide-range of income levels;
- Preservation of the natural environment, scenic areas, open spaces, parks, natural drainage ways, wetlands, and habitats.



Leavenworth as the 'First City' of Kansas is a key thematic to the city's identity.

4.2 CONCEPT GOALS AND OBJECTIVES

The Downtown / North Leavenworth Redevelopment Area will be a diverse place that is sustainable both physically and economically. This will be accomplished through the on-going promotion of a quality development environment that is highly connected and provides a variety of choices and opportunities.

The goals and objectives of the Downtown / North Leavenworth Redevelopment Area Mater Plan support the long-term viability of a vibrant core area. The general goals and objectives include:

- Preserve established assets of downtown, and enhance them through opportunities for new investments that are innovative and appropriate to the current context.
- Promote uses and activities that provide a diverse range of goods and services and support all market levels from the neighborhood, district, community and regional scale. In addition, with the relationship of Fort Leavenworth, pursue business development may engage at the national level.
- Develop new destinations that include to expand the business, intellectual, recreational and cultural landscape of downtown. These include civic facilities, employment centers, educational and research centers.
- Recruit employment anchors at a variety of scales that provide a diversified market place and provide additional markets for smaller-scale businesses.
- Strengthen the core-area neighborhood and provide a diversity of living choices.
- Maintain a sustainable neighborhood framework that has a high degree of accessibility to goods, services, amenities and employment opportunities.
- Provide recreational opportunities that include highly connected parks and open spaces at a variety of scales and functions.



Adaptive re-use of historical, unique and contributing structures will preserve much of the downtowns urban and pedestrian-friendly environment.

- Link the attributes and opportunities within the entire Downtown/ North Leavenworth Redevelopment Area in a meaningful manner through a mobility framework that delivers a quality public realm and accommodates a variety of means to move about the area.
- Enhance the sense of 'place' throughout the area. Celebrate Downtown Leavenworth through preservation and enhancement of the existing context while proactively pursuing new opportunities that strengthen the physical and economic landscape for the special places that comprise the area.
- Foster a destination atmosphere with cultural, historical, commercial, residential, and community activities in an inviting and unique setting.



Delaware Street and the Riverfront Community Center provide a strong core-area destination.

4.3 FRAMEWORK COMPONENTS

The Downtown / North Leavenworth Redevelopment Master Plan consists of two primary physical framework components – the Redevelopment Platform and the Urban Design Platform. Each of these framework components is critical to the overall success of meaningful community development and coordination of opportunities within the Downtown / North Leavenworth Redevelopment area.

Redevelopment Platform

The redevelopment platform addresses the uses, physical development patterns and organizational characteristics within the area. This includes identification of Character Areas, their capacity for opportunity, characteristics and a vision of their evolution as a viable, contributing place within the overall downtown area. Six character areas are identified in the Redevelopment Platform:

- Downtown Core
- Town Square
- Creekside
- West Gateway
- North Neighborhood
- North Gateway Innovation & Business Campus

Urban Design Platform

The urban design platform addresses the aesthetic and functional elements that begin to strategically connect Character Areas through a series of features that constantly reinforce development and design from a comprehensive perspective. Unique approaches to design within a consistent functional framework is critical to the Urban Design Platform. Five elements are included in the Urban Design Platform:

- Wayfinding and Interpretation
- Gateways
- Enhanced Linkages
- Parks and Trails
- Street-Level Design



Recapturing and strengthening the 'quaintness' and economic stability of Downtown is a key goal of the master plan.

4.4 REDEVELOPMENT PLATFORM

For the Downtown / North Leavenworth Redevelopment area, the master plan perceptually re-organizes and ‘brands’ various areas within the area as a series of **character areas**. Each of these character areas build upon existing strengths and assets; seek redevelopment and improvement opportunities; and position themselves for success. Ultimately, these strategies will allow for each character area to complement one another, rather than competing with each other and create diverse, distinctive opportunities and experiences within the core area of Leavenworth.

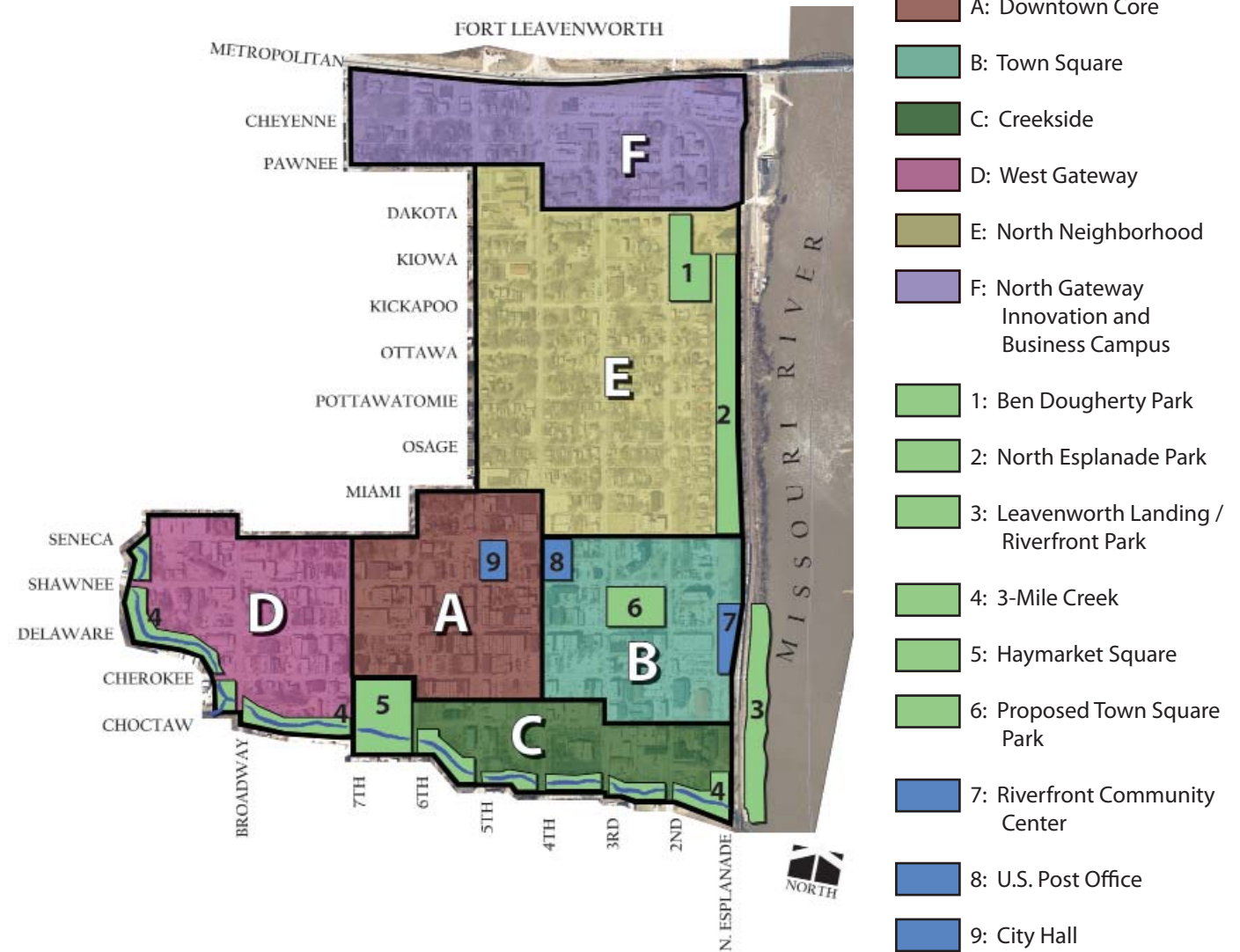
















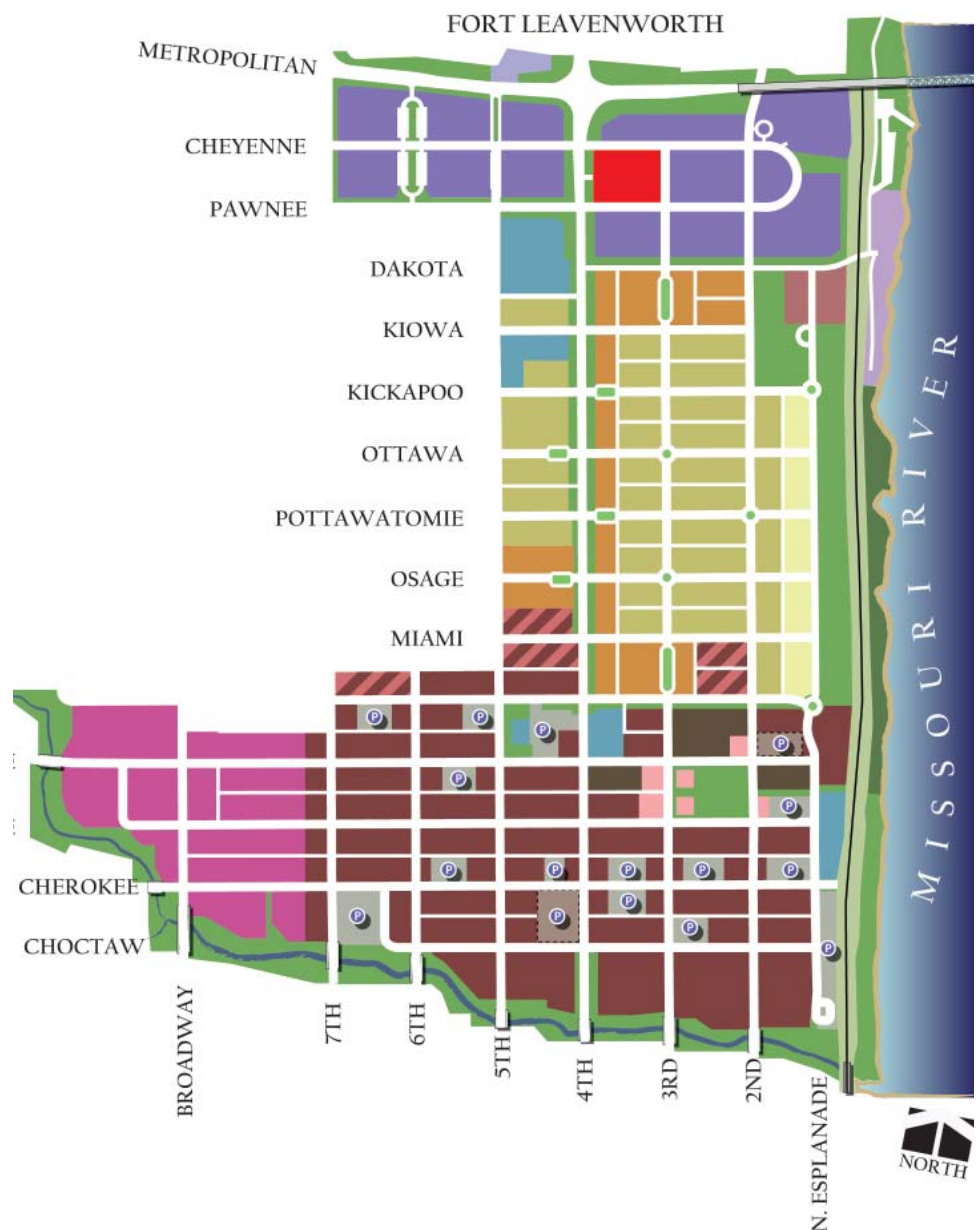


Figure 4.2
Preferred Development Framework

-  Office, Retail, Mixed-Use & Employment Mix
-  Existing Retail
-  Leavenworth Visitors and Interpretive Center
-  Riverfront Industrial
-  Medium to Medium/High Residential Mix Preferred
-  Low to Medium Residential Mix Preferred
-  North Esplanade Low Density Residential & Historic District Homes
-  Mixed-Use: Ground Level Commercial, Upper Level Office or Residential
-  Transitional: Mixed-Use or Medium-High Residential
-  Existing High-Rise Residential
-  Mixed-Use Preferred, Single Use Commercial Considered
-  Mixed-Use Preferred, Single Use Commercial Considered with Flexible Formats
-  Parks & Open Space
-  Conservation
-  Potential District Parking Lot
-  Potential District Parking Lot: Preliminary Mixed-Use Parking Candidate Site*

*Mixed-use parking structure locations are ultimately determined in conjunction with redevelopment initiatives and complementary detailed parking/traffic studies.

Figure 4.2 is intended to represent a generalized redevelopment use framework that represents and reinforces the physical framework of the master plan. It is intended to supplement established land use and comprehensive strategies by the City and provide additional guidance when considering improvements and investments within the area.



CHARACTER AREA: DOWNTOWN CORE

Aspiration

The downtown core is the **'Refined Elegance'** that defines Leavenworth's traditional and historic downtown core. Downtown vitality results from a diverse mix of ground level retail and upper level office and residential. The downtown core should embrace redevelopment activities that promote diverse uses and activities that complement the established scale and urban form of historic downtown. New activities should promote preservation, renovation and adaptive reuse of historic and/or contributing structures, new infill development should be sensitive to the scale, context and form of the existing environment.

The Downtown Core is a diverse and dynamic mixed-use environment that supports success of the entire downtown area. Residential, employment, government, and retail/entertainment uses create robust activity in the core that benefit other areas of downtown. Reinforcement of the distinctive qualities that are associated with the traditional downtown environment is key to continuing this support. Redevelopment strategies must be highly sensitive to the existing historic framework. Redevelopment should primarily be accomplished through infill development of vacant parcels; new structures on surface parking lots; and preservation, renovation or adaptive re-use of existing structures.

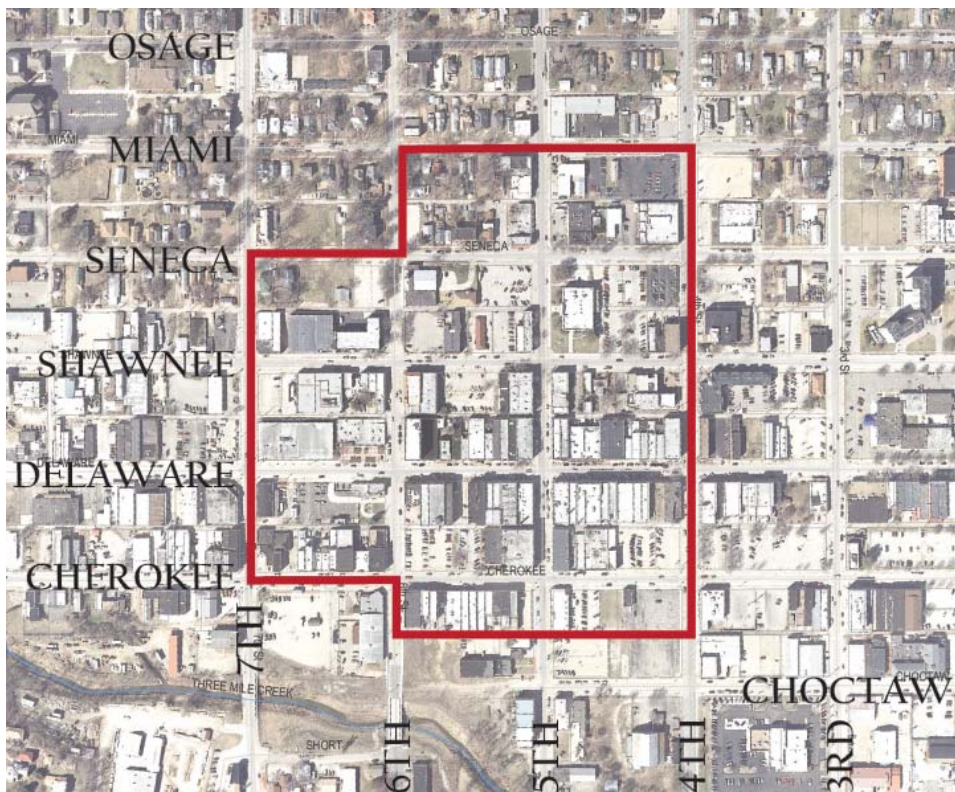
North: **Seneca / Miami**

East: **4th**

South: **Cherokee**

West: **7th**

Approximately **12 SQ Blocks**



The Downtown Core is envisioned to facilitate redevelopment activities in a more organic approach, with quality investments on a property-by-property basis. Single property redevelopment can provide innovative and diverse solutions, adding to the organic feel and authenticity of downtown, by preserving the rhythm of storefronts, and strengthening the interest and appeal of the downtown environment. Major redevelopment initiatives with substantial parcels should not be the only means of community building and investment.

The primary strategy will be to engage with property owners and the development community to ensure new initiatives strengthen the existing fabric through design solutions that respect the historical integrity of the area. Investments that are sensitive to scale, form and massing of the area, and further the sense of the traditional, urban downtown framework are priorities.

Much of the Downtown Core is within the Downtown Historic District. Historic preservation often is a polarizing issue within communities. The determination of whether a building should be preserved or redeveloped requires a delicate balance of the value of a building, both physically and economically.

Often, the determination of a building's value as a significant, historic or contributing structure requires in-depth, detailed research and analysis. Determining a building's value to Downtown should consider the following traits of the building and development plan:

- understanding of the property owners goals and aspirations;
- the buildings structural and mechanical integrity;
- the buildings qualitative contribution to the community as a whole;
- established criteria of regulatory and incentive mechanisms;
- eligibility requirements; and
- the cost/benefit in regards to preservation and viable economic use.

The master plan advocates preservation of contributing buildings, when feasible and consistent with the vision for Downtown. These architectural elements within the urban framework provide much of the character and identity of Downtown Leavenworth. Redevelopment strategies should support adaptive re-use of viable structures.

When addressing preservation and redevelopment, the ultimate goal is to retain that character while accommodating activity with economic viability. A beginning point for the community and property owners may begin with a simple process of categorizing individual properties. The categorization is not intended to replace established historic standards, processes and procedures, but provide a beginning point for those involved to begin a dialogue regarding when existing buildings should be considered for improvements or redevelopment initiatives and should be addressed on a case-by-case basis.



City Hall is a key destination anchor within the Downtown Core.

Historically Significant

To the greatest extent possible, redevelopment initiatives for buildings determined to be historically significant should be restored to local, state and federal historical standards. Renovation of historic buildings can often be difficult to meet all municipal building code requirements, however, the building exterior, particularly the front facade should strive to retain or be rehabilitated to its truest splendor and architectural vocabulary. In addition, contributing properties that may be at-risk, structurally or economically, may be considered for targeted renovation or adaptive re-use. Working in partnership with property owners or potential investors, the City should advocate for the preservation of historically significant structures. This may include assistance with identifying potential resources or incentives to make these structures viable and active elements of downtown.

Architecturally Contributing

Architecturally contributing properties include those that may not necessarily be historically significant or eligible for historic designation, but in terms of their character and relationship to historic properties, contribute to the overall image and character of the Downtown Core. Renovation and adaptive reuse of these buildings should be done in a manner that is compatible with adjacent buildings and buildings along the block, including the scale, form, and relationship to the streetscape.

Non-Contributing

In the case of buildings that do not express a significant architectural period or are relatively lacking of contributing qualities, redevelopment may actually be favored. As with most downtown environments, a variety of building facades and forms lack context and relationship to the public realm. Although an existing building may be structurally sound, new investment in its appearance and urban form should be advocated.

New improvements should be viewed as an opportunity to mitigate perceived past mistakes and an opportunity to be reinvented in a more context-sensitive manner through scale, massing, relationship to adjacent buildings, relationship to the public street, materials, windows, entrances, architectural details, and other elements that strengthen the downtown fabric.



Preservation and enhancement of the historic character of the Downtown Core is a key philosophy of the master plan.

Infill and New Redevelopment

Infill and redevelopment present opportunities to:

- add density, create new uses, and increase activity in downtown;
- fill in the missing 'teeth' along a block face and reinforce the urban fabric; and
- create added economic value.

As with improvements to non-contributing structures, infill redevelopment needs to occur in a manner that is context-sensitive; however, provides opportunities to create well-designed and innovative architectural solutions within the core area.

With some minimum criteria to ensure that form, scale and contextual solutions are pursued, these opportunities can create dynamic, but complementary improvements that reinforce the urban environment. Infill can include additions to existing structures; new structures on vacant lots and; redevelopment of surface parking lots - either completely or partially. The master plan provides generalized principles for redevelopment to be utilized as a beginning point for property owners and investors to pursue urban and contextual sensitive solutions.

Right: Infill redevelopment is one of the key components to reinforcing the urban and pedestrian-oriented framework of Downtown Leavenworth. Infill investments are envisioned to be 'authentic' in that they not necessarily need to replicate historic architectural vocabularies, but rather express context-sensitive solutions that continue to tell the story of the timeless evolution Leavenworth's urban core. (Concept for illustrative purposes).



Downtown Core: Key Elements

The following are key elements for the Downtown Core:

Urban Form and Scale

The Downtown Core is considered the central activity center with the greatest diversity of uses. It is best served by urban streetscapes and building orientations which feed activity into the streetscape. The streetscape should be the most significant public space within the Downtown. New development should reinforce the existing urban form and scale of downtown, characterized by the following:

- Minimum of two story structures;
- Active street level uses, primarily retail, entertainment, or services uses on ground floors and with office or residential on upper stories;
- Building frontages that engage the public sidewalk and provide a consistent street wall along the streetscape (zero setback/build-to lines with prominent street level windows and frequent building entrances);
- A regular rhythm of small-scale store fronts that add diversity and visual interest to the streetscape.

Urban Design Theme

The Downtown Core derives its character from the historic and traditional character of buildings, and the relationship these buildings have with public spaces. Redevelopment should promote investments that are sensitive to the historic environment and embrace new opportunities that are authentic to the times and bridge Leavenworth's past to its future, primarily accomplished through:

- Ensuring contributing and viable historic structures remain as part of the fabric,
- Accommodating new development and architectural solutions that embrace existing context, are compatible to the historic scale and massing existing in downtown, and build on historic architectural precedents in new applications.



Recent investment of streetscape amenities along Delaware Street should be extended throughout Downtown.

Parking Strategy

Parking in the Downtown Core should not compromise the urban form and scale of the traditional downtown.

- Maximize on-street parking on all streets. Angled parking is preferred, and parallel parking should be used where rights-of-way are constrained.
- Off-Street parking should be limited and located behind the building forms and screened from the urban public street face, except for mid-block pedestrian passages to access parking from storefronts.
- Public and district parking areas may be created to address any deficiencies and to allow for more concentrated downtown development. Public or district parking should be located only on the perimeter of the Downtown Core area. These parking areas should be anchored by building forms at street intersections or significant green space with public art. Additional screening elements, such as low masonry walls, ornamental fencing, and additional landscaping should also be included.
- Parking structures should be mixed use with ground level shops along the primary public street.
- On-street parking, located directly adjacent to the development can be credited to the development's parking requirements.

Projects and Initiatives

- Extend the Delaware Streetscape prototype project throughout the Downtown Core. Slight modifications may be considered such as additional landscaping and tree wells; public art; curb extensions at intersections for traffic calming measures, decreased the width pedestrians traverse across the street and additional landscape and amenities.



Recent investment of streetscape amenities along Delaware Street should be extended throughout Downtown.

CHARACTER AREA: **DOWNTOWN TOWN SQUARE**

Aspiration

The **'Heart of Downtown'** offering destination and diversity, providing a recognizable place for the community, and creating an amenity to support development of surrounding areas.

The Town Square of downtown is envisioned as a special place that redefines Downtown Leavenworth as a significant destination and furthers the sense of identity for the community. The focal point of this character area is the creation of a 'town square' park that is pedestrian-oriented and provides a catalyst for redevelopment. Redevelopment is envisioned to be diverse - from traditional urban formats similar to the Downtown Core character area to destination facilities that compliment downtown.

North: **Seneca**

East: **Missouri River**

South: **Cherokee/Choctaw**

West: **4th**

Approximately **12 SQ Blocks**



Creating the desired destination quality will require redevelopment activities that enhance the downtown experience, but that draw patrons locally and from beyond the municipal limits of Leavenworth. This effort will require:

- extending the organic property-by-property investment of the downtown core;
- strategic property acquisition for significant redevelopment projects;
- the development of new architecture for destination-caliber uses;
- creating both on-street and consolidated off-street parking; and
- creating the visual and functional characteristics that reinforce the traditional core area environment.

The area has an existing destination anchor. The Riverfront Community Center (the former Union Depot) provides an iconic landmark and extensive recreation and community meeting spaces that draws from the broader community and should be continually maintained and enhanced. Future initiatives in this area should focus on developing a mix of uses and activities that will provide a draw to Leavenworth residents and out-of-town patrons. The ultimate goal is to create a destination experience in the core area through strategic public and private investments that benefit the entire Downtown/North Redevelopment Area and the Leavenworth community.

Right: *Whether it is preservation, enhancement or adaptive reuse; infill on a property-by-property basis; or redevelopment of a block-face, the master plan envisions a quality mixed-use environment that encapsulates the Town Square Park. (Concept for illustrative purposes).*



Town Square: Key Elements

The following are key elements for the Town Square:

Urban Form and Scale

The Town Square is considered a primary destination within downtown. It is best served by generous public spaces and destination-caliber development that infuses activity into downtown from local patrons as well as regional attractions. New development should complement the existing urban form and scale of downtown, but be accepting of larger-scale projects that are sensitive to the context of the surrounding Downtown Core. This type of development would be characterized by:

- Minimum of two story structures is preferred particularly around the proposed square; in some instances, one-story formats may be considered for such development types as restaurants and cafes’ for properties along the Riverfront Community Center-Town Square Park ‘link’.
- Active street level uses, primarily retail, entertainment, or services uses on ground floors and with office or residential on upper stories;
- Building frontages that engage the public sidewalk and provide a consistent street wall along the streetscape (zero setback/build-to lines with prominent street level windows and frequent building entrances);
- A regular rhythm of small-scale store fronts that add diversity and visual interest to the streetscape.

Left: Conceptual redevelopment scenario for the Town Square (Concept for illustrative purposes).

A: Destination Hotel

- Hotel
- Conference Center
- Mixed-Use Parking Structure and Transitional Residential (Phase 1 Surface Lot for Hotel and Conference Center)
- North Esplanade Historic District Roundabout and gateway

B: Town Square Park

- Casual lawn/amphitheater
- Open-air pavilion
- 4 season plaza
- Retail and restaurant with patios

C: Town Square/Riverfront Community Center ‘Link’

- Linear park connecting Town Square Park/2nd Street to North Esplanade/Riverfront Community Center
- Mixed-use or retail development as part of redesign and enhancement of public/district lot

D: District Parking Lot and Infill Redevelopment

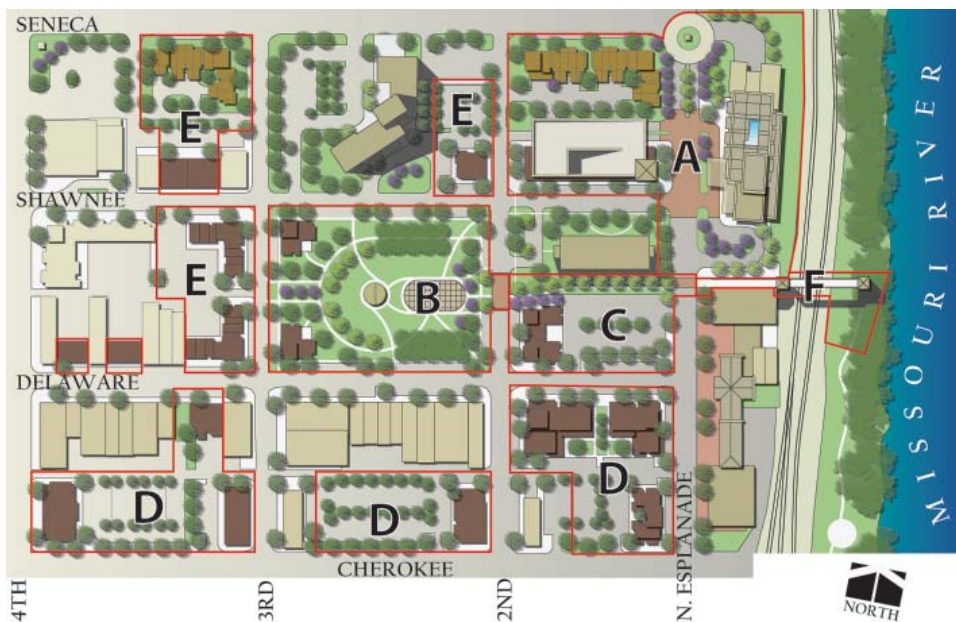
- Anchor intersections with new development
- Enhancements to public/district lots
- Pursue infill and redevelopment opportunities

E: Infill Redevelopment

- Infill development opportunities
- Pursue shared use private parking strategies

F: Riverfront Overlook

- Option 1: Grand plaza overlook
- Option 2: Observation tower or platform
- Option 3: Overlook or tower with pedestrian bridge that provides above-grade access over active rail lines and connects with trail and park amenities in Leavenworth Landing.



Urban Design Theme

The Town Square emphasizes a new and iconic destination for the city, that respects the traditional scale and form of downtown as well as promotes investment that introduces new elements into the downtown environment and compliments and strengthens historic assets. Urban design efforts should:

- Promote historic preservation, renovation and adaptive re-use of contributing structures when feasible.
- Accommodate new development and architectural solutions that embrace the current context, are compatible to the historic scale and massing existing in downtown, and build on historic architectural precedents in new applications.
- Ensure strong pedestrian connections that promote access to the Town Square Park.

Right: The town Square Park is envisioned to provide a community gathering place; facilitate community and downtown events, and; stimulate redevelopment activity that promotes the area as the 'Heart' of Leavenworth's Downtown. (Concept for illustrative purposes).



Parking Strategy

Parking in the Town Square area should not compromise the urban form and scale of the traditional downtown.

- Maximize on-street parking on all streets. Angled parking is preferred particularly on all block faces surrounding the proposed town square park (Delaware, Seneca, 2nd and 3rd Streets). Parallel parking should be used where rights-of-way are constrained.
- Off-Street parking should be limited and located behind the building forms, screened from the urban public street face, except for mid-block pedestrian passages to access parking from storefronts.
- Public and district parking areas may be created to support destination developments, but should be coordinated with the overall Downtown Core parking strategy. However, these parking areas should be anchored by building forms at street intersections or significant green space with public art. Additional screening elements, such as low masonry walls, ornamental fencing, and additional landscaping should also be required.
- Parking structures should be mixed use with ground level shops along the primary public street.
- On-street parking, located directly adjacent to the development can be credited to the development's parking requirements.



Left: A quality hotel and conference facility is one of the key destination components envisioned for the Town Square character area. (Concept for illustrative purposes).

Projects and Initiatives

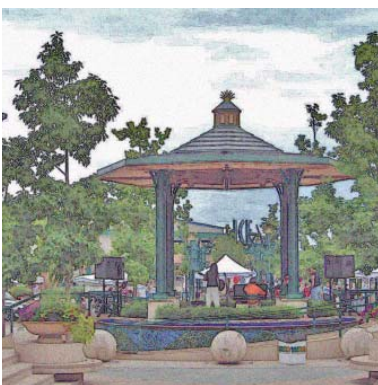
- Develop a multi-functional, four-season urban park or ‘town square’ park on the block bounded by Delaware, Seneca, 2nd and 3rd Streets. The park should provide an additional civic-oriented destination; allow for festivals and special events; and may be programmed with promotional activities such as art fairs with seasonal vendors and other activities that bring people and retailers together.

One element is an open-air bandstand/stage or performance pavilion with a casual lawn or amphitheatre that can be programmed for community events. As a complementary amenity, a multi-functional hard surface plaza that accommodates a variety of activities such as art fairs, food festivals and other promotional activities for downtown. Strategic electrical supply should be considered to facilitate these types of activities to operate festival booth lighting, supply to the performance stage and other approved temporary equipment. In addition, the hard surface plaza could be utilized for movable seating for concerts with the open air performance pavilion.

The open-air performance pavilion could be designed for 360 degree visual access and serve the plaza and the casual lawn/informal amphitheatre. To enhance activity within the area, the plaza could be engineered to accommodate ice-skating in the winter. Ultimately, the town square should be developed in a manner that it can provide activity and benefit year-round.

Portions of the town square park redevelopment project should consider a revenue stream beyond festival and activity leases. This could be in the form of limited development of retail structures on portions of the site. This may include seasonal or year-round restaurants and cafes that have patios overlooking the casual lawn and performance pavilion. These could be either leased to operators or sold outright to the private sector, given detailed and specific use, operating deed restrictions and covenants.

- Consider reconfiguration of the city-owned surface parking lot between Delaware, the high-rise residential tower, 2nd and North Esplanade Streets. Reformat the block to include parking, new development to reinforce the block face around the town square park, provide revenue for the City, and provide a green link that is a dedicated public linear park that connects the Riverfront Community Center and town square.
- Pursue a destination development for the city-owned property along North Esplanade Street, between North Esplanade Park and the Riverfront Community Center. The preferred redevelopment scenario envisions a hotel and conference center as part of a mixed-use destination. Other secondary options would include community center expansion, medium-high residential or a signature mixed-use building, with ground level retail and office and/or residential condominiums that have views overlooking the Missouri River.



A multi-purpose performance pavilion is just one of the amenities that should be considered within the Town Square Park.

The hotel and conference facility preferred option fills a much needed gap for quality lodging and conferencing facilities within Leavenworth. It would provide another destination to the core area and help support established businesses and promote additional spin-off development within the area. In addition, a partnership with the hotel operator and City should be considered to allow guests access to the amenities provided by the riverfront Community Center, such as temporary passes. These passes can be negotiated as complementary, a fixed annual fee or on a user by user basis by the City.

Additional property to facilitate this redevelopment is anticipated to accommodate needed parking for the hotel and conference center. West of the site across North Esplanade is the ideal candidate site. A mixed-use parking structure (retail at the ground level for portions of the structure along Shawnee Street) is the preferred solution. Should redevelopment of the parking not require the entire block (North Esplanade, Shawnee, Seneca and 2nd Streets), the residual parcel should consider redevelopment for mixed-use of residential, to provide a buffer to the residential north of Seneca Street.

- In association with a hotel or other destination development, consider a through-street plaza between Shawnee and Seneca Streets along North Esplanade. This pedestrian way should be delineated by changes in materials such as pavers, cobblestone, and integral color concrete with a pattern or a speed table (slight elevation of the street section). This will provide a measure of traffic calming, enhance a sense of connectivity to the hotel/conferencing center, better define hotel drop-off and entrance, and provide an enhanced transition to the North Esplanade Historic District. Additional amenities such as a roundabout with a Historic North Esplanade District gateway at Seneca Street also promote a sense of place between the neighborhood and the destination development.
- Pursue strategic and smaller scale infill redevelopment for critical mass around the square. The preferred approach is similar to those in the Downtown Core that promote scale and context sensitive forms.
- Extend the Delaware Streetscape prototype project throughout the Town Square providing a cohesive urban design element and sense of connection with the Downtown Core. Slight modifications may be considered in the detail of the design. In addition, distinctive 'Town Square' banners may be considered on vehicular light fixtures to further 'brand' the character area and celebrate its distinctive role within the core area.



The city owned site adjacent to the Riverfront Community Center is a candidate site for a hotel and conference center. Dramatic views and vistas overlooking the Missouri river and the possibility for guests to utilize the extensive amenities at the community center are just a few of the advantages the site may offer.

CHARACTER AREA: DOWNTOWN CREEKSIDE

Aspiration

The '**Natural Engagement**' that recognizes and embraces the asset and opportunities provided by 3-Mile Creek.

North: **Cherokee**

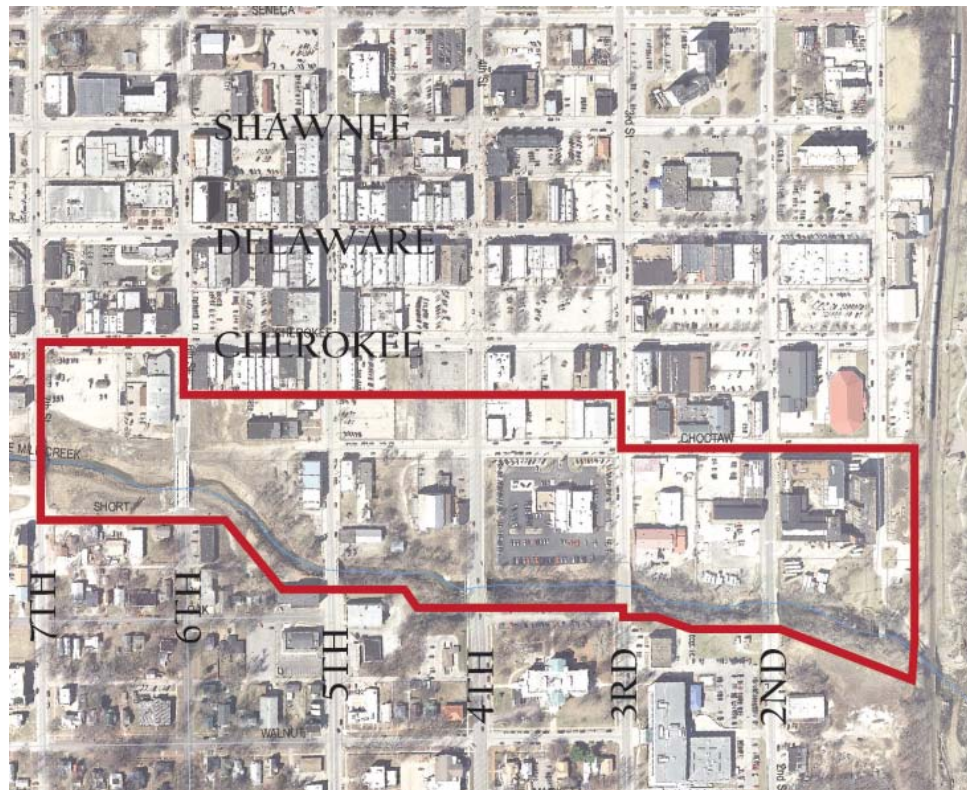
East: **Missouri River**

South: **3-Mile Creek**

West: **7th**

Approximately **7 SQ Blocks**

The primary theme within this character area is to build upon the aesthetic and physical qualities of 3-Mile Creek, injecting connections to the natural environment into the urban center of Leavenworth. For properties along 3-Mile Creek, the intent is to cultivate their interface in a more meaningful manner. This can be accomplished through site and design solutions that integrate and accommodate activity from the street to the creek corridor.



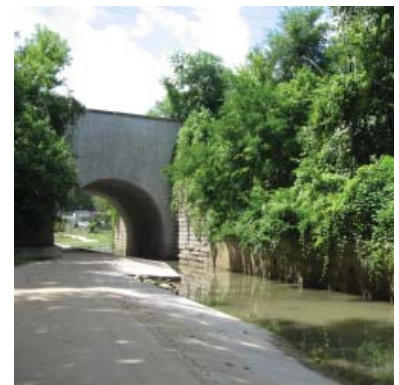
Downtown Creekside: Key Elements

The following are key elements for the Creekside area:

Urban Form and Scale

The Creekside area is considered a transition between the urban center of downtown and the natural area of the creek, offering a window into a more natural setting from the urban environment. It is best served by frequent connections between the urban streetscapes and the creek, and characterized by the following:

- Minimum of two story structures preferred on street fronts, but buildings should step with topography to accommodate frontages on both the street-side and creek side. Transitions through retail decks, residential balconies and other functional transitions that offer “double-frontage” buildings and sites should be used;
- Active street level uses, primarily retail, entertainment, or services uses on ground floors and with office or residential on upper stories. Entertainment or residential uses should engage creek side frontages. Service access should be internalized into center portions of the site and screened by surrounding active building areas;
- Meaningful connections between developments along 3-Mile Creek from Haymarket Square to the Leavenworth Landing. This may include extension of Choctaw Street to 6th Street and potentially to Haymarket Square; trail access to the 3-Mile Creek trail with at-grade connections up to the street level at street intersections and/or developments themselves, when feasible; and, a parallel trail on top of the creek embankment that connects development to adjacent development.



Extending the trail within 3-Mile Creek westward as part of an overall city-wide trail network should be considered and create even stronger pedestrian and bicycle linkages to and from Downtown Leavenworth.

- Building frontages that engage the public sidewalk (zero setback/build-to lines with prominent street level windows and frequent building entrances);
- A regular rhythm of small-scale store fronts that add diversity and visual interest to the streetscape, but may be interrupted by open areas (passages, courtyards, limited side parking areas) that provide visual and physical connections to the creek and green spaces.

Urban Design Theme

The Creekside area derives its character from the transition between the urban and natural environments. Building and site designs should maintain the urban character of downtown, but begin to introduce a stronger element of green space or natural elements into the design.

- Promote historic preservation, renovation and adaptive re-use of contributing structures when feasible. Preserve an adequate corridor along 3-Mile Creek that preserves the embankment integrity; preservation and reestablishment of natural features and materials along the creek's edge, and; allow for the opportunity to develop either public, private or semi-public spaces along the creek that support redevelopment and allow for activity along 3-Mile Creek. This may include patios, decks, or additional trail features that enhance a sense of activity and connectivity to 3-Mile Creek.
- Accommodate new development and architectural solutions that emphasize the natural elements of the creek and tie them into urban streetscapes.

Parking Strategy

Parking in the Creekside area should not compromise the urban form and scale of the traditional downtown, but should be located more strategically to preserve both the creek frontage and urban street frontage.

- Maximize on-street parking on all streets. Angled parking is preferred, and parallel parking should be used where rights-of-way are constrained.
- Off-Street parking should be limited and located behind the building forms, screened from the urban public street face, except for mid-block pedestrian passages to access parking from storefronts.
- Parking structures should be mixed use with ground level shops along the primary public street.
- Parking requirements may be offset by incorporating other modes of transportation in to development of a site (i.e. bike racks, bus shelters, etc.).

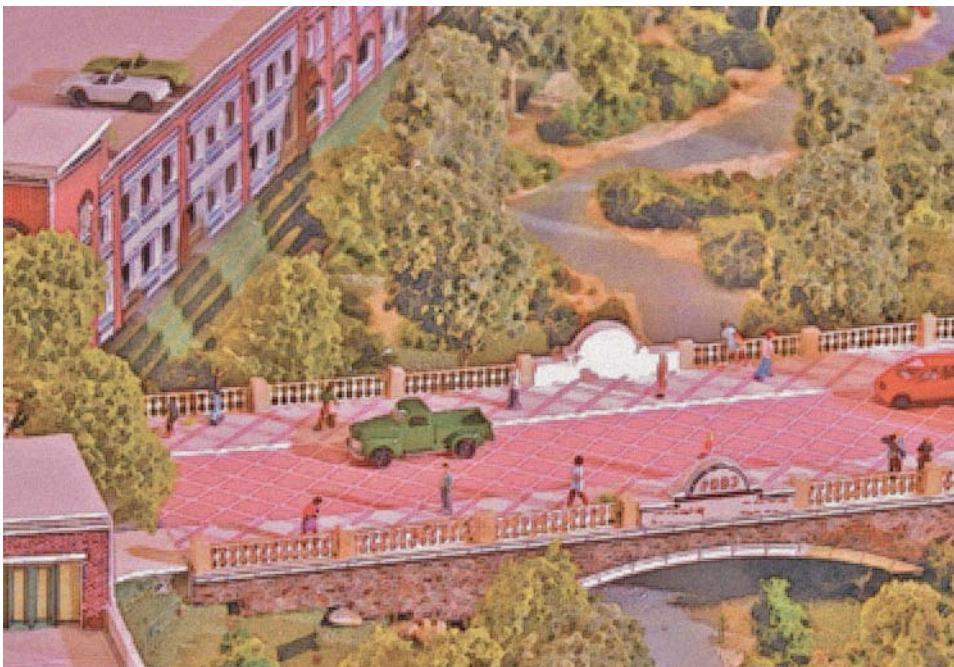


Opportunities for redevelopment along 3-Mile Creek should be considered and enhance the sense of activity along Downtown Leavenworth's southern edge.

- For properties abutting 3-Mile Creek, ensure parking configurations to allow maximum usable building frontage with views to the creek. (public, private, or common areas along the creek) This may include a greater reliance on district parking policies and facilities and/or allowing for side parking between building forms (on a case-by-case basis). In the latter instance, promote shared-use parking among redevelopment projects to minimize parking facilities. In instances where parking facilities are exposed to 3-Mile Creek, ensure adequate screening elements such as low masonry walls, ornamental fences, and natural landscape design.

Projects and Initiatives

- Explore pedestrian and bike trails and bridges that link development as it occurs on both sides of 3-Mile Creek. Preserve and protect a usable corridor along both sides of 3-Mile Creek. Establish setbacks and criteria for redevelopment sites adjacent to the creek.
- Pursue continued public investment along 3-Mile Creek as a community amenity, mobility component and catalyst for redevelopment activities. Consider extension of connections along natural corridors west of Downtown as part of a community-wide trail system. Extend the Delaware Streetscape prototype, as with the Downtown Core and Town Square character areas, throughout Creekside as a unifying element. Slight modifications may be considered such as additional landscaping and tree wells; public art; curb extensions at intersections for traffic calming measures, decreased the width pedestrians traverse across the street and additional landscape and amenities.



Left: The master plan advocates development that engages 3-Mile Creek and takes advantage of this unique asset within Downtown Leavenworth. (Concept for illustrative purposes).

CHARACTER AREA: DOWNTOWN WEST GATEWAY

Aspiration

The *'Casual Elegance'* that creates a distinctive environment and fosters a more eclectic sense of place through uses and formats not necessarily associated with the historic core character.

North: **Seneca**

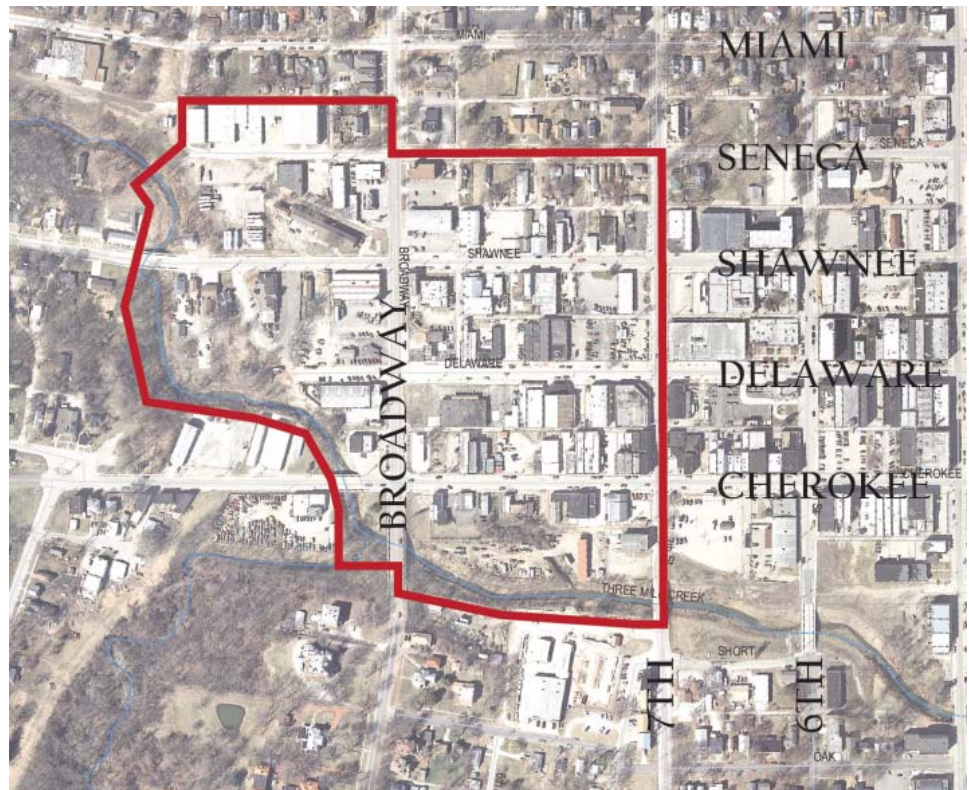
East: **7th**

South: **3-Mile Creek**

West: **3-Mile Creek**

Approximately **7 SQ Blocks**

This area appears to have its own unique presence. The area has a greater mix of service-oriented uses and building formats. The physical framework is relatively less-intact than the central core area of downtown, however, does consist of a significant inventory of contributing structures. In many instances, storefronts appear to be well maintained and active while others appear to be vacant, underutilized or showing signs of disrepair. The area is significant as the eastern entrance into the downtown.



Overall, the area seems to have the opportunity to brand itself as a more eclectic area through a mix of business activity and building formats and styles. Vacant lots and surface parking lots provide the opportunity to redevelop and strengthen the urban framework. Other non-traditional building formats present the opportunity to either be redeveloped or reinvented and provide opportunities different from other areas within the core. Generous sidewalk widths provide the opportunity to still allow businesses to engage the public streetscape in a meaningful and urban manner, strengthening this areas contribution to the overall downtown. Buildings that are setback from the street present the opportunity for developing outdoor courtyards, plazas, sidewalk cafes and other significant entry elements that have a stronger relationship with the street edge.

Building formats and uses may include an urban/neighborhood scale grocery store, business that require significant indoor storage, production and distribution facilities, service stations, banks with drive-through facilities and other similar development prototypes.

It must be noted that the intent of the district is not to advocate a suburban development pattern, but rather to accommodate diverse business and building formats within the urban block and streetscape framework, uses that would be less desirable in the Downtown Core, Town Square and Creekside character areas. Ultimately, the goal is for the West Gateway area to complement and support, rather than competing with the other character areas.



Preservation of historic and contributing structures should be pursued in the West Gateway. New and infill development should be context-sensitive and contribute to the overall sense of a vibrant, active environment.

West Gateway: Key Elements

The following are key elements for the West Gateway area:

Urban Form and Scale

The West Gateway area is considered an edge of the urban center of Leavenworth, providing a gateway into the traditional and historic downtown. It is best served by buildings and sites that compliment the traditional form and scale of downtown, but also may supporting businesses and services not easily accommodated in the downtown core, provide they compliment the blocks and streetscapes of greater downtown. This includes:

- Minimum of two story structures preferred on streetfronts, particularly for corner sites where 2-story, street-front buildings can anchor corners and define urban blocks and streetscapes,
- Allowances for other building types that accommodate uses that support and compliment the downtown core and surrounding neighborhoods. Developments should exhibit innovative site and building designs that engages the urban streetscape in a manner that is sensitive to the overall pedestrian scale and design of downtown.
- Non-traditional building types may be justified to either (1) allow additional uses that support services and needs of the greater downtown and not otherwise accommodated in the other character areas (i.e. neighborhood grocery, gas station, small warehouse /distribution) or (2) rehabilitation or re-use of existing buildings.

Right: The West Gateway may accommodate building formats that may not be appropriate in other character areas. Context and sensitivity to the urban form should be addressed so as not to detract from the character of the Downtown core area.



- Pedestrian scale amenities and entry features such as courtyards, plazas, sidewalk cafes or other similar elements should be incorporated in to all building forms and types. These may occur through extending existing building frontages towards the streetscape or developing more outdoor site elements that activate spaces along the streetscape for pedestrians.
- Buildings with drive-through facilities or which are heavily dependent on frequent automobile traffic are generally not preferred in the downtown area. However, some businesses such as banks, gas/service stations, pharmacies and others can complement services in the downtown area and neighborhoods. Where permitted, every effort should be made to minimize or remove the impact of automobile-oriented site and building elements. Where this is not accomplished sufficiently, careful evaluation must occur weighing the potential economic enhancement verses the impact on the integrity and physical character of the urban environment.
- Promote a mixed business, residential and entertainment district including retail, service, restaurant, arts, live/work studios, incubator businesses, and offices.

Urban Design Theme

The West Gateway area derives its character from an eclectic mix of building forms and styles which engage the pedestrian scale of downtown blocks and streetscapes in innovative and exciting ways. This practice should be continued through the following actions:

- Promote historic preservation, renovation and adaptive re-use of contributing structures when feasible.
- Maintain the context, scale, form and massing, similar to other character areas, but allow more diversified architectural materials, styles, and ornamentation.
- Allow for new development and architectural solutions, particularly where it reinforces the block structure and streetscapes of downtown.
- Consider building signage and ornamentation that have a more artistic appeal.
- Consider special signage or streetscape features that further its unique branding of the area such as artwork, icons or logos incorporated in lighting standards, special banners, variations in paving materials on public area or private gathering places, or distinctive street furniture systems.



The West Gateway is envisioned to accommodate building formats that may not necessarily be optimum or appropriate in other character areas, but need to support a complete live, work and play environment. Regardless of the use, building formats throughout the character areas of downtown should further the qualities of a core-area environment.

Parking Strategy

Parking in the West Gateway area should not compromise the urban form and scale of the traditional downtown.

- Maximize on-street parking on all streets. Angled parking is preferred, and parallel parking should be used where rights-of-way are constrained.
- Off-Street parking should be limited and located behind the building forms, screened from the urban public street face, particularly at corner locations.
- Some building types may accommodate small bays for side parking or limited front parking, but it should be designed and located in a manner to minimize impact on the streetscape. Designs that introduce pedestrian-scale site elements on the street edge are preferred, such as plazas, courtyards or patios, or designs that treat surface parking and vehicle access areas as shared or multi-use space which can be converted to pedestrian uses for events or used as dual pedestrian /vehicle space. In all instances, a low masonry wall and landscaping element should define any non-building edge along the block face and public rights-of way.

Projects and Initiatives

- Continue investments in the public realm through streetscape improvements. This investment could be an extension of the Delaware streetscape prototype. Slight modifications may be considered such as additional landscaping and tree wells; public art; curb extensions at intersections for traffic calming measures, decreased the width pedestrians traverse across the street and additional landscape and amenities.



Adaptive re-use, preservation, and renovation of existing buildings is a key theme of Downtown redevelopment strategies.

CHARACTER AREA: **NORTH DOWNTOWN NEIGHBORHOOD**

Aspiration

The ‘Residential Renaissance,’ reinventing the traditional core neighborhood through redevelopment and rehabilitation that maintains a diverse, sustainable living experience.

The North Downtown Neighborhood is envisioned to reinvent itself as a quality urban neighborhood. It provides the opportunity for a diverse mix of housing formats and price-points which ensures a diverse and vibrant living experience. Quality housing for different stages of life (first-time homeowners, families, empty-nesters and retirees) enhances the daily activity, adds stability and longevity of residents, and solidifies the social fabric of neighborhoods.

The North Downtown Neighborhood can be a strong asset to downtown when redevelopment occurs, delivering an attractive living environment and a new character, quality, and variety of ownership opportunities. Redevelopment of the North Downtown Neighborhood should adhere to the principles of the historic neighborhoods that create a density and vibrancy urban neighborhood but can also accommodate 21st century construction, design, and housing formats.

North: **Pawnee/Dakota**

East: **Missouri River**

South: **Miami/Seneca**

West: **5th**

Approximately **28 SQ Blocks**



The details that make traditional homes and neighborhoods attractive are critical, and must be reflected in new construction. Pedestrian scale design, useable front porches or other entry features, minimizing the impact of automobile access on individual lots, and quality materials and ornamentation are all important qualities that that rehabilitation and new development must address. These elements are critical to creating a place to experience on foot, and a slower pace on a daily basis. These elements ensure that each new increment of construction contributes to the whole, from the building, lot, street, block and neighborhood.

Rehabilitation and restoration of Leavenworth's historic grand homes is an essential part of this effort. It is important to recognize that many homes were developed decades ago and do not respect this historic character. It should also be recognized that other historic homes may succumb to redevelopment pressures. Careful analysis, dialogue and assessment of Historic District criteria is important to maintaining this area as a strong and vibrant neighborhood and an asset to downtown.

Based on the input and analysis in this planning and design process, the preferred approach to development in the North Downtown neighborhood is to pursue an aggressive and comprehensive course of action. This must accommodate a balance of lot-by-lot housing rehabilitation, small and moderate infill development, and large scale redevelopment. The traditional neighborhood scale and development patterns must be the framework that coordinates all of this activity.

Right: Although housing product styles, sizes and prices may vary, the key to the North Downtown Neighborhood is reinforcing the sense of 'place' through quality and sustainable living experiences. (Concept for illustrative purposes).



North Downtown Neighborhood: Key Elements

The following are key elements for the North Downtown Neighborhood area:

Urban Form and Scale

The North Downtown Neighborhood is a traditional urban neighborhood capitalizing on its proximity to downtown. A wide mix of small-scale housing options that celebrate their relationship to the urban neighborhood street add the diversity and density necessary to make this area thrive. Overall density should be in the range of 7 to 12 dwelling units-per acre, but individual projects may vary based on the context and relationships to adjacent blocks. New development that respects the context of the preserved historic gems of Leavenworth’s grand homes add new vitality to this area. This includes:

- Maintain connectivity of small urban blocks including mid-block pedestrian passages and alleys.
- Maintain appropriate street widths that slow traffic, encourage walking and create well proportioned public spaces for housing fronting on streets.



Left: Considerations for a diverse mix of housing product and densities are envisioned to create a dynamic and diverse neighborhood environment. (Concept for illustrative purposes).

- Create a variety of parks and gateways that become large (neighborhood-wide) or small (block level) focal points for the neighborhoods and which can be designed as gathering places for residents.
- Promote a variety of lot and building types that include both large and small detached homes, townhomes and row houses, flats, small urban apartments, live/work buildings.
- Transitions in scale of development and building types should occur with subtle transitions along a block. Larger transitions can occur either across intersections, at corner buildings, or at the rear lot lines within a block.
- Ensure pedestrian-oriented building design that relates to the neighborhood streetscape, including useable front porches, ornamental building entry features, and other elements that keep “eyes on the street.”
- Reinforce alleys as principle lot access for vehicles. Where front loaded lots are permitted the impact of car-oriented facilities (driveway, garages, parking, etc.) should be minimized along the streetscape and internalized to the interior of the block through appropriate site design
- Permit destinations at strategic points in the neighborhood where a high degree of pedestrian access and community visibility support these uses. Destinations should only be neighborhood-serving uses such as community services, parks and open space, schools, and small-scale or niche neighborhood businesses.

Right: *Redevelopment activities in the North Downtown Neighborhood should go beyond simply providing housing opportunities. Amenities and other attention to the details in the public realm should be addressed to create the complete core-area neighborhood living experience. (Concept for illustrative purposes).*



Urban Design Theme

The North Downtown Neighborhood derives its character from a variety of housing formats closely associates with neighborhood streets, in a walkable environment accessible to downtown, parks and the riverfront. This includes historic grand homes but also accommodates new housing that reinforces this context through new construction of similar scale, massing, and relationship to the public realm of the neighborhood.

- Ensure contributing and viable historic structures remain as part of the fabric, particularly in the very east end of the neighborhood and the North Esplanade Historic District. There are several homes that appear to be infill homes and developed decades ago in a less than sensitive manner to the overall context of the current historic designation of the street. These properties would be appropriate for redevelopment, but only if plans for the structure(s) provide a great degree of sensitivity to the massing, scale, architectural vocabulary, context and historical im-



Left: Conceptual redevelopment scenario for the North Downtown Neighborhood. (Concept for illustrative purposes).

A: Mixed-Density Neighborhood: Low to Medium Density

- Typically detached or attached single family

B: Mixed-Density Neighborhood: Medium to Medium/High

- Attached multifamily such as town houses, condominiums, row houses apartment homes and other urban formats (excluding high rise)

C: Mixed-Use

- Preservation, expansion, adaptive re-use or redevelopment
- Neighborhood commercial, business, office and/or residential

D: North Esplanade Homes and Historic District

- Preservation and renovation
- Infill on case-by case basis and within block context

E: 4th Street Arbor Way/Avenue of the Nations

- Interpretive , mobility and connectivity investments

portance of North Esplanade Street.

- Accommodate new development and architectural solutions that embrace this context, are compatible to the historic scale and massing existing in downtown, and build on historic architectural precedents in new applications.
- Implement the arbor way improvements/Avenue of the Nations investments, along 4th Street. Ideally, a greater density would be presented along the corridor, engaging the arbor way investment. This would include building formats, product and architectural interpretations such as row houses, urban town homes and brownstones.
- Implement a system of gateways for the area, and for sub-areas within the North Downtown Neighborhood. These may be larger artistic elements at major intersections and entries, but subtle, small-scale, pedestrian oriented elements at most of the other block corners and entries is the most effective and context-appropriate approach. A branding for the neighborhood such as 'North Neighborhood', 'North Downtown Neighborhood', 'North Esplanade Neighborhood', 'Riverfront Neighborhood' or other neighborhood nomenclatures should be developed and incorporated into the gateways.
- In some instances gateways may be part of a more significant boundary of the neighborhood and can be further defined with traffic-calming elements at key intersections. Elements such as narrower curb-to-curb lines at intersections, appropriate residential street widths, speed-tables promote a sense of entrance and reduce vehicular speeds for safer neighborhoods. Other potential solutions can be more elaborate, such as anchoring each end of North Esplanade with a small traffic circle with a specific 'North Esplanade Historic District' gateway element to celebrate the elegance of the historic homes and park.



Preservation or rehabilitation of existing, viable or contributing residential structures could be part of a neighborhood revitalization and redevelopment project.

CHARACTER AREA: **NORTH GATEWAY BUSINESS AND INNOVATION CAMPUS**

Aspiration

The **Economic Engine** generating new business and employment opportunities and a high quality experience and image for Leavenworth's northeast entrance to downtown.

The North Gateway Business & Innovation Campus will evolve as one of the premier business and employment environments within the City of Leavenworth, integrating many building formats into a cohesive campus environment. A diverse business mix will create an economic asset that contributes to the success of other downtown businesses. The area affords a great degree of accessibility within the City and region (Metropolitan Avenue, adjacency to downtown Leavenworth and Fort Leavenworth, 25 minutes of Kansas City International Airport and within an hour to the Kansas City metropolitan area.) Anchored by the historic Fort Leavenworth to the north, the campus will contribute to the development of a quality corridor, as well as create a north gateway for downtown. Elements along the corridor should contribute the same quality and lasting investments reflected in the historic downtown of Leavenworth, and promote the pleasant urban experience that lies beyond the campus area. Ultimately the goal is to create a unique business and employment destination for Leavenworth and the northeast Kansas region.

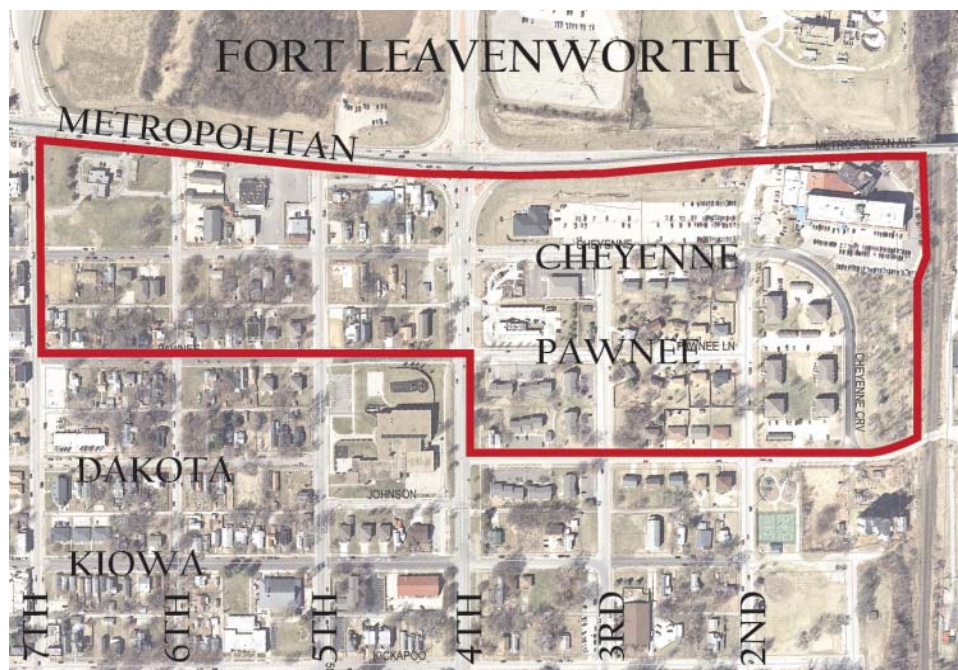
North: **Metropolitan**

East: **Missouri River**

South: **Pawnee/Dakota**

West: **7th**

Approximately **20 SQ Blocks**



North Gateway Business and Innovation Campus: Key Elements

The following are key elements for the North Gateway Business and Innovation Campus area:

Urban Form and Scale

The North Gateway Innovation and Business Campus is intended to accommodate a variety of building formats and types within a campus setting. The conceptual campus master plan reflects the following elements of urban form and scale that should be included in the future redevelopment of the area.

- Provide opportunity for office, retail, and mixed-use formats, with an employment emphasis that may be strategically targeted to Department of Defense-related industries. Multi-level buildings are preferred, but a market-sensitive approach should be accommodated that may allow single level business facilities.
- A high-quality hotel and conferencing facilities would be appropriate within the campus to support business uses. Given the proximity of the campus to Fort Leavenworth, such a facility could facilitate a variety of defense-and non-defense business related events, seminars, and conferences within walking distance of the Fort and Leavenworth's Downtown.
- Create a high quality and distinctive campus entrance experience at Metropolitan and 4th Street. Building forms at the intersection of Metropolitan Avenue and 4th Street should be exclusively reserved for multi-level office or vertically integrated mixed-use-use to create a significant visual statement.

Right: A 'campus'-like environment is envisioned to welcome visitors and citizens at Leavenworth's northeast gateway. (Concept for illustrative purposes).



- Retail is appropriate to provide convenient goods and services for the immediate area, however retail uses should be a secondary and complimentary to employment-focused uses. Detailed design guidelines should be pursued that place specific requirements on retailing businesses so as not to dilute the campus image and experience.
- Along Metropolitan Avenue, 4th and 7th Streets, surface parking lots should be internalized within the campus and located behind buildings. The building forms throughout the campus will be arranged to create a significant visual edge with a 'build-to' line along a 20' campus green setback.
- Deviations from the build-to line would incorporate additional green space or plazas that engage the public realm. In instances between buildings that may expose rear-area parking, additional screening treatments will be incorporated. This can be combinations of low masonry walls, ornamental fencing and additional landscaping.

Urban Design Theme

The campus theme presents the opportunity to deviate from the traditional forms and scale of downtown to accommodate more regional opportunities. However the campus plan integrates two critical themes that improve the overall downtown and which tie all development in the area together – gateways that extended the downtown character and a variety of quality pedestrian-scale open spaces that become the focal points for buildings and sites throughout the area.

- A 20' building setback for the campus green should be established around the perimeter of the campus. This is intended to reflect the natural or 'soft' corridor development environment. A cohesive landscape design will further provide a quality aesthetic and present a greater visual quality as one enters Leavenworth from across the Missouri River.
- Additional green space should be considered at the intersection of Metropolitan Avenue and 4th Street for installment of Leavenworth community gateways.
- The setback and campus green should be incorporated along Metropolitan Avenue, from 7th Street to the bridge; 4th Street from Metropolitan Avenue to Pawnee Street, as part of the 4th Street Arbor Way. This setback may actually be greater in width from Pawnee Street to Miami Street, depending on the Arbor Way design. On the west side of 4th Street, the campus green landscape should be extended and be integrated with the green space along the Lawson Elementary School property.



Existing retail may be aesthetically blended and coexists to support campus business and employment activities.

- 7th Street, from Metropolitan to Pawnee Street - incorporate a multi-modal (pedestrian and bicycle) path to connect residential areas with a potential community-wide trail north of Metropolitan Avenue.
- Pawnee Street, from 7th to 4th Street; Dakota Street, from 4th street to Ben Dougherty Park; Metropolitan Avenue, from 7th to 4th Street; and Cheyenne, from 4th to North Esplanade - incorporate a pedestrian and bicycle trail that links neighborhoods to Ben Dougherty Park, Esplanade Park and eventually the downtown area. In addition, a more generous landscaping along this south portion of the campus green is recommended, to enhance screening of service and functional areas of the North Gateway Business & Innovation Campus from adjacent neighborhoods.
- Masonry materials such as brick and stone should be the predominant material throughout the campus to create an enduring visual quality. Others materials that can be utilized to express innovative architectural solutions can be incorporated as accent materials.

Projects and Initiatives

- Develop a marketing campaign that emphasizes the assets of this area – regional destination and access, proximity to supporting business and institution, etc.
- Proactively pursue opportunities for the primary development of office and employment uses, including a mix of innovative industries such as technology, environmental, research and other similar enterprises (defense or non-defense related). This may include a focused effort towards defense industry contractors and vendors that have strong business relationships and contracts with Fort Leavenworth.
- Work with a developer to incorporate the Urban Form and Scale and Urban Design Theme elements into an overall development plan for the area.



Substantial building forms at Metropolitan Avenue and 4th Street is envisioned by the master plan to present a significant visual experience into Leavenworth and the character areas of Downtown.



Left: Conceptual redevelopment scenario for the North Gateway Innovation & Business Campus. (Concept for illustrative purposes).

A: ‘Signature’ Architectural Buildings

- Multi-level structures that engage the intersection to frame entrance into the 4th Street Arbor Way/Avenue of the Nations and Downtown.
- Potential hotel and conference site

B: Existing Office

- Preserve and promote on-going building and site enhancements

C: Potential ‘Super-Site’

- Potential to redesign and create more substantial parcel that engages the riverfront, views and vistas of the Missouri River.
- Potential hotel and conference site
- Reserve portions for buffering and trail connections along Dakota Street

D: Campus Buildings

- Mix of building types and uses, accommodating market demand.
- Building frontages to engage the public realm with parking internalized behind building forms.
- Retain street grid pattern and promote on-street parking to provide convenience and minimize size of internalized parking areas.
- Reserve portions for buffering and trail connections along Dakota and Pawnee Streets

E: ‘Cheyenne Square’

- Develop central green as amenity and visual icon for campus
- May be more conducive/flexible for mixed-use and ground level retailing
- Diversity of building forms may be considered, however, format should respond to the campus and urban environment (e.g. building frontages to engage the public realm with parking internalized behind building forms, preservation of street grid and on-street parking).
- Reserve portions for buffering and trail connections along Dakota, Pawnee and 7th Streets

F: Existing Retail

- ‘Blend’ with campus green landscape design and Arbor Way/Avenue of the Nations amenities
- Absorb into campus should redevelopment initiatives present themselves

G. Potential Grand Leavenworth Gateway Sites

- Reserve area for substantial gateway and landscaping features.

H. Leavenworth Visitors Welcoming and Interpretive Center

- New facility or relocation of existing structure
- Incorporate gateway artwork/outdoor gallery
- Consider community-wide trail development west of facility

I. Outdoor Gallery

- Reserve portion for development of historical/interpretive public art elements, native landscaping and other features that reinforces a defined gateway entrance into Leavenworth and Fort Leavenworth.

J. Potential Community-Wide Trail

Consider community-wide trail development that links potential Leavenworth Visitors Center with the Riverfront Campgrounds and North Gateway Campus south of Metropolitan Avenue.

K: 4th Street Arbor Way/Avenue of the Nations

- Interpretive , mobility and connectivity investments

L: Campus Green

- Preserve green space that accommodates public trail connections to and into the North Gateway Campus, amenities, views and vistas to the Missouri River

4.5 URBAN DESIGN PLATFORM

For the Downtown / North Leavenworth Redevelopment area, the concept envisions a defined hierarchy of elements to pursue and reinforce redevelopment initiatives, ensure a strong sense of connectivity throughout the area, promote amenities that support investments and quality of life, and enhance a greater sense of cohesiveness and identity for the area.

Many of these elements will be driven and initiated by the public sector. Others may be implemented through requirements fulfilled by the private sector in conjunction with redevelopment projects or through a public and private partnership.

The master plan identifies several key components to pursue, each building upon one another and creating a sound framework that supports and enhances: existing properties, potential redevelopment projects, marketability of the area, and functional and aesthetic improvements. These components include wayfinding and interpretive systems, gateways, enhanced linkages, wayfinding, parks, and trails.

Wayfinding and Interpretation

Wayfinding is a comprehensive system that provides visual clues, landmarks, and information for both visitors and residents. A sound wayfinding system can assist in moving about the environment and better informs people on how to arrive at the places they want to go. Wayfinding systems also assist in the marketing and branding of a community, district, destination, or other environments.

A cohesive wayfinding signage system should provide visual cues for downtown and the Leavenworth community. At the macro-scale, develop a more iconic logo to be implemented throughout the community and potentially, the region. Work with Kansas Department of Transportation (KDOT) and Missouri Department of Transportation (MODOT) to investigate the incorporation of a Historic Downtown Leavenworth icon on either specialized, stand-alone sign systems, or incorporated into highway informational signs along major highway corridors that connect to Leavenworth.

Within the City of Leavenworth, consider the development of district signage systems that further identify key areas of destination such as Historic Downtown, Fort Leavenworth, and others. As the signage system progresses into the Downtown / North Leavenworth Redevelopment area, more specific destinations can be further identified such as the City Hall, County Courthouse, Library, Leavenworth Welcoming and Interpretive Center (proposed by master plan), Delaware Street, Missouri Riverfront, Riverfront Community Center, Town Square (proposed by master plan), U.S. Coast Guard, Riverfront Campgrounds, C.W. Parker Carousel Museum, Historic Districts, and other area destinations.



Existing wayfinding stations should be preserved and enhanced to comprehensively tell the stories of Leavenworth.

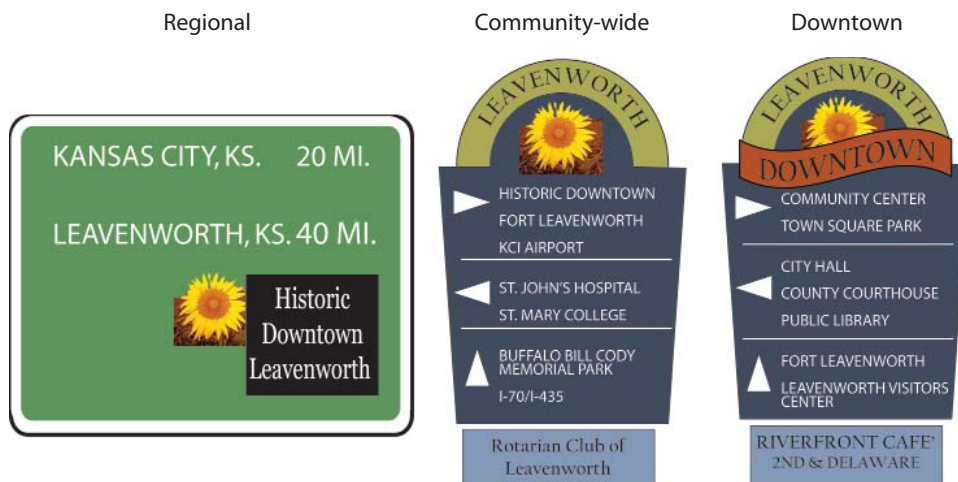
To build the wayfinding system portions of the signage system may be based in whole or part to allow for an individual business to sponsor a sign, incorporate their name and enhance their visibility and increase advertising capacity throughout the area. These additions could be designed as interchangeable components within the signage system and updated on a frequent basis.

Interpretive systems help express the understanding of and can provide the platform for enhanced awareness and knowledge of a place, event, or meaningful element. Interpretive systems can be simple or complex, utilizing visual and audio technologies and range in investment from modest to substantial.

For the Downtown / North Leavenworth Redevelopment area, a defined hierarchy of the wayfinding and interpretive systems is recommended and should be strategically implemented to promote community and area recognition. The system should provide a higher degree of convenience to destinations, and a more integrated means to celebrate the history, culture, and heritage of Leavenworth.

Interpretive elements can be substantial and significant. The master plan proposes the consideration of a Leavenworth Welcoming and Interpretive Center on the northwest intersection of Metropolitan Avenue and 4th Street. This could be a joint venture facility with Fort Leavenworth and part of the outdoor gallery along the north side of Metropolitan Avenue explored by the master plan.

Other subtle elements may include interpretive signs or plaques at street intersections along 4th Street from Choctaw to Pawnee, providing another element that could be incorporated as part of a walking tour along the 4th Street Arbor Way / Avenue of the Nations streetscape.



Left: A defined hierarchy of wayfinding systems should be considered to promote the Downtown Leavenworth experience at the regional, community and district level. (Concept for Illustrative Purposes).

Gateways

Gateways are intended to help celebrate and perceptually define special places and destinations. Gateway features provide a higher degree of identity, delineation and can embody what a community, district, neighborhood or development represents. There are several specific gateway prototypes that should be considered for the Downtown / North Leavenworth Redevelopment area.

Figure 4.3

Gateway Framework

-  Grand Leavenworth Gateway
-  Downtown Gateway
-  North Neighborhood Gateway
-  Historic North Esplanade Gateway
-  North Gateway Innovation & Business Campus Gateway



Community

A community gateway is envisioned at the intersection of Metropolitan Avenue and 4th Street. This grand Leavenworth gateway will provide an iconic visual element to the northeast entrance of the City and at the primary entrance into the Downtown / North Leavenworth Redevelopment area.

The City has already made significant investment on municipal identification. These gateways incorporate the Leavenworth name and City logo, intertwined with ornamental metal sunflowers, embodying the State of Kansas and Leavenworth's 'First City' connection. The master plan recommends this element for the northeast gateway as part of a greater iconic element.

With the anticipated opportunities provided by redevelopment of the North Gateway Innovation and Business Campus, a portion of the parcels at the intersection of Metropolitan Avenue and 4th Street should be reserved for this element.

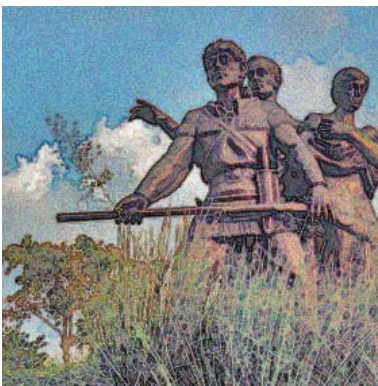


Left: Regardless if the design is predominantly vertical or horizontal; the Grand Leavenworth gateway should present a highly visual and significant impact near Metropolitan Avenue and 4th Street. (Concept for Illustrative Purposes)

Interpretive

A higher quality experience is envisioned for the northeast entrance into Leavenworth. This area provides the opportunity to further highlight the historic importance and relationship with Fort Leavenworth. The master plan envisions a strategic partnership with Fort Leavenworth, Kansas Department of Transportation, and the City of Leavenworth to create a dramatic experience along Metropolitan Avenue from the bridge to 7th Street. Elements for consideration include:

- Explore the opportunity to create a visual gallery on the north side of Metropolitan Avenue from approximately 2nd Street (City Water Works access) to the west side of 4th Street. Incorporate public art such as military and frontier themes that celebrate the mission and history of Fort Leavenworth and the 'First City' of Kansas. In addition to the aesthetic improvements and improvements to the image of the City, this may leave a lasting impression with the national and international guests of the Fort. Furthermore, this area may also consider a significant Fort Leavenworth gateway feature. Along the outdoor gallery, gentle earth-berming and native plant materials would embody the spirit and ecological environment of the frontier history and prairie gateway to the west.
- On the west side of 4th Street, the outdoor gallery is extended and incorporated into a pedestrian interpretive gateway element. This element is envisioned to include relocating the existing or development of a new Leavenworth Visitors and Interpretive Center. The center would incorporate parking, trail access, an interpretive plaza, and other amenities. A potential partnership with Fort Leavenworth would include a more extensive interpretive center focusing on the Fort's history and mission could also be part of the program. With high visibility along Metropolitan Avenue and the major northeast entrance to the City, this interactive gateway is envisioned to capture the imagination and interest of residents and visitors. Given programmatic goals and the scale of the facility, the welcoming and interpretive center could provide a significant draw to increase visitor traffic and heritage tourism spending within the area. The facility could also become part of a City-wide walking tour or as part of a regional or national auto-tour destination.



Interpretive elements can include public art that also provide iconic gateway elements.

Downtown

Downtown gateways are envisioned to enhance recognition and promote the Downtown area as a place of destination and to celebrate the traditional center of the community. The master plan envisions these as modestly-scaled elements that provide a strong visual cue into the area by both pedestrians and motorists. Downtown gateway locations include:

4th and Seneca Streets

Consider modest reconfiguration to the existing City Hall public parking lot and work with the United States Post Office to accommodate a portion of their site to incorporate the gateway elements. Dual gateway elements are intended to frame the block face, while also providing a definable point of transition between the Downtown Core and the 4th Street / Avenue of the Nations interpretive walk. The alternative approach this may include a single gateway feature on the City Hall and public parking site.

4th and 3-Mile Creek

This dual gateway element is envisioned to mirror the feature at 4th and Seneca Streets. Site options include gateway features within the 3-Mile Creek park corridor; working with existing property owners to utilize non-developed portions of their property and requiring a parcel for a gateway as part of redevelopment initiatives on those sites.



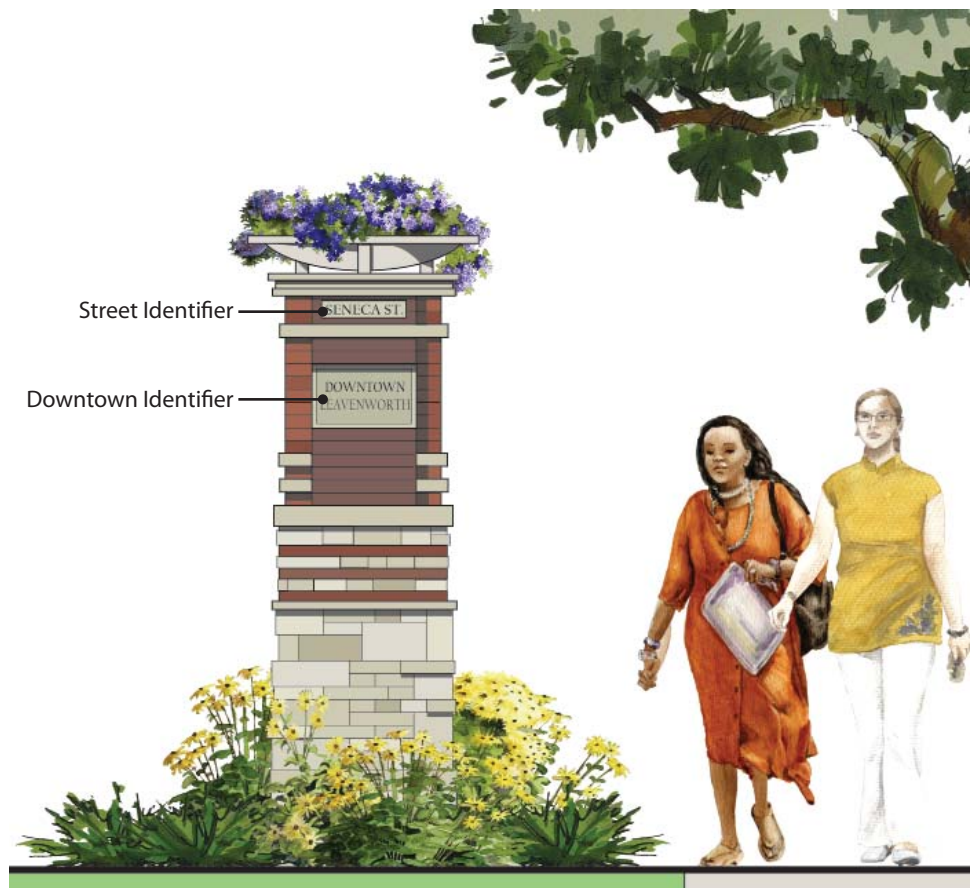
Left: A dual gateway application along 4th street within the core area is envisioned to announce entry into Leavenworth's traditional downtown core. (Concept for Illustrative Purposes)

Broadway / Cherokee / 3-Mile Creek

This gateway element is envisioned to be incorporated on the limited sized, vacant parcel on the southwest side of the intersection. A single gateway feature will announce arrival into the core area, the Creekside and East Gateway Character Areas. Given the characteristics of the candidate site, additional elements could be incorporated such as a more generous application of landscape, interpretive station or plaza, integrated with the potential 3-Mile Creek trail extension.

Shawnee and 3-Mile Creek

This gateway element should be similar to the Broadway / Cherokee / 3-Mile Creek gateway; however, it may require redevelopment activity to accommodate the gateway designs. Another option at this location is to incorporate a modified gateway element within the existing bridge or as part of a new bridge, should one be built. The City should work with existing property owners to develop the gateway on a portion of their property and design to a scale that can be incorporated in the existing public rights-of-way.



Right: In areas that may be limited by availability of land, a single gateway element can be incorporated and help define the Downtown. (Concept for Illustrative Purposes)

Neighborhood

Neighborhood gateway elements are envisioned throughout the North Downtown Neighborhood to reinforce the sense of place and define transitions from a highly diversified mix of uses in Downtown to a more residential environment. Neighborhood gateway locations can vary, given redevelopment activity within the character area and should respond to design and residential development initiatives. These gateways are envisioned to be primarily a private sector investment; however, this may be accomplished through a variety of means.

In a scenario where wholesale residential redevelopment occurs through a master developer, requirements to construct neighborhood gateways should be part of development agreements, distribution of incentives, and addressed in the review and approval procedures.

In the scenario of multiple developers who may redevelop in a more piecemeal manner, consider a payment-in-lieu that would be pooled in a fund, administered by the City. At the time those funds reach a critical mass to incorporate one or more gateway elements, implementation should begin. Before a payment-in-lieu begins, a prioritization of gateway locations for implementation should be identified. This prioritization should consider where critical massing of redevelopment is anticipated to occur and the importance of neighborhood delineation like 4th, Miami, and Dakota Streets.

In the scenario that extensive renovation of existing structures occur (through home owners or speculative investment), neighborhood gateway implementation may be in the form of a more grass-roots approach, with neighborhood organizations pursuing funding for implementation. However, the design and location of the gateways should relate to the overall program.



Left: Neighborhood gateways can be developed at a variety of scales. The primary objective is to promote a sense of 'ownership,' neighborhood boundaries and an enhanced elegance that creates pride and marketability. (Concept for Illustrative Purposes)

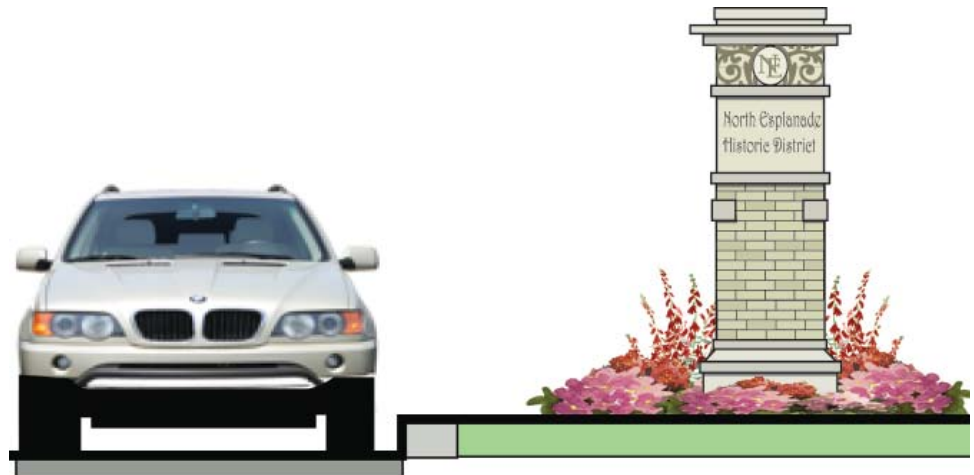
Neighborhood – North Esplanade

Preservation is the primary objective for the North Esplanade Historic District within the North Downtown Neighborhood. Gateways would be incorporated in this neighborhood by development of modest, low speed roundabouts along North Esplanade at Seneca and Kickapoo Streets. These roundabouts would incorporate a North Esplanade Historic District gateway element. Note that the historic district terminates one block south of Kickapoo Street (Ottawa Street), but the master plan envisions the roundabout as an additional icon element and traffic calming measure for Ben Dougherty Park. An alternative to this approach would be historic gateway features in the public rights-of-way, such as along North Esplanade Park at Seneca and Ottawa Streets.

Campus

Gateway elements are incorporated in the North Gateway Innovation and Business Campus at all primary entrances to the campus. Gateway features are integrated within the campus green with enriched landscaping and funded by the developer.

Right: A distinctive neighborhood gateway for the North Esplanade Historic District is an additional amenity that further ‘celebrates’ the remaining historical ‘gems’ along the Missouri River and the Downtown core. (Concept for Illustrative Purposes)



Enhanced Linkages

Functional and aesthetic enhancement of linkages, whether vehicular, pedestrian, or bicycle, is a critical component in creating a high degree of connect- edness for the Downtown / North Leavenworth Redevelopment area. Beyond providing defined and safe movement, the character of these mobility corridors should be a significant component in furthering the desired image of an area and the community as a whole.

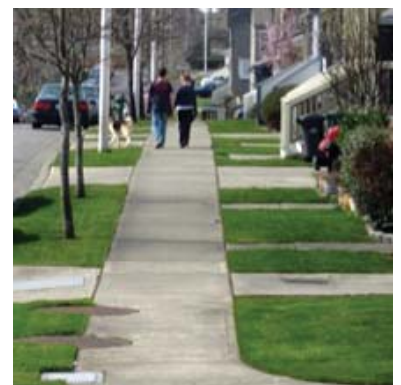
4th Street Arbor Way / Avenue of the Nations

4th Street is a significant north-south roadway within the Downtown / North Leavenworth Redevelopment area. It provides a strong link from Fort Leavenworth to the north, through downtown, through the south Leavenworth community, through the City of Lansing, to Interstate 70 and the Kansas City Metropolitan Area. Fourth Street (State Highway 7) is a vital economic and access corridor for the City of Leavenworth. However, for downtown 4th street is envisioned to evolve to much more than a means to get from one point to another. The master plan envisions not only functional improvements, but an aesthetic upgrade that provides a catalyst for redevelopment activity and furthers the historic, cultural, and heritage story telling of Leavenworth.

Building upon established setbacks on the east side of 4th Street from Pottawatomie Street to Metropolitan Avenue, a linear green space should be enhanced to create a grand visual and functional link between the Downtown Core and the North Gateway Innovation and Business Campus. As redevelopment activities occur, this arbor way should be extended south to Seneca Street.

The Arbor Way is envisioned as a double row street tree colonnade, with generous sidewalks and a bicycle trail. During residential redevelopment efforts in the North Downtown Neighborhood, additional width for the arbor way may be considered to ensure the visual and functional impact of this element. The sidewalk and trail may be a multi-use path with a striped bike lane.

Another component of the arbor way is the development of a thematic streetscape. The streetscape should consist of a variety of elements such as interpretive signage systems that tell the story of the Leavenworth's rich history, interpretive stations that have a more comprehensive educational element, and customized street signs that further celebrate this theme should be a part of the design.

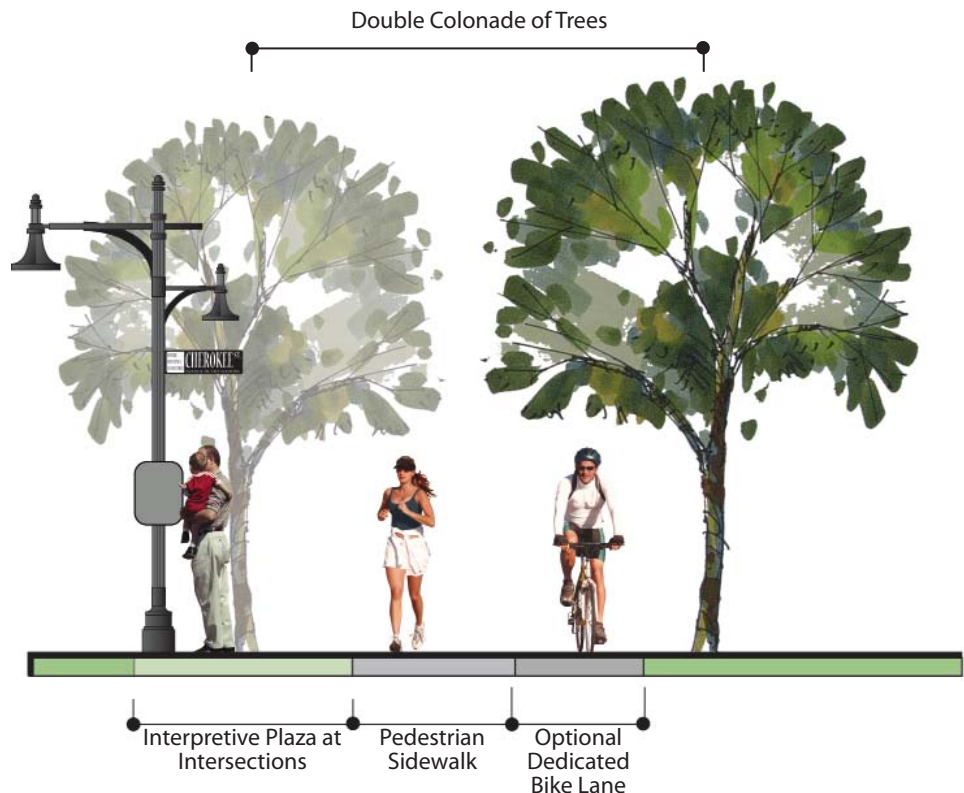


Enhancements along 4th Street will provide enhanced mobility, connectivity between Downtown, the Lawson Elementary school, Fort Leavenworth and as a catalyst for neighborhood redevelopment.

The Avenue of the Nations component of the Arbor Way responds to the east-west street system of Downtown Leavenworth. From 3-Mile Creek to Metropolitan Avenue, these street names identify Native American Tribes and cultural nomenclatures. This interpretive theme does not necessarily have to be exclusively Native American, but ‘weaved’ into the frontier, military, westward settlement, and other cultural and historical stories of Leavenworth. Each intersection could incorporate a sign or plaque that provides educational information for that particular Native-American nation that the street is named for, historical information on the Leavenworth community, the Buffalo Solider story, the Oregon, Santa Fe and California Trails, Railroads, the era of steamboats, the Harvey Girls, notable visitors, ground-breaking entrepreneurs of Leavenworth, Fort Leavenworth history, and other appropriate historical, cultural, and heritage events and information.

In more constrained locations along 4th Street, such as between Choctaw and Seneca Streets, the interpretive element may be a façade-mounted plaque with additional information on particular buildings.

Along with sound redevelopment initiatives, the Avenue of the Nations would further add to the sense of connectivity north and south, provide another amenity for downtown exploration and walking tours, and create a unique educational experience for residents and visitors to the Leavenworth community.



Right: Conceptual section for the 4th Street Arbor Way/Avenue of the Nations. (Concept for Illustrative Purposes).

Metropolitan Avenue

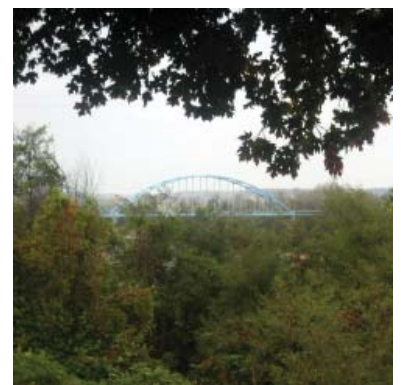
The master plan envisions improvements along Metropolitan Avenue, from the bridge to 7th Street. The concept is to reinforce the importance of the existing assets such as Fort Leavenworth and the redevelopment opportunities envisioned by the North Gateway Innovation and Business Campus.

The key focus of the segment North of Metropolitan Avenue is to provide a more natural and campus-like environment. Working with Fort Leavenworth and the Kansas Department of Transportation, the north portion of Metropolitan Avenue should be reserved as a green corridor; including native plant materials and enhanced landscaping that accentuate key design elements. The exception to this would include the gallery and the Leavenworth Welcoming and Interpretive Center. In addition, a community trail could be incorporated along the corridor and provide enhanced connections to the Fort, the Downtown / North Leavenworth Redevelopment area, and the western Leavenworth community.

For the south side of Metropolitan Avenue, the master plan envisions a continuation of this design philosophy, but in a different application. For the North Gateway Innovation and Business Campus, a 30' minimum setback along Metropolitan Avenue should be required. Within the setback, a more manicured environment should be pursued including enriched landscaping, a community trail, and campus gateway elements. In addition, a substantial portion on either side of 4th Street and Metropolitan should be reserved for the grand Leavenworth gateway element. However, streetscape amenities such as lighting, banners, benches, and trash receptacles should be subtle so as not to compete with the elements envisioned along the corridor.

Metropolitan Avenue Bridge

Another option is the potential to provide ornamental illumination of the bridge. This could provide yet another dramatic landmark in the evening and further celebrate the entrance to Leavenworth and Fort Leavenworth. Ambient lighting can be subtle through fiber optic systems, architectural fixtures or other applications that create animation and highlight the key design elements of the bridge. Feasibility will require a dialogue with the affected jurisdictions such as the Kansas Department of Transportation, the Coast Guard, Fort Leavenworth, the Federal Aviation Administration (FAA), and other appropriate agencies and departments. Should the concept be pursued, a detailed optics and engineering study will need to be considered so that improvements are designed in a manner so as not to interfere with river navigation standards, aviation requirements and vehicular traffic considerations.



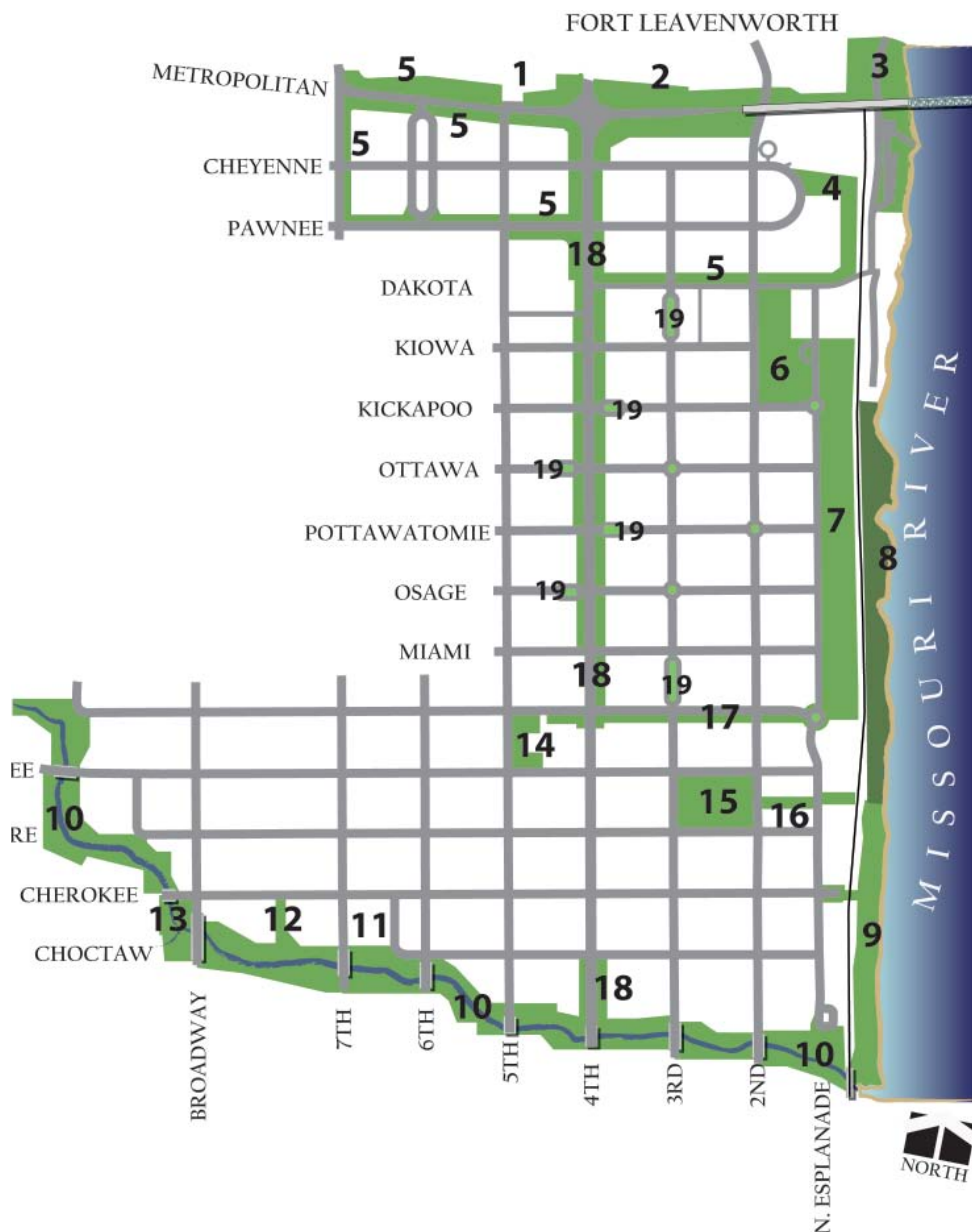
The Metropolitan Avenue Bridge provides an iconic visual element along the riverfront and Leavenworth's northeast entrance.

Figure 4.4
Parks and Open Space Framework

- 1: Potential Leavenworth Visitors and Interpretive Center
- 2: Metropolitan Avenue Green with Interpretive Art Work
- 3: Riverfront Camp Grounds
- 4: North Gateway Innovation & Business Campus Open Space/Trail Corridor/River Overlook
- 5: North Gateway Innovation & Business Campus Green/Trail Corridor
- 6: Ben Dougherty Park
- 7: North Esplanade Park
- 8: Riverfront Conservation
- 9: Leavenworth Landing
- 10: 3-Mile Creek Corridor
- 11: Haymarket Square
- 12: Cherokee Mid-Block/3-Mile Creek Green (in conjunction with redevelopment)
- 13: Downtown Gateway/ Interpretive Plaza and Green
- 14: City Hall Lawn
- 15: Town Square Park
- 16: Town Square Park/Riverfront Community Center Link
- 17: Seneca Street Green/ Connector (4th Street Arbor Way to North Esplanade Park)
- 18: 4th Street Arbor Way (with Avenue of the Nations interpretive walk)
- 19: Neighborhood gateway greens

Parks and Open Space

Parks and open space provide opportunities for active and passive recreational experiences, formal and informal community gatherings and events, educational and interpretive opportunities. Those opportunities and other amenities can assist as part of an overall redevelopment catalyst. Depending on scale, configuration, and intended function, these areas can be destinations, corridors for pedestrian and bicycle linkages, provide areas for fitness and health, integrated as part of an overall urban design strategy that enhances the image of a community, district, neighborhood and development, and provide a softer element within the hardscape of an urban environment.



Trails

Trails are an essential part of a comprehensive mobility framework. Trails can provide recreational, educational, health and fitness benefits. For the Downtown/North Leavenworth redevelopment Area, trails are intended to bring about a greater sense of connection with parks, open spaces, neighborhoods and destinations. The master plan advocates the preservation and enhancement of established trails; expansion of the network that not only links the character areas of the Downtown/North Leavenworth Redevelopment Area, but the community as a whole.



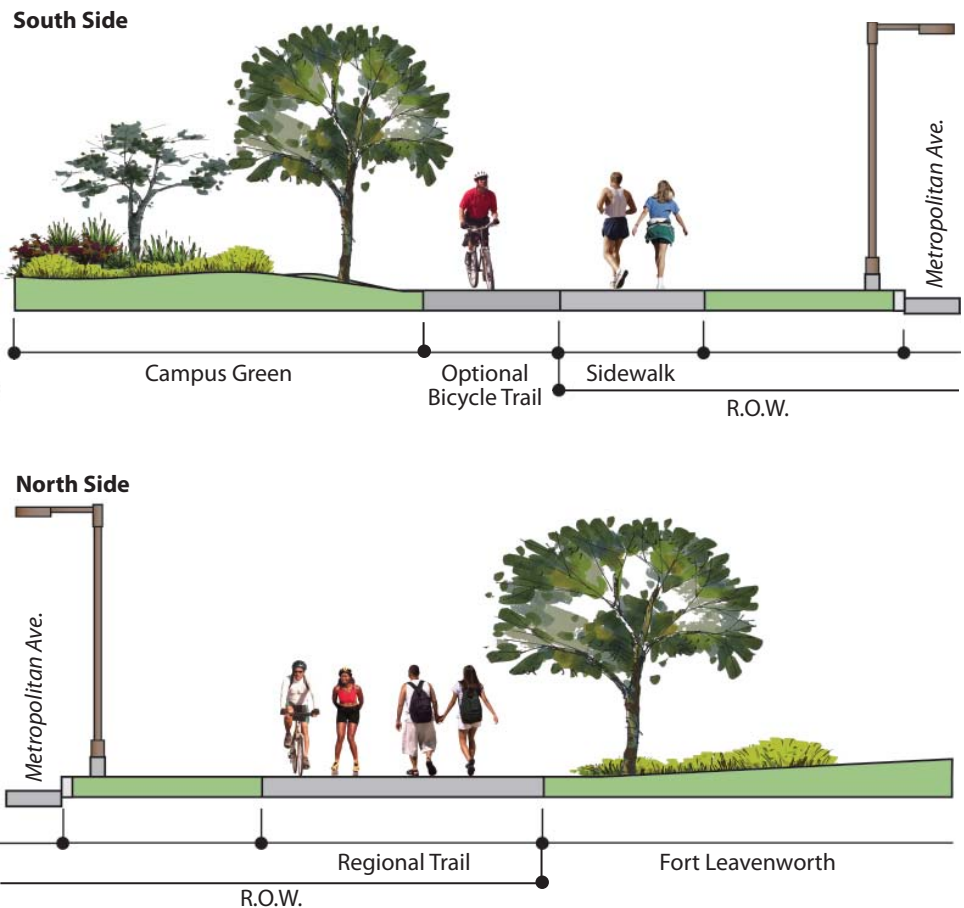
Figure 4.5
Trails Gateway Framework

- 1** Potential Community-Wide / Regional Trail Connector
Interpretive Art Area
- 2** Avenue of the Nations Interpretive Walk
Interpretive Sign / Plaza Area
- 3** Potential Above-Grade Connector: Leavenworth Landing Park to Riverfront Community Center
Potential Sky-Bridge or Observation Tower
- 4** 3-Mile Creek Trail
Potential Interpretive Plaza with Downtown Gateway
- 5** North Esplanade Park / Riverfront Trail
- 6** Leavenworth Landing Park / Riverfront Trail
- 7** North Gateway Campus Trail Link
- 8** Neighborhood & Downtown Connectors
- 9** Town Square Park / Riverfront Community Center Link
- T** Candidate Trail Head Location
- A: City Hall
- B: North Esplanade Park
- C: Riverfront Community Center
- D: Leavenworth Landing
- E: Haymarket Square
- F: Ben Dougherty Park
- G: Lawson Elementary

Metropolitan Avenue Green

The primary intent is to create a highly recognizable and iconic environment for the northeast entrance to Leavenworth. This is done by creating a green corridor from the bridge to 7th Street that incorporates gateways, interpretive elements, and trail access. The development of the Metropolitan Avenue Green is likely to evolve from a public and private partnership through working with Fort Leavenworth, Kansas Department of Transportation, and redevelopment requirements of the North Gateway Innovation and Business Campus. Shared costs and maintenance agreements will need to be pursued to ensure cohesive implementation.

Pursue a multi-use trail (pedestrian and bicycle) on the north side of Metropolitan Avenue that provides connections from 7th Street (and potentially expanded west as part of a community or regional trail system) to 2nd Street, connecting with a trail under the Metropolitan Avenue Bridge. Considerations should be given for extensions eastward to the riverfront, campgrounds, and potentially over the bridge, should the opportunity present itself. In addition, the City should work with Fort Leavenworth to determine if a trail connection to the Fort is desired.



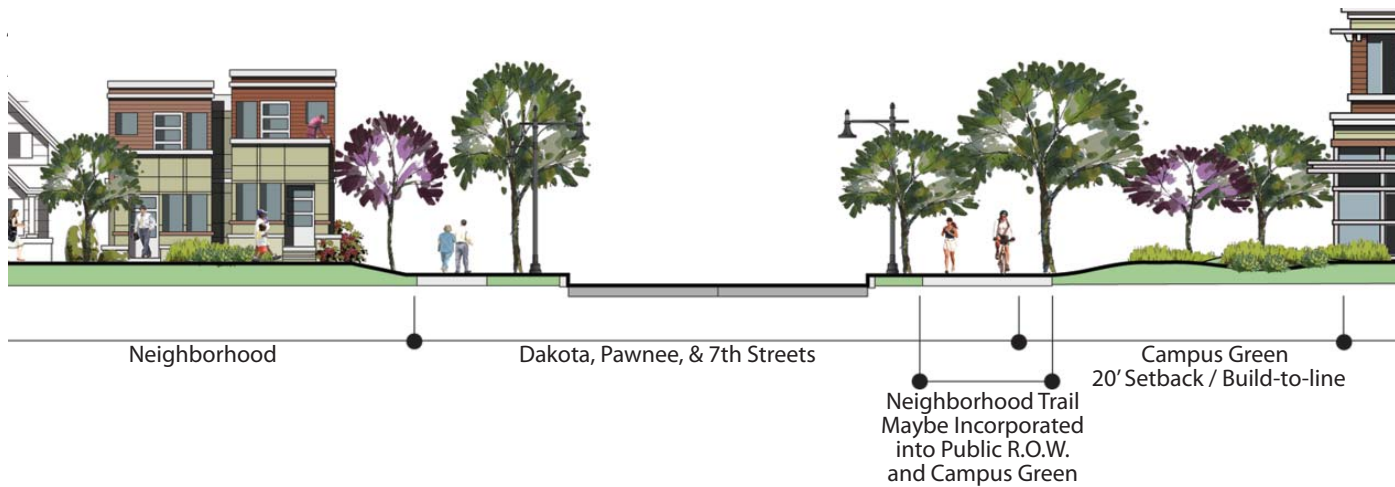
Right: Conceptual sections for the Metropolitan Avenue Green. (Concept for Illustrative Purposes).

North Gateway Innovation and Business Campus Green

The North Gateway Innovation and Business Campus Green is intended to extend from the Metropolitan Avenue Green to the north. The campus will provide additional buffering and transition for adjacent neighborhoods and neighborhood accessibility along 7th, 4th, and Pawnee Streets, and further the concept of a premier economic anchor and activity in a campus-like setting. In addition, the campus redevelopment plan recommends open space integrated internally within the redevelopment project to further the quality and elegance of the envisioned environment.

The City should ensure that a trail corridor is preserved for the campus east of 4th street and provides a defined, public link to Ben Dougherty and North Esplanade Parks. This includes a continued expansion of the perimeter campus green along Dakota Street, linking the 4th Street Arbor Way / Avenue of the Nations, the elementary school, Ben Dougherty Park, North Esplanade Park, and across the railroad to the riverfront campground. An internal campus trail may also be considered.

Ensuring requirements as recommended by this plan for setbacks and build-to-lines for the campus provide the desired green space and trail development along the perimeter of the campus for redevelopment projects. In addition, the City should work with the community and adjacent neighborhoods to determine if trail extensions westward are desirable along Dakota Street and Metropolitan Avenue.



Above: The Campus Green will provide buffering to adjacent neighborhoods as well as neighborhood trail corridors that reinforce the campus-like environment. (Concept for Illustrative Purposes).

Society, educational institutions, and others to develop the details of the design should be initiated. In addition, the City should ensure that the rights-of-way along the proposed Arbor Way remain intact and could be expanded as redevelopment activities come to fruition.

Seneca Street (4th to North Esplanade Park)

As redevelopment initiatives occur along Seneca Street, ensure multi-use trail extensions on the south side of Seneca Street that link the 4th Street Arbor Way to North Esplanade Park. Additional extensions southward to the town square park and the riverside Community Center should also be considered.

North Esplanade Park

Preserve and enhance the existing assets and ensure views and vistas of the Missouri River remain intact. Consider upgrades of amenities such as playground equipment, benches and other existing amenities when needed.

Town Square Park

Redevelop as a year-round community destination and catalysts project. Internal park trails should connect public sidewalks and internal park amenities.

Town Square Park Green Link

Riverfront / Leavenworth Landing

Preserve and enhance the existing assets and ensure views and vistas of the Missouri River remain intact. Consider upgrades of amenities when needed. Should the observation tower and bridge associated with the hotel and conferencing center come to fruition, make appropriate connections where needed.

3-Mile Creek

Consider trail extension westward along 3-Mile Creek.

Trailheads

Provide key locations for trailhead facilities that patrons may drive, park a vehicle, and access a particular point of the trail system. Trailheads may provide a variety of elements such as interpretive and dedicated off-street parking, emergency / public safety phone, restrooms, wayfinding kiosks, open air shelters, and seasonal vendor structures.

Trailheads are envisioned to be located at destinations points and areas that reinforce development and areas of interest.

- 3-Mile Creek / Riverfront Park access (Esplanade and Cherokee)
- Haymarket Square
- Riverfront Campgrounds
- Ben Dougherty Park



Preserving the integrity of the traditional urban grid street network is advocated by the master plan.

Street-Level Design

The image and character of a place is impacted by the public and private realm as well as how they are integrated, perceived, and function in terms of their relationship to the street. These perceptions and experiences are formed by the visual qualities as one travels through the area.

Welcoming and usable environments are formed through interactive outdoor spaces, comfortable pedestrian ways, building facades and storefronts that provide a comfortable scale to the pedestrian, amenities that visually and functionally make the environment a more enhanced experience, promote visibility and access to businesses and destinations, and facilitates parking and circulation that promotes safety and comfort.

Circulation

As a traditional urban core environment, the master plan advocates preservation and enhancement of the existing street grid pattern to further promote the downtown character, a sense of connectivity, and ensure a complete sense of access to, through, and within the area. Potential modifications to this practice could be considered for the North Gateway Innovation and Business Campus; however, deviations from the grid street patterns should be limited.

It appears that Delaware Street will remain a one-way street. For the remaining portion of the Downtown / North Leavenworth Redevelopment area, preservation of the two-way street network should be retained for a continued functional sense of access and convenience throughout the area. Deviations from this philosophy should be highly scrutinized and only considered for the health, safety and welfare of residents and patrons of the area as new redevelopment projects occur.



Continued streetscape improvements should be part of the City's long-term commitment to and partnership with the private sector in Downtown.

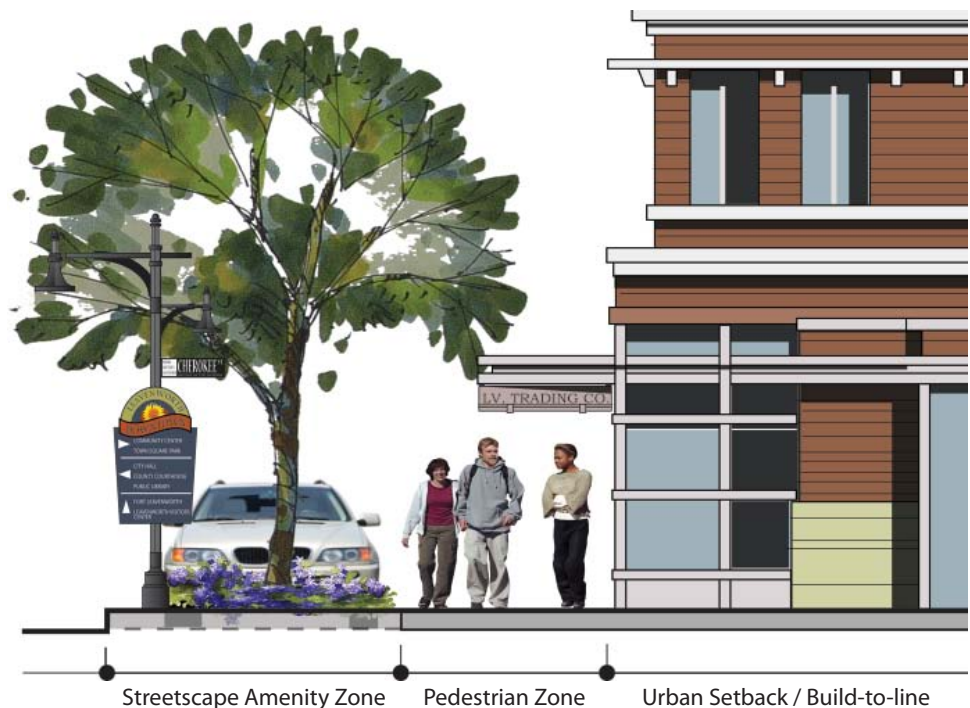
Streetscape

For Downtown Leavenworth, including the Downtown Core, Town Square, Creekside, and West Gateway character areas, the master plan recommends continued investments in the public realm through streetscape improvements. Extend the Delaware Streetscape prototype project throughout the Downtown Core. Slight modifications may be considered such as additional landscaping and tree wells, public art, curb extensions at intersections for traffic calming measures, decreased width pedestrians traverse across the street, and additional landscape and amenities.

In addition, subtle details among the character areas may be incorporated to further celebrate the uniqueness of each area. This may be accomplished through slight variations of material changes, specialized area banners or artwork affixed to light standards, variations in seasonal plantings, and other creative solutions that add animation and appeal to the public experience. Ultimately, the details and creativity in schematic design of a particular block and character area will provide the venue to investigate a wide-range of innovative and cost-effective solutions.

For the North Downtown Neighborhood, the street environment should pursue a complete street framework. Sidewalks should be incorporated, adequate street lighting and in some instances, pedestrian lighting can add to a sense of quality and quaintness to the neighborhood. Street trees within the public rights-of-ways should be installed for all redevelopment initiatives in order to create a more enriched environment and further define the public and private realms.

Right: Streetscape improvements should include wide sidewalks, street and pedestrian lighting, street trees, and wayfinding signage and banners. (Concept for Illustrative Purposes)



For the North Gateway Innovation and Business Campus, addressing design on the perimeter will be the priority and to ensure the appropriate applications within the public realm and the vision described in this master plan. Within the campus, the master plan advocates that streets, parking lots, and service areas be adequately landscaped, illuminated and further the concept of a dynamic campus environment.

Parking

Parking within the Downtown / North Leavenworth Redevelopment area needs to not only accommodate the existing framework but also support future growth and redevelopment initiatives.

A more identifiable district parking strategy should be considered as redevelopment activity increases. The strategy should consider a shared approach that encourages office, retail and public uses to utilize the public rights-of-way (on-street parking) and consolidated district lots (off-street surface or mixed-use parking structures). Private off-street parking lots and stalls should be facilitated in areas behind the building forms, screened from the public street face and generally accessed by mid-block alleyways.

Maximize on-street parking on all streets. The preferred method is angled parking; however, use of parallel parking where rights-of-way are constrained should also be considered. In some instances, a mid-block pedestrian access arcade may be incorporated to allow parking patrons to access storefronts from the parking lot to the street face. These areas should be clearly defined through signage, landscaping, maintenance, and illumination in the evening.

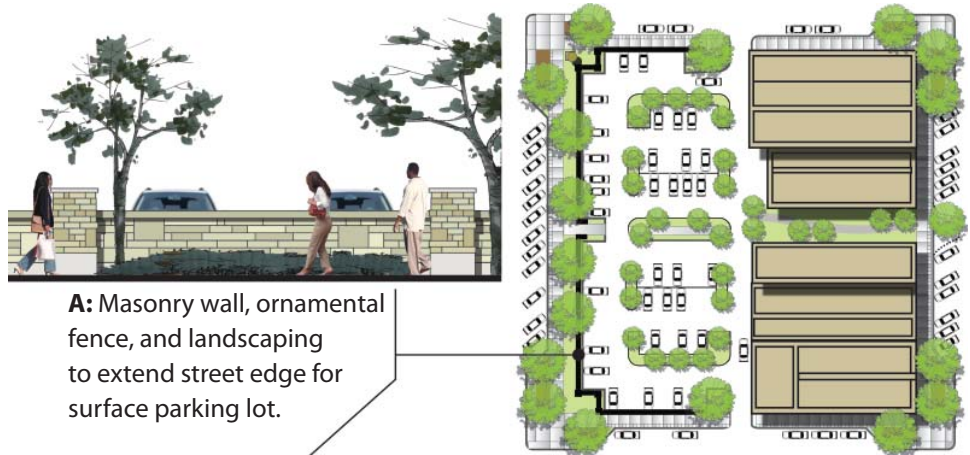
Public and district parking areas should be encapsulated by building forms at street intersections or significant green space with public art. For district surface parking lots that engage street frontage, additional screening elements, such as low masonry walls, ornamental fencing, and landscaping, or combinations thereof, should be required. Internally, parking lots should address vehicular and pedestrian flow and include adequate landscaping to soften the environment within the parking area.



On-street parking should continue to be part of redevelopment initiatives within the Downtown / North Leavenworth Redevelopment Area.

For parking structures that engage the public street, a mixed-use structure is preferred. This infers that all or a predominant portion of the façade along the public realm has usable space. At a minimum, this should include retail shops at the ground level. For facades in the portions of the structure dedicated to parking, the design should visually blend and be integrated as part of the architectural thematic rather than simply stacking parking ramps on top of storefronts.

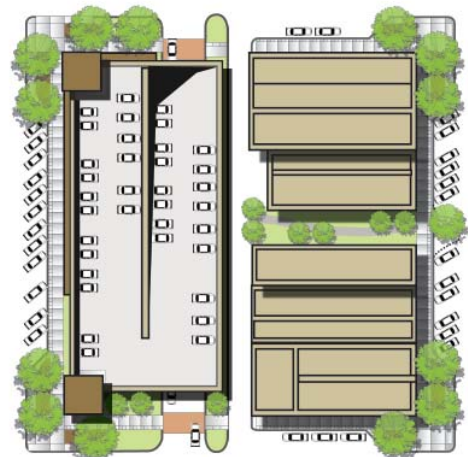
Ultimately, the façade treatment should visually blend in terms of context with buildings along the block face. Ingress and egress locations should be located to minimize conflicts or impacts on vehicular and pedestrian traffic flow. If feasible, vehicular access should be at alleyway locations rather than along the primary block face. Pedestrian access to upper level parking area; however, should accommodate access to the primary block face and storefronts.



A: Masonry wall, ornamental fence, and landscaping to extend street edge for surface parking lot.



B: Anchor intersections with redevelopment along with mid-block screening element.



C: Full redevelopment with Mixed-use parking structure (half or full block).

Right: Alternative parking lot development scenarios.



IMPLEMENTATION FRAMEWORK

SECTION 05

SECTION 05 IMPLEMENTATION FRAMEWORK

The Implementation Framework provides a resource to initiate dialogue; foster partnerships; pursue funding opportunities; and proactively pursue redevelopment opportunities and design initiatives outlined by the concept plan. The Downtown/North Leavenworth Redevelopment Master Plan identifies significant new opportunities for the area.

Implementation of the plan must allow flexibility in order to be market responsive, yet provide strategic guidance to both public and private investment decisions that build towards a greater future.

For these opportunities to be accomplished, times frames, responsibilities and potential funding sources will vary. Some actions are anticipated to occur earlier than others through a strategic and incremental approach. Others include large-scale efforts which may require a longer horizon or are more difficult to pinpoint timing. Still others may present themselves in the future as unanticipated opportunities that further the overall vision of the plan. This requires a comprehensive and coordinated approach to implementation where all public and private actions build upon one another, and in some instances are joined in a collaborative effort.

The implementation section outlines some of the critical steps that will assist in the decision-making process to achieve the vision of the concept plan. Implementation can be a complex, dynamic and intricate process that requires committed efforts from a different of perspectives and leadership. In some instances, those short-term actions establish a framework that do not result in immediate results but culminate into 'victories' in the future. This plan is a mechanism to help keep the end result in focus for a variety of decision makers.



The Leavenworth community leadership will need to consider and be open to a variety of policy, program, organizational and financial tools and resources – both conventional and unconventional. The following are some key principles for the overall implementation of this plan:

Prepare for flexibility and position to adjust in ever-changing market conditions.

Redevelopment of the Downtown/North Leavenworth Area is a long-term proposition. Implementation will require on-going monitoring, evaluation and adjustment within the context of market dynamics yet maintain the overall vision of the master plan. Ultimately, the master plan should ‘bend’ but not ‘break’ and emphasize Leavenworth as a place that is development ‘friendly’ for quality initiatives that further the aspirations in the master plan.

Demand quality and sustainability.

Redevelopment initiatives and investments, regardless if they are public or private, should be held to the highest possible standards, but not prohibited by unreasonably costly requirements. Buildings and aesthetic improvements should be designed and constructed to be enduring and adaptable over time. Downtown is the heart of the community and investments should be viewed to last a lifetime or longer rather than just filling a market-opportunity need. Ultimately, decisions of current leadership should pass a legacy to the next; continuing sound, quality-oriented investments that can be built-upon from one generation to the next.

Prepare to say ‘no thank you.’

Determinations will eventually need to be made in a manner that not only takes into account the existing context, but the desired future. Ensure the proper processes, expertise and leadership perspective is involved when considering redevelopment initiatives to ensure they further the bigger picture goals. Provide the appropriate resources and tools to all levels of decision making. Although a ‘no’ decision may be painful in the near-term, it may be the right thing to do for long-term stability and sustainability. Ultimately, decisions and investments should build upon one-other in a complementary manner rather than competing and ‘cannibalizing’ each other.



Critical Action: Development Policy

A coordinated development policy is essential to promote coordinated comprehensive development – particularly for a visionary plan such as the Downtown / North Leavenworth Redevelopment Master Plan. This means that official plans and programs, development regulations, and city-funded improvements and programs all must be working towards a common end. When this occurs, the private sector is better prepared to respond to the City’s plans. Key development policy actions include:

Adoption / Endorsement

Adoption and/or formal endorsement of the Downtown/North Leavenworth Redevelopment Master Plan by the City Commission is a first essential step. The master plan should become one of the criteria to assess public and private initiatives within the area in concert with other adopted plans and policies. The land use and urban design concepts in this plan should control as more specific guidance than that which may exist in the City’s comprehensive plan for this area.

Zoning

Staff should internally assess and verify, or make recommended changes to the zoning ordinance that accommodate the strategies of the master plan, including development standards and review processes. In many instances these regulatory mechanisms are adequate; in other cases changes may need to be made to promote development and/or considered when a tangible redevelopment proposal presents itself. At a minimum, consider modifications to the zoning ordinance for the Downtown/North Leavenworth Redevelopment Area to ensure a more direct relationship with the master plan. Additionally, staff should internally review the development approval process. The master plan does not infer the process is inadequate, but rather should undergo a review and discussion to ensure that processes can adequately and seamlessly address the anticipated goals of the master plan. This review and discussion should occur between those that are responsible for the plan’s execution. Will staff require additional resources and coordination strategies? Can the process be streamlined or ‘downsized’ as part of an incentive package for redevelopment initiatives?



Capital Improvement Program (CIP)

Staff should internally evaluate strategies in the Capital Improvement Program (CIP) to determine appropriate resources and time frames are enacted to coincide with anticipated proactive marketing efforts. A short list of priorities should be developed for public improvements in downtown so that private sector investments have some measure of assurance of public realm investments within the Downtown/North Leavenworth Redevelopment Area. Some priorities could be expedited in conjunction with private sector investments. The following list represents only a few projects that could potentially be funded from the City's CIP and utilized as part of, or in whole, as a public partnership for redevelopment initiatives.

- Contributing to trail and landscape development in conjunction with private-sector investment throughout the North Gateway Innovation & Business Campus.
- Development of the 4th Street Arbor Way and Avenue of the Nations amenities in conjunction with substantial residential redevelopment in the North Downtown Neighborhood.
- Infrastructure upgrades such as street trees, sidewalks and lighting in the North Downtown Neighborhood for substantial redevelopment projects.
- Infrastructure and roadway design enhancements along North Esplanade (between Seneca and Shawnee Streets) in conjunction with potential hotel, conference or mixed-use redevelopment within the Town Square.
- Gateway elements as projects reach a critical mass within a character area or series of blocks.
- Public parking aesthetic and functional enhancements as part of redevelopment activities on city-owned surface parking lots.



Critical Action: Organization

A strategic approach to organization should be considered that pursues proactive redevelopment activities. Given the diversity of potential public, private and public/private partnership potential in this plan, utilizing the vast array of expertise, experience and leadership by committed stakeholders will provide asset to City leadership and staff.

Consider formalizing the ‘ambassadors’ of the plan. This could include continuation of the existing Downtown/ North Leavenworth Redevelopment Plan Advisory Committee that represents a diverse range of perspectives from the public and private sectors. The goal is to establish a nucleus of leadership that will be highly active in promoting the concept plan.

The intent for this group is not to engage in the day-to-day details of planning and development, but rather to provide a defined and committed resource for city staff and other community development entities to discuss strategies and opportunities for furthering the plan through proactive efforts.

Other options to serve this function could involve volunteers or formalized through such actions as a mayoral appointment, similar to a Special Business District Board or other business/community entity.

This advocacy group is also not intended to replace departmental staff responsibilities or other downtown organizations, but to provide a focused group that fills a need for additional perspectives, ideas and information exchange; facilitate additional contacts and introductions among potential investors, community leaders and staff; and ensure a core group with a high degree of ‘ownership’ towards implementation of this plan.



Critical Action: Marketing

Proactive marketing will be a critical component to the overall success of the Downtown/North Leavenworth Redevelopment Area. Community development can be competitive; each municipality vying for resources at the state and federal level; promoting the advantages of specific site characteristics and amenities; enticements through leveraged incentives; and expressing quality of life and other location-related characteristics as a competitive force.

Web-Site

A distinctive link and page within the City's website may incorporate descriptive and illustrative products from the master plan and provide on-going, current information on activities and initiatives. Other elements to consider include a special link to economic development and other community-building resources and agencies.

Action-Oriented Marketing Products

This next generation of product may be as simple as concise, colorful brochures (hard copy and electronic) that promote a specific high impact catalyst site(s), such as the three produced during this planning effort. The marketing material should be universal: able to be utilized by community development staff, chamber of commerce representatives, community leaders and elected officials to proactively engage potential developers and investors. In some instances, significant conferences and other venues provide the opportunity for networking and engaging the development community locally, regionally or nationally. These products can easily be packaged and strategically distributed at such venues by representatives of Leavenworth. In other situations, the products can be incorporated as part of a Request for Qualifications (RFQ) or Proposal (RFP) and solicited to the development community. Regardless of the utilization, the action-oriented products should eventually communicate the desired intent of the development; tell the 'story' on the advantages and opportunities of the development vision and location; provide the framework of policy and regulatory considerations; outline potential incentives (if any); and communicate the benefits of the Downtown/North Leavenworth environment and the community of Leavenworth. Three prototypes action-oriented marketing product prototypes are presented in Critical Action: Catalyst Project Areas.



Critical Action: Catalyst Project Areas

Catalysts Project Areas are character areas that may be considered as priority impact projects. The impact projects have the potential to significantly contribute to the overall success of the area and create development ‘velocity’ within the community. Although market dynamics will generally drive private sector time tables, the following Catalyst Project Areas are outlined and intended to help guide discussion among stakeholders, city leaders and staff.

This pursuit of Catalyst Project Areas will be critical in terms of creating momentum throughout the area, prioritizing marketing and business development efforts and furthering the community vision of Leavenworth. It is important to note that these Catalyst Project Areas need to be continually assessed and balanced with the overall opportunities as they present themselves. In addition, Catalyst Project Areas should be addressed from an opportunistic approach; they all represent significant potential and a sequential order of their development is not inferred. For the Downtown/North Leavenworth Redevelopment

Area, the three high priority/impact projects considered for immediate pursuit are:

- North Gateway Innovation and Business Campus;
- North Downtown Neighborhood; and
- The Town Square.



Critical Action: Prepared Strategies for Public-Private Partnerships

The current global economic and financial crisis has generated challenges at all levels of economic policy decisions. Local governments in particular face an urgent need to act strategically on many different fronts. As a result, economic development at the local level has dropped significantly, thus increasing the importance of governmental intervention and a reliance on public-private partnerships.

A partnership is a process, not a product. Successful navigation through the process results in net benefits for all parties. The public sector can leverage and maximize public assets and increase control over the development process to create a vibrant built environment. Private sector entities can receive more support throughout the development process and have more certainty about approvals, timing, and acceptable and profitable outcomes.

For public-private partnerships (PPPs) to be successful, six elements must be in place. First, the political and statutory environment must be supportive of the PPP. Elected leaders and public sector staff must be wholly committed to the project, and the governmental body's statutes, ordinances, and regulations must permit and encourage the components of the PPP. Second, the public sector partner must remain committed and deeply involved in the project throughout.

The public sector partner should not just initiate the project and then fail to follow-up with or monitor the private sector partner. Third, a detailed contract should be drafted at the outset, clearly stating the expectations each partner has of the other, including tasks, timelines, and financial considerations. Fourth, an income stream to ensure that the private sector partner receives a return on its investment must be present. Fifth, there must be support from other stakeholders in the community. Finally, public sector entities should pick partners carefully. Much more should go into selecting a partner than who submits the lowest bid or will return the most revenue to the private sector; specific experience and qualifications to perform the work in question are just as, if not more, important.



The analysis and recommendations contained in the following passages were derived from several months of in-depth research and analysis which utilized a variety of methodologies and analysis to support its conclusions. Case studies were used to demonstrate successful projects that are analogous to the catalyst projects identified by the master plan (North Gateway Innovation & Business Campus, North Downtown Neighborhood, and Downtown Town Square).

5.1 NORTH GATEWAY INNOVATION & BUSINESS CAMPUS

Aspiration

The Economic Engine through business and employment enhancement that provides a high quality experience and image for Leavenworth’s northeast community entrance and downtown district.

Principles

Cohesive business and employment park in a campus-like setting that creates a high quality and distinctive entrance experience at Metropolitan and 4th Street. Provide opportunity for office; mixed-use; retail; hotel and conferencing. May be strategically targeted to defense-related industry; innovation / technology / environmental enterprises; general businesses, and; combination thereof. Ultimate goal is to create unique business and employment destination for Leavenworth and northeast Kansas region.

Key Elements

Reserve portion of 4th and Metropolitan for gateway features. Pursue partnership with Fort Leavenworth to incorporate historic/military gateway sculptures, community trail and other amenities on north side of Metropolitan Avenue. Reserve campus parcels at 4th and Metropolitan for multi-level, iconic building forms to reinforce the sense of entry. Require development set-backs and building ‘build-to lines’ to create campus ‘green’ edge for enriched landscaping, buffering of adjacent neighborhoods and trail connections to community-wide mobility systems. Internalize parking with building forms that engage 4th, 7th, Dakota/Pawnee and Metropolitan. Ensure guidelines/master plan to ensure building forms and materials that express innovation, quality and a distinctive visual image for the North Gateway Campus.



Analysis

In this section the master plan advocates the development of a technology park or business park adjacent to Ft. Leavenworth. It does so first by detailing the economic development impact that military installations have on neighboring communities. Second, it describes existing on-base and base-adjacent business and technology parks around the country that are marketed to defense contractors.

The research described below leads us to the conclusion that building a business or technology park adjacent to Ft. Leavenworth and marketed to defense contractors could be viable. Military bases have a significant economic impact, contracting is becoming more and more important to the Department of Defense's management strategy, and proximity to the base and a skilled labor supply are site selection qualities sought by contractors. These conditions have made on-base and base-adjacent developments in other parts of the country highly successful and lucrative investments for private developers. This record suggests that a similar project in Leavenworth, if well-planned and well-executed, could be successful.

Economic Impact of Military Installations

Military installations have a significant economic impact on their surrounding areas. Larger bases are among the most important economic actors in their states. The economic impact of these installations is realized in several ways. The most obvious, of course, is the wages paid to servicemen and –women. However, the economic impact of bases extends to the goods and services purchased by service families, goods and services purchased by the base itself, fees paid to defense contractors, and the various goods and services purchased by contractors and others who cater directly to the base. These 'spill-over' effects total in the billions and cause military installations to be highly valued by communities around the country.¹ Ft. Hood, to give only the most significant example, has a nearly \$11 billion economic impact on the state of Texas. Only \$4.4 billion of that figure is in wages and payroll. The remaining \$6.5 billion is in spillover effects, clearly demonstrating the impact that the base has on stimulating other economic activities.²

Businesses catering to military personnel or the base itself have at least two important advantages in attaining profitability. First, the mobility of the consuming population is relatively limited. Second, most bases are present in communities for long periods of time. Most installations are not going to be subject to closure and, even with the recent round of closings, are more likely to expand than to contract. These factors carry with them a stability that makes military bases and their personnel attractive consumers to which to cater. The stability of military installations is a boon to communities in which they are located, as it makes the area more attractive to private sector investment.

1 Berger, James T. 2009. "Military Bases As Economic Development Magnets." Area Development, June/July.

2 Texas State Comptroller's Office. 2008. "Fort Hood Impacts Texas Economy by \$10.9 Billion." Texas State Comptroller's Office, 13 May.

Communities are well-aware of the extent to which military installations can drive regional economic growth. That awareness was demonstrated during the 2005 Defense Base Closure and Realignment Commission (BRAC) process, which recommended the closure and consolidation of many facilities. Communities with installations recommended for closure strove mightily to preserve their bases precisely because of their massive economic impact. Although many communities suffered closures as a result of BRAC, other communities gained. The troops and facilities housed at closed bases are being transitioned to remaining installations, resulting in development booms in the communities receiving an influx of troops. Billions of dollars in new construction – on housing, retail projects, schools and other public services, and on-base specialty facilities – have resulted from the BRAC process.³

Indeed, some major cities have reported that the presence of military bases has allowed them to withstand the national economic downturn. Ft. Bliss in El Paso, Texas, for example, is credited with insulating the city from economic hardship in the present economic climate. The stability of the base as an employer prevented the local economy from experiencing major job losses long after other cities began suffering. The base is also expected to bring 70,000 to 90,000 new residents to the city by 2013.⁴

Such significant economic impacts strongly imply that opportunities exist for private sector investors. While this is undoubtedly true, it must be acknowledged that the *majority* of the economic impact of military installations actually remains on base. The bulk of the billions of dollars in new investment created by the military and the BRAC process is for on-base facilities, like barracks and training grounds. Across the country, developers of off-base housing and retail report that military families have chosen to remain on-base or take advantage of on-base amenities rather than patronize new developments that were created largely to service military personnel.⁵ The reasons for the disconnect between promised and actual economic benefit to off-base businesses are legion, and include the lower prices available on-base and poor marketing strategies.⁶

However, the military and private sector developers are both well-aware that installations *do* create new economic opportunities. As a result, they are pursuing unique partnerships that allow the private sector to overcome the challenges mentioned above and access some of these opportunities while still ensuring that military needs are met. One example of such a partnership is a massive new retail development – the first of its kind – at Ft. Bliss in El Paso, Texas. The \$100 million development, named Freedom Crossing, is being built on-base by private developers and combines a massive new PX with space for chain restaurants and retail outlets. The concept was made possible by the influx of new troops at Ft. Bliss.⁷ It demonstrates that working closely *with* military leadership and local governments – rather than simply trying to capitalize on a base’s presence – may be the best way for private sector investors to serve the needs of military installations while earning a return on their investment.

3 Lewis, Bob. 2009. “Big projects boost Newport News.” Associated Press, 21 April.
Quillin, Martha. 2009. “As Bragg grows, so grows the region.” The News & Observer, 8 March.

Davenport, Christian. 2008. “At Fort Belvoir, A View Towards A Busier Post.” Washington Post, 16 November.

Weigel, Kathryn C. 2008. “Fort Lee drives a Tri-City boom.” Discover Richmond, 14 August.

Meyer, Paul. 2008. “Massive Fort Bliss expansion revitalizing outlook for El Paso.” Dallas Morning News, 1 March.

4 Burge, David. 2009. “Despite Fort Bliss, job growth is slowing.” El Paso Times, 10 March.

5 Biles, Jan. 2009. “Building, booming, but at what cost?” The Topeka Capital-Journal, 4 April.

6 Hanley, Rachael. 2007. “Fort Drum focus of spending study.” Watertown Daily Times, 7 July.

7 Kolenc, Vic. 2009. “Fort Bliss RETAIL: \$100 million shopping center poised to offer unique experience on post.” El Paso Times, 11 June.

In short, then, it is true that military installations have a significant economic impact on the communities in which they are located. However, the mere presence of a base and its stable workforce – which rarely shrinks, even in times of economic distress – is not a sufficient condition to make all sectors of the local economy grow. A military installation is not a guarantee that the local housing, retail, or office market will be successful, nor is an influx of troops or facilities at a base a guarantee of a local development boom. As in all areas of economic and real estate development, potential projects must be vigorously researched, subjected to serious quantitative and real-world analysis, and fill gaps in the local market.

Business / Technology Parks Near Military Installations

Could a business park or technology park adjacent to Ft. Leavenworth satisfy the afore-mentioned conditions? At present, no attempt is made at a quantitative analysis of the market potential or financial viability of such a project. However, a survey of similar projects around the country strongly suggests that such a project would fill an unmet need and could be successful.

Technology parks adjacent to military installations are primarily marketed towards defense contractors. In recent years, the Department of Defense has relied ever more heavily on private contractors to provide goods and services. In 2006 (the last year for which data is available), defense contracts amounted to almost \$266 billion of the Pentagon's published budget of almost \$420 billion.⁸ The size and scope of these contracts vary widely, from fighter jets to fiber optic cables. As more and more defense functions are out-sourced to contractors, real estate solutions have been crafted to meet contractor needs.

In particular, defense contractors value proximity to the military installations they serve. Proximity is important for reasons including, but not limited to: ready access to contract decision-makers, ease of communication with end-users of the goods and services provided, and a local labor pool that includes sizable populations of military retirees with desired skills and an awareness of military culture. The specific defense contractors that locate near a base depend on the needs of the installation itself; an air base, for example, will attract very different contractors than will one hosting army forensic laboratories. However, in many cases, contractors locate in a defense community on a speculative basis. The giant firm of Booz Allen Hamilton, for example, opened a four-person office in one defense community in which the firm had only \$150,000 in contracts. Within just two years, however, the speculation had paid off and the same office had won millions in contracts and greatly expanded its local staff. Such speculation was made possible, however, only because the local government made luring defense contractors to the community a high priority of its economic development strategy.

⁸ National Priorities Project, <http://www.nationalpriorities.org>
Office of the Under Secretary of Defense (Comptroller). 2006. Defense Budget Materials: FY 2006. Washington: United States Department of Defense.

By attracting defense contractors to a community, local governments greatly amplify the economic impact of a military installation. The letting of a contract to an out-of-area company effectively represents “leakage” for the local community. Money that could be circulating in the local economy instead is re-directed to another part of the country. Forestalling such “leakage” requires that communities have the infrastructure and real estate types that contractors require.

All of these facts have meant that, over the past decade or so, technology and business parks geared directly towards defense contractors have become popular. At least half a dozen such parks are currently in the planning stages or under construction across the country. The Department of Defense has begun working with private developers to allow the construction of business/technology parks on-base. The first on-base technology park was built at Missouri’s Ft. Leonard Wood in 2002 and is owned and operated by the University of Missouri. Several more on-base parks, in Maryland and Utah, are in the planning or construction phases. Not all installations, however, can accommodate on-base technology parks. Only two of the country’s installations are allowed to expand their acreage at all.⁹ Although most bases currently have unused land, long-range plans, safety restrictions, or noise buffers significantly reduce the on-base land available for business park development. Base-adjacent land is the most desirable substitute for most contractors.

In addition, many *former* military installations are being transformed into business and technology parks. As part of an effort to mitigate the sometimes devastating economic impact created by a base closure, the Defense Department has sometimes consented to retaining some defense contracts in areas affected by closure. The Defense Department has worked with local communities to transform abandoned bases into business parks tailored to the needs of these contractors. In other cases, former military installations have been transformed (or will be transformed) into generic business/technology parks, with no specific focus on defense contractors.

The following describes in brief some existing business/technology parks adjacent to military installations.

9 Palmer, David Ryan. 2009. “Perfect storm set to revamp Fort Polk.” Southwest Daily News, 3 July.

University of Missouri Technology Park – Ft. Leonard Wood (Ozarks area, Missouri)

Opened in 2002, the University of Missouri Technology Park at Ft. Leonard Wood was the nation's first on-base technology park. Financed by the University of Missouri and the Missouri Department of Economic Development, the park opened with a \$2 million, 18,000-square foot office building. The project is 55% owned by the University of Missouri and 45% owned by the Missouri Technology Corporation. The park sits on 62 acres of land leased from Ft. Leonard Wood for 33 years, with a 33 year option. The park pays a per-acre annual lease to Ft. Leonard Wood plus a share of annual net revenue. The original plans for the development called for 250,000 square feet of development in the first five years, absorbing 38% of the total acreage. These plans called for 125,000 square feet of office space, 100,000 square feet of education classrooms and labs, 15,000 square feet of training facilities, and 10,000 square feet of warehouse/distribution space. These ambitious plans have only partly come to fruition. A second building opened on the site in 2005, bringing the park's total capacity to 36,000 square feet. No additional development has taken place at the site since 2005. However, the park has been well-received. As of 2005 (the last available data), tenants at the park included: Anteon, Battelle, BHE Environmental, C2 Technologies, Inc., Camber Corporation, CEST, CDM, The Directorate of Environmental Integration, Freedom Healthcare Education, GEC Inc., General Physics, IEM Inc., Lincoln University, Missouri Enterprise, MTS Technologies, NGA, Tec Masters, Titan, Tri-Care Therapy Group, and offices of the University of Missouri – Rolla.¹⁰

WestGate @ Crane Technology Park – Naval Surface Activity Center (Crane, Indiana)

WestGate was created in 2003 to service the Naval Surface Activity Center in Crane, Indiana. NSA Crane is the Navy's third-largest base in physical size, employs 3,000 civilian employees, and creates employment for another 3,000 contractors. The park was developed through collaboration of multiple levels of government. Indiana named the WestGate a Certified Technology Park (CTP), a designation under state law which makes it eligible for direct support from the state's government. The park also makes numerous tax incentives and subsidies available to tenants. It is governed by a commission whose seven members are appointed by the three county governments most directly affected by its operations. Although operated by this independent authority, the lead developer of the facility is a private equity firm. In 2007 alone, the developer was constructing more than 100,000 square feet of space and invested at least \$5 million in the park. Almost 500 employees work at the WestGate, for defense contractors like EG&G, SAIC (the nation's 7th largest defense contractor), Raydar & Associates, Novonics, ML Enterprises, NAVMAR and STIMULUS Engineering. A new facility opened at WestGate as recently as March 2008, when SAIC began operating in a newly constructed 38,000 square foot building.¹¹

10 See <http://www.um-mrp.com/other-parks.htm> for additional information.

11 Snyder, Michael 2007. "WestGate." MidwestBusiness.com, February.
Also see <http://www.westgatecrane.com> for additional information.

Global TransPark (GTP) – Kinston, North Carolina

The Global TransPark (GTP) is in eastern North Carolina, where it is close to seven major military installations (including Ft. Bragg, Pope Air Force Base, Seymour Johnson Air Force Base, and three Marine installations). GTP is a 2,400-acre business park for defense-related industries, especially in aviation and aerospace. In keeping with this priority, GTP includes an airport with an 11,500 foot runway. GTP is only one of several efforts on the part of North Carolinians to better attract and service defense contractors. Although nearly 35,000 North Carolina residents work on military contracts, Gov. Beverly Perdue has made securing additional military contracts a high priority for her administration. This effort includes the creation of a business attraction effort called the “All-American Defense Corridor,” an area covering the seven installations mentioned above.

Sandia Industrial Park – Kirtland Air Force Base and Sandia National Laboratories (Albuquerque, New Mexico)

Opened in 1998, the Sandia Industrial Park has grown consistently over the past decade. A 300-acre facility, Sandia is geared to high-tech and aviation contractors. As of 2008, 70 acres of the park had been developed, more than 900,000 square feet of space was occupied, and over 2,000 employees worked in the park. Business leaders and local officials agree that proximity to Kirtland and Sandia is the park’s biggest attractions, but also mention its emphasis on accommodating the unique technological needs that its tenants have. Tenants include AEGis, CSA Engineering, and MOOG.¹²

¹² Robinson-Avila, Kevin. 2008. “Now in its 10th year, Sandia industrial park continues to grow.” *New Mexico Business Weekly*, 19 December.

Advanced Technology Park – Warner Robins Air Logistics Center (Warner Robins, Georgia)

The Advanced Technology Park (ATP) was started in 1991 with just two buildings, one a speculative project of the city and county government and one that housed a Georgia Tech business incubator project. At least partly through the efforts of the Georgia Tech business incubator, the park includes more than 35 buildings housing firms that do business with Warner Robins Air Logistics Center. The park has been successful at attracting many aerospace contractors to the community, including Cubic Defense Applications, Megabyte International, Terma and Quantum Research International. Although defense contractors working with Warner Robins are a majority of ATP's tenants, professional service firms like doctors and law practices have also been attracted to it. Many of them cultivate specialty practices that cater to contractors and military personnel. ATP has been so successful that land prices at and near the park have more than quadrupled since it opened.¹³

In addition, quite a few smaller-scale developments geared towards defense contractors exist. A Maryland-based real estate investment trust, for example, owns office and industrial buildings near military installations in Colorado, Maryland, and Virginia and is expanding into Texas.¹⁴

Many localities and developers have become convinced that defense-oriented niche technology parks can be a lucrative business. As a result, many new business/technology parks for defense contractors are in the planning stages. Several of these planned developments are described below.

Aberdeen Proving Ground (Harford County, Maryland)

The Army contracted with a private developer to build a large research park on-base at Aberdeen Proving Ground. The Government and Technology Enterprise (GATE) campus is over 400 acres and, when completed, will have between 2 and 3 million square feet of office and research space. The Department of Defense solicited and is paying for the park's construction because of the need for office space for defense personnel and contractors being relocated to Aberdeen through BRAC. To date, only one building at GATE has been completed. It is fully leased to a single defense contractor. This project has been troubled; however, as the Army-selected developer was recently forced to relinquish its developer rights to another firm because it lacked the funds to complete the project. A new developer has already taken over the project.¹⁵ Top of Form

13 Georgia Tech University. 2005. "Companies gain help from ATDC, Georgia Tech Procurement Assistance Center." 14 September.

14 See Corporate Office Properties Trust, <http://www.copt.com> for more information

15 Sernovitz, Daniel J. 2009. "St. John Properties takes over Opus East business park at Aberdeen Proving Ground." Baltimore Business Journal, 23 June.

Mirabella, Lorraine. 2009. "Developer drops Aberdeen base business park project." The Baltimore Sun, 24 June.

Ft. Meade (Anne Arundel County, Maryland)

Through the 2005 BRAC process, more than 6,000 defense-related employees will be relocating to Ft. Meade by 2011. As a result of this growth, more than 2.5 million square feet of new office, industrial, and technology development is planned near Ft. Meade. Much of the development has not yet broken ground because of the difficult commercial property financing environment, but ground was recently broken on a 160,000 square foot office building for defense contractors. It is estimated that the facility will cost \$35 million to build.¹⁶

The Trammell Crow Company is in negotiations with the Army to build a 1.7 million square foot business park on-base at Ft. Meade. The development is expected to be approved within the next two months, contingent on the developer proving to the Army's satisfaction that it has sufficient equity to complete the project.¹⁷

Hill Air Force Base (Layton/Salt Lake City, Utah)

Efforts are underway to build a large aerospace technology park on-base at Hill Air Force Base. At 550 acres, the project would be one of the country's largest developments on military land. The project is designed to attract aerospace companies that perform work for the Air Force. At the opposite end of the base, the City of Layton is attempting to have a 550 acre off-base parcel developed by private interests. For more than twenty years, the city resisted attempts to build housing or retail on the site, believing it was perfectly suited to a defense-oriented business, technology, or industrial park. The construction of a new gate at Hill Air Force Base and the creation of an economic development area, which allows property taxes to be plowed back into building needed infrastructure at the site, finally interested an Alaska-based developer. That developer is now planning construction of as much as one million square feet of business/technology park space on 91 acres. Construction is expected to begin within a year. The City of Layton hopes to eventually develop the entire 550 acre parcel.¹⁸

National Security Agency Cryptology Center (San Antonio, Texas)

A real estate investment trust is building a 126 acre business park to house the National Security Agency's Cryptology Center (a division of the Department of Defense) and related contractors. The firm built 475,000 square feet of space to house NSA operations. Earlier in 2009, it broke ground on two 125,000 square foot office buildings adjacent to the NSA and marketed to NSA contractors. A third building, with 90,000 square feet of space, will break ground later this year. The NSA and the developers expect to build the campus out over 10 years such that it can host 6,000 employees. The total cost of the development over that timeframe is estimated to be between \$250 and \$350 million.¹⁹

16 Sernovitz, Daniel J. 2009. "COPT Breaks Ground on \$35M National Business Park Expansion." *Washington Business Journal*, 20 July.

17 Sernovitz, Daniel J. 2009. "Trammell Crow plans huge Anne Arundel business park." *Washington Business Journal*, 24 July.

18 Villaseñor, Maria. 2009. "Long-awaited industrial park starting to take shape." *The Salt Lake Tribune*, 15 July.

19 Silva, Tricia Lynn. 2009. "More buildings, more jobs planned for San Antonio government park." *San Antonio Business Journal*, 8 May.

Quantico Marine Corps Base (Prince William's County, Virginia)

A private developer is building a 2 million square foot office park marketed to contractors at Quantico. The planned park sits on 150 acres of land that stretches to the gates of the base. No similar business park currently exists in the area. Quantico is expected to add 3,000 troops by 2011. Another 3,000 private sector and contracting jobs are expected to be created by the transfer of the troops, necessitating the business, office, and research space.²⁰

A plan for a technology park serving defense contractors has been cancelled. Community leaders in San Antonio opted earlier this year not to pursue a technology park to serve Ft. Sam Houston, citing the difficult economy and a desire to pursue other components of its plan to respond to BRAC changes. Community leaders stressed that they believed the proposed park would be an important part of the area's long-term future and hoped to pursue it again in the future.²¹

These findings all strongly suggest that technology parks designed specifically for defense contractors and adjacent to military installations can be successful. Developments of this kind can be financially feasible, meet a market need, and permit communities to capture a larger share of the economic impact that a military installation can bring to the area. Our research has shown that the financial and legal arrangements involved in developing technology parks of this kind vary widely. In most instances, however, multiple levels of government are involved (through tax incentives, land assembly, direct grants, etc.) in bringing the project to fruition. In some cases, universities have also played an important role in attracting tenants or supplying research capacity to make the development a success.

In the next step of the process, all of these potential factors should be examined more closely in the context of Leavenworth, Kansas. In addition, a micro-level market analysis specific to Leavenworth should be conducted to evaluate whether the concept is as viable in that city as it has been in other defense communities.

20 Coombs, Joe. "KSI plans to add an office park to Harbor Station." Washington Business Journal, 6 October.

21 Dominguez, Catherine. 2009. "Proposed research/contractor park for Fort Sam Houston put on back burner." San Antonio Business Journal, 13 February.

Broad Based Recommendations²²

The City of Leavenworth should prepare properly for Public/Private Partnerships.

- The City of Leavenworth should assess its internal capabilities.
- The City of Leavenworth should be legislatively prepared.
- The City of Leavenworth should have the land ready.

The City of Leavenworth should Understand their Partners and Key Players.

- The City of Leavenworth should select a partner who is willing to put time, energy, and effort into the partnership.
- The assessment should include the a thorough understanding of the private partners background, reputation, experience, needs, financial strength, motivations, expectations, and goals.

The City of Leavenworth should be clear on the Risks and Rewards for all Parties.

- The City of Leavenworth should put in place a selection process that balances the risk and rewards associated with the partnership.
- By putting in place a clear and well communicated selection process the City of Leavenworth can demonstrate to key stakeholders and the general public alike that the project is worth doing and is being made with all relevant factors being considered.

The City of Leavenworth should Establish a Clear and Rational Decision-Making Process.

- The City should create a roadmap at the beginning of the partnership clearly defining roles and responsibilities.

²² The recommendations contain in the follow sections are the direct input and consultation with Richard Ward. In September 2007, Richard Ward joined Zimmer Real Estate Services of Kansas City and has opened a new office for the firm in St. Louis. Richard founded St. Louis-based Development Strategies, Inc. in 1988 and was its principal owner and CEO. With clients and engagements nationwide, Development Strategies is a leading provider of market research, land use planning, financial analysis, and appraisal services. Richard is a seasoned consultant in real estate, economic and community development with past assignments throughout the U.S. Mr. Ward holds the CRE, AICP, and CECd certifications and is a member of the prestigious Public/Private Partnership Council sponsored by the ULI.

Preliminary Financial Analysis:

One of the great qualities of the public/private partnership approach available to the City of Leavenworth to development the North Gateway Innovation & Business Campus is the tremendous creativity available to solve financial and development problems. The City of Leavenworth, along with its public/private finance and development adviser, and the selected private partner must structure the financing plan for each of the public and private building components. The plan may include some combination of the following elements:

1. Multiple sources of public and private financing from the primary and secondary public and private partners or other related entities, such as county, state, and applicable federal agencies; local Business Improvement District (BID); and other public entities.
2. Public/private financing instruments, such as revenue bonds, general obligation bonds, and soft second mortgages.
3. Long-term lease obligations by the public partner.
4. Government-owned land.
5. Credit enhancement, bond insurance, or both.
6. Development, investment, and operational incentives from different levels of government.
7. Techniques to reduce development costs; for example, the public sector can reduce the parking ratio required by the private partner.
8. Techniques to enhance cash flow, such as tax abatements, surcharges, and lease naming rights.

Total development area represents 55.6 acres in the three primary targeted development areas: the North Gateway Innovation and Business Campus; the North Downtown Neighborhood; and the Town Square Area. These three areas represent a developable capacity of over 570,000 square feet and 300 dwelling units with an aggregate value of nearly \$150,000,000 in development value. In addition, acquisition and infrastructure costs are projected.

North Gateway Innovation and Business Campus has been identified as an area of 25.4 acres with a development program of office buildings, research buildings and flex/tech space. While an FAR and parcel size is projected for each use, the market will ultimately dictate the percentage components of each. Additionally, land acquisition and public infrastructure development costs are projected, as well as building development costs. It is assumed this area would have a tax increment financing plan in place to fund land acquisition and infrastructure. While timing is unclear regarding development, the TIF revenue projected should cover the cost of land acquisition and public infrastructure in the area.



Leavenworth Downtown Land Use and Density Analysis										
Description	Land Use (FAR)	Land Use (DUA)	Parcel Size	Parcel Capacity		Development Value		TIF/Yr Per SF	Total TIF/ Yr	Estimated Bondable Value
				Commercial SF	Residential Units	Per Unit	Total			
North Gateway Innovation & Business Campus										
Projected Land Acquisition Cost/ SF						\$7	\$2,049,062			
Projected Public Infrastructure Cost/ SF						\$10	\$2,927,232			
Development Program										
Office	0.25		15	163,350		\$200	\$32,670,000	\$2.50	\$408,375	\$4,900,500
Research	0.25		3	32,670		\$300	\$9,801,000	\$3.00	\$98,010	\$1,176,120
Flex Tech	0.3		7.4	96,703		\$150	\$14,505,480	\$2.00	\$193,406	\$2,320,877
Subtotals			25.4	292,723			\$56,976,480		\$699,791	\$8,397,497

North Gateway Innovation & Business Campus General Considerations.

Project Feasibility

- Market Analysis
- Financial Feasibility Analysis

Financing and Investment

- The Capital Market for Industrial Development
- Ownership Structures for Industrial Development Ventures
- Real Estate Investment Trusts
- Lenders’ Requirements
- Equity Investors’ Requirements
- Financing the Stages of Development
- The Financing Package

Site Planning and Industrial Building Design

- Site Planning for Business Parks
- Industrial Building Design

Marketing and Leasing

- Marketing
- Leasing

Management and Operations

- Management Goals and Strategy
- Establishing a Management Function
- Ongoing Management Practices
- Asset Management



5.2 NORTH DOWNTOWN NEIGHBORHOOD

Aspiration

The Residential Renaissance by reinventing the traditional core-area neighborhood environment through relatively wholesale redevelopment that provides a diverse, sustainable living experience.

Principles

Sustainable neighborhood that promotes traditional neighborhood form and function; a high degree of connectedness to goods, services and employment; quality infrastructure, and; amenities to promote sense of 'ownership' by residences. Provide a diverse range of housing product and price points that discourage gentrification of the area.

Ultimate goal is to create a vibrant, market-rate residential enclave that provides opportunities for a vast-array of income levels in a quality-oriented environment.

Key Elements

Mixed-density, market-rate/flexible product and price point redevelopment. May infer an inclusionary housing strategy, policy and incentives. May incorporate existing viable residential properties. Mix envisioned to include: Medium-high density product oriented along 4th Street to include architectural interpretations of the traditional/urban form row house, town home, brownstone, senior living apartment homes, etc. Low-medium density product internal to neighborhood that may include housing mix of detached single-family, attached single-family, garden/patio homes, etc. Preservation of North Esplanade homes. If necessary, infill on a case-by-case basis. Provide amenities that reinforce the identity and sense of 'ownership' by residents.

Analysis

In this section the master plan advocates for redevelopment of North Leavenworth, a distressed residential community in Leavenworth, Kansas. Many of the structures in North Leavenworth are in disrepair, resident incomes are well below the municipal median, many residents are recipients of government assistance (such as Section 8 voucher rental assistance), and the overall environment of the neighborhood is not conducive to a high quality of life for residents. Leavenworth's municipal and civic leaders have expressed an interest in seeing the neighborhood redeveloped into a mixed-income community, which would reduce blight, offer Leavenworth resident's new housing along a range of price points, and improve quality of life in the city without displacing the neighborhood's residents.



An examination of redevelopments in distressed residential neighborhoods comparable to North Leavenworth around the country suggests that these goals can be obtained. Some of these redevelopments were undertaken as part of HOPE VI, a federal initiative to replace blighted public housing with mixed-income communities. These redevelopments warrant inclusion here because the resident demographic of the replaced public housing projects is similar to that of North Leavenworth and because all were made possible only through strong public-private partnerships.

Successful projects which bear some similarity to North Leavenworth and demonstrate that residential redevelopment in distressed neighborhoods can work include:

Beacon Hill – Kansas City, Missouri

In Kansas City, Missouri, a consortium known as Beacon Hill Developers is currently redeveloping the urban core neighborhood of Beacon Hill. Prior to redevelopment, the neighborhood shared many characteristics with North Leavenworth, including incomes that were well below-average, structural disrepair, and blighted conditions that harmed quality of life for many residents. Local government leaders were determined to see the area turned around and selected Beacon Hill Developers as the “master developer” to oversee the redevelopment process. The capital invested by the private developers, coupled with the cooperation of municipal government (primarily in assembling the land and building new infrastructure) and neighborhood stakeholders, and has allowed new market-rate, energy-efficient townhomes to be built. The development takes advantage of the neighborhood’s advantages, including proximity to the historic Jazz District and sweeping views of downtown Kansas City. When the project is completed, the redeveloped neighborhood will offer 300 new market-rate homes, 100 renovated homes, a neighborhood center, retail space, and commercial lofts. The entire project has been designed with a pedestrian orientation, strengthening the sense of community and further combating neighborhood blight. Beacon Hill is gradually being transformed into a model of redevelopment of a distressed urban neighborhood into a thriving, mixed-income, mixed-use community.



Fall Creek Place – Indianapolis, Indiana²³

Fall Creek Place is an innovative partnership between the city government, the federal government, and a private developer. It has transformed a neighborhood largely abandoned by residents and plagued by crime into a highly desirable, mixed-income residential neighborhood. Like Beacon Hill in Kansas City, Fall Creek Place is a master-planned community that has relied on an experienced master developer to achieve its transformation. The redevelopment area comprised 26 blocks on which sat some older, unstable structures but primarily vacant lots. The master plan ultimately calls for 369 new residences and rehabilitation of 58 historic homes. As a condition of federal involvement and financial support for the project, 51 percent of the homes in Fall Creek Place are reserved for households that earn less than 80 percent of the area median income. Even with only partial completion of the master plan, the neighborhood has already been dramatically improved.

The Villages at Belvoir – Fort Belvoir, Virginia

North Leavenworth is adjacent to a military installation. Although there are few examples of residential redevelopment as close to a military base as in Leavenworth (primarily because many areas have zoned larger buffers around the base than is the case in Leavenworth), there are examples of successful residential redevelopment on-base. At Ft. Belvoir, a “new urbanist” mixed-use town center is being completed. The redevelopment is a public-private partnership which, when completed, will provide housing for 415 military families and feature nearly 14,000 square feet of retail space. Some of the residences will be above street-level retail space, and the entire development is planned using the “urban village” model. The Villages replaces existing, barracks-style military housing and is a product of the Army’s Residential Communities Initiative. Although not totally comparable to North Leavenworth, The Villages demonstrates that the presence of military installations can be a potent driver for residential development.

Chestnut Commons – Austin, Texas

Chestnut Commons is located in a neighborhood of Austin that, until very recently, was distressed. Over the last decade, private development in the neighborhood has caused it to gentrify rapidly. Some long-time residents were being forced out, causing neighborhood leaders to call for more affordable housing options in the area. Chestnut Commons partially fills that niche, with 32 cottage-style residences and 32 for-sale flats above garages. The residences are smaller-than-average, allowing the sales prices to range from \$149,000-\$260,000. The entire neighborhood is transit-oriented. As a condition of the development, the for-profit developers are donating over \$1.1 million to community development in the city.

²³ All of the following case studies are drawn from the Urban Land Institute’s research archives.

Highland Homes and Highland Gardens – Milwaukee, Wisconsin

The Highland Homes and Highland Gardens developments are a product of the U.S. Department of Housing and Urban Development’s HOPE VI initiative, which replaces decrepit and blighted public housing projects with mixed-income communities. The public housing project which once sat on the site was renowned for its poor quality; many social ailments plagued the neighborhood. A public-private partnership has constructed two entirely new facilities on the site – Highland Gardens is a 114-unit apartment complex for elderly and disabled people and Highland Homes is a 46-unit single-family residential development. Twenty six of the Highland Homes residences are public housing rentals, while the remaining twenty units are for sale at market rates. The entire development features universal design elements and green features. As a result of the project, the quality of life in the neighborhood has dramatically improved and the stigma once attached to it has dissipated.

Chatham Square – Alexandria, Virginia

Chatham Square is another product of the HOPE VI initiative. The project is adjacent to Old Town Alexandria, a major tourist and entertainment destination. The success of that district was impinged on by the presence of 100 distressed, sixty-year old public housing units on two city blocks. The public housing development was in disrepair and did not provide a high quality of life for its vulnerable residents. Chatham Square has replaced the blighted housing with 100 market-rate, for-sale luxury townhomes and 52 public housing rental units. The latter were designed to be externally indistinguishable from the townhomes, creating a true mixed-income community. Chatham Square is evidence blighted neighborhoods need not impede downtown projects and that long-time residents need not be forced out to accommodate redevelopment.

Murphy Park – St. Louis, Missouri

St. Louis’ Murphy Park redevelopment is another HOPE VI project. Located just north of downtown, the project replaced a high-rise public housing project notorious for its poor quality of life with a 413-unit apartment complex. Murphy Park is a mixed-income development with apartments offering 2, 3 and 4 bedrooms. The project has been so well-managed that it attracts residents from a wide income range, from families receiving federal rental assistance to individuals with six-figure salaries. Murphy Park was redeveloped through a HUD demonstration program that leveraged federal funds to attract private financing.



American Can Company Apartments – New Orleans, Louisiana

The American Can Company Apartments transformed a long-vacant and blighted industrial complex into a new apartment complex. The former site of the American Can Company was a huge, abandoned industrial facility. The lack of a tenant at the site attracted crime, vagrancy, and generally harmed the neighborhood’s viability. Private developers successfully transformed the blighted facility into a 268-unit apartment complex and a 20,000 square foot commercial space. One fifth of the apartment units are reserved for low- and moderate-income residents. The American Can Company Apartments redevelopment demonstrates the importance of innovation in residential projects and that the present condition of a structure should not be permitted to serve as an obstacle to success.

These eight examples, and many others that could be highlighted, demonstrate that redevelopment of badly-blighted, highly economically distressed residential neighborhoods can take place and be successful. Importantly, residential neighborhoods that have a high quality of life and contribute economically and socially to their cities need not drive out residents of the formerly distressed area. Mixed-income communities, ones that incorporate residences along a wide range of price points, can thrive.

The necessary conditions for achieving success in residential redevelopment vary widely based on project circumstances. In most cases, success is *best*-achieved through strong public-private partnerships, with a master developer guiding the way to creation of a master-planned community, and by attempting to create a mixed-income community. North Leavenworth bears similarities to the eight projects described above, which utilized this process. As a result, our research strongly suggests that adopting a similar process for the redevelopment of North Leavenworth would result in attainment of the City of Leavenworth’s goals for the area.



Broad Based Recommendations

The City of Leavenworth should inspire leadership.

- First, the City needs to address two great challenges: defining the problem and creating solutions. Affordable housing leaders in Leavenworth must make the case for the importance of affordable housing to the community and they must also create and articulate a compelling vision for solutions to the lack of affordable housing.

The City of Leavenworth should build community support and trust.

- The City of Leavenworth must create a fair and open planning and design process allowing all interested parties to be heard, and build a foundation of partnerships and shared goals in the community before decisions are made and implemented.

The City of Leavenworth should learn what programs are available.

- While piecing together financing is crucial for the North Downtown Redevelopment project, leveraging additional public incentives is often required to make affordable housing projects financially feasible. Developers can work with local, state, and federal government agencies to obtain additional incentives for the development of affordable housing development, including land grants, tax abatements, brownfield clean-up, lower fees (for permits, water connections, and sewer hookups), and an expedited permit and entitlement process, to name just a few.

The City of Leavenworth should know its market and its customers.

- Knowledge of the Leavenworth market should encompass the political, social, and cultural facets of the community as well as the underlying market fundamentals.
- The private developer often finds that the needs of potential tenants, elected officials, and neighbors are not aligned, if this is the case the developer needs to formulate a vision with the City of Leavenworth that takes into account the varying viewpoints and sell this vision to the larger group of stakeholders.
- The City of Leavenworth or the private developer needs to conduct a comprehensive market study. The market analysis and associated financial feasibility study helps verify and quantify demand and allows for greater leverage in underwriting the development and gaining public support. Combining local and national data, a market study reveals trends that may affect the project and determines what the market can support. A market study can also become a selling point in convincing public officials and the community at large of the need for the redevelopment of the North Leavenworth area.



The City of Leavenworth should nurture strong partnerships to develop the North Leavenworth Redevelopment area.

- A successful partnership for the redevelopment of the North Leavenworth area will rely on the strengths of each partner. For-profit private developers contribute real estate savvy, contacts with end users, and an understanding of financial resources; nonprofit developers may be able to access low-income tax credits; and the public sector actor, the City of Leavenworth, can help resolve land assembly problems, ensure that the site is development-ready, ease the entitlement process, and invest in land or infrastructure costs.

The City of Leavenworth should strive to create a healthy, balanced community in the North Leavenworth Redevelopment Area.

- Diversity is the hallmark of a healthy and balanced community. A healthy community in North Leavenworth will provide a variety of housing types appropriate for residents in all stages of the life cycle; safe and affordable housing for people in all income groups; and housing opportunities close to jobs.

The City of Leavenworth should use design to foster community safety and pride.

- Some general recommendations and guidelines that can help designers and developers create high-quality, affordable housing and great communities in the North Leavenworth Redevelopment area:
 - Scale projects to respect the neighborhood. In some neighborhoods in the North Leavenworth Redevelopment area, the rehabbing of existing units may be an appropriate scale. Other areas in the North Leavenworth redevelopment area may support large multifamily structures. The proper scale will promote a healthy connection between the development and its surrounding neighborhood.
 - The North Leavenworth Redevelopment area should be redeveloped in a manner that fosters a sense of ownership. The target market should be involved in the design of the development, so that it reflects their needs and tastes.
 - During the stakeholder interview's several groups on numerous occasions referenced safety or the lack thereof in North Leavenworth as the number one concern. As a result, we recommend that lighting be used to enhance security. Good lighting will help to define and enhance a property at night. A well-lighted site is not only secure, but also attractive.
 - The private developer(s) should recognize the context of the surrounding neighborhood and not rely solely on replication.



- We recommend the use good landscaping to both enhance security and define the property.
- We also recommend that consideration of LEED elements be considered.

The City of Leavenworth should empower the residents.

- Community participation is key. Community members must be involved in initial project meetings and residents consulted on unit design, programs, and planning. Participatory activities will keep the energy high and provide residents with a meaningful role in project development.

The City of Leavenworth should orchestrate sustainability.

- Sustainable development is high-quality development, but it does not need to be high-cost development. Through creative design and value-engineering, developers of the North Leavenworth Redevelopment area can create a sustainable community while maintaining affordability. Key qualities of sustainable affordable housing are that it promotes economic vitality, fosters environmental integrity, and encourages a sense of community today and for future generations. More specifically, such housing should promote health, conserve energy and natural resources, and provide easy access to jobs, schools, and services.

Preliminary Financial Analysis:

North Downtown Neighborhood: In the 30.2-acre area east of 4th Street, it is proposed that new single-family; rehabilitated existing housing; and new multi-family be constructed totaling 220 new units and 80 existing units, for a total of 300 units. It is anticipated that in addition to public financing for acquisition and infrastructure, that the public incentives necessary to induce housing redevelopment in urban areas would be most appropriately be tax abatement rather than a TIF program, although other programs such as Neighborhood Preservation designations would be possible.

Leavenworth Downtown Land Use and Density Analysis										
Description	Land Use (FAR)	Land Use (DUA)	Parcel Size	Parcel Capacity		Development Value		TIF/Yr Per SF	Total TIF/ Yr	Estimated Bondable Value
				Commercial SF	Residential Units	Per Unit	Total			
North Downtown Neighborhood										
Projected Land Acquisition Cost/ SF						\$5	\$6,577,560			
Projected Public Infrastructure Cost/ SF						\$4	\$5,262,048			
Development Program										
New Single Family			30.2		70	\$175,000	\$12,250,000			
Rehabilitated Existing					80	\$50,000	\$4,000,000			
New Multi-Family					150	\$125,000	\$18,750,000			
Subtotals	9.9		30.2		300		\$35,000,000			

North Downtown Neighborhood General Considerations

Project Feasibility

- Site Selection
- Market Analysis
- Financial Feasibility

Financing Acquisition, Development, and Construction

- Risk and Reward
- Types of Financing
- Ownership Structures
- Financial Analysis
- Financing the Various Stages of Development
- Sources of Financing
- The Financing Process

Planning and Design

- Planning and Design Process
- Alternative Forms of Land Development
- Land Plan Elements
- Development Phasing

Legal and Regulatory Context for Residential Development

- Federal Regulations
- State and Local Planning Controls

Marketing

- Market Research
- Developing the Marketing Strategy
- Advertising and Promotion
- Management of Sales
- Monitoring and Measuring Acceptance
- Marketing Large Communities
- Marketing Second-Home Communities

Community Governance

- Setting the Stage
- Creating Governance
- Making Governance Work
- Transferring Control from the Developer to Property Owners



Specialized Niche Opportunities

- Infill Development
- Adaptive Use
- Workforce Housing
- Seniors' Housing
- Themed Recreational Communities



5.3 DOWNTOWN TOWN SQUARE

Aspiration

The Heart of Downtown through destination and diversity providing a recognizable 'place' for the community and to create an amenity to build upon and around.

Principles

Pursue iconic, multi-functional community amenity as a destination to downtown that enhances activity, business vitality and value for redevelopment initiatives. Ultimate goal is to create a destination draw to the core area through strategic public and private investments that benefit the entire Downtown/North Redevelopment Area and the Leavenworth community. Promote diversity and density for redevelopment initiatives.

Key Elements

Multi-functional urban park/town square that can accommodate community and business organization special events and activities. This should be a four-season amenity with a year-round draw. Accommodate revenue-oriented development for a portion of the square. This can be permanent or seasonal private enterprises or retail space leased by the City. Hotel and conference site as a destination. Depending on need, mixed-use parking structure to support future destinations and redevelopment activities. Pursue infill redevelopment for critical mass around the square.

Analysis

In this section the master plan advocates that the proposed hotel and conference site should serve as a catalyst project in the creation of a new town center. A town center is an enduring, walkable, and integrated open-air, multiuse development that is organized around a clearly identifiable and energized public realm where citizens can gather and strengthen their community bonds. It is anchored by retail, dining, and leisure uses, as well as by vertical or horizontal residential uses. At least one other type of development is included in a town center, such as office, hospitality, civic, and cultural uses. Over time, a town center should evolve into the densest, most compact, and most diverse part of a community, with strong connections to its surroundings.



Broad Based Recommendations

The City of Leavenworth should create an enduring and memorable public realm.

- We recommend that the City create a successful public realm in which commerce, social interaction, and leisure time activities mix easily in an attractive, pedestrian-friendly, outdoor setting.

The City of Leavenworth should respect market realities.

- We recommend that the City of Leavenworth conduct an extensive market study to determine the scale and scope of a new hotel and conference center. A thriving town center is well tuned to the level and nature of the market that supports it. Understanding the market entails understanding not only population counts and income levels, but also growth, competition, access, and aspirations. Each planned component in a town center should be evaluated separately to determine its basic strengths and the scope of its potential. But then all components must be evaluated together to determine their compatibility and the mix that works best for each component while offering an integrated, lasting environment.

The City of Leavenworth should share the risk, share the reward.

- Developing well-designed, successful town centers requires merging public and private interests and resources so that by sharing the risks, the rewards can also be shared. A true Public/Private Partnership is needed to develop a hotel and convention center.

The City of Leavenworth should integrate multiple uses.

- First and foremost, town centers are place-based developments. A sense of place functions as an anchor and helps distinguish a town center from a typical single-use development. The integration of multiple uses with a multilayered system of streets, sidewalks, paths, alleys, and parks helps create a memorable environment for both the pedestrian and the patron arriving by car. The City of Leavenworth should pay close attention to all these elements in order for a center to be successful.

The City of Leavenworth should balance flexibility with a long-term vision.

- Long-term vision is the framework, and flexibility is a tool for implementing it—together, they provide the basis for planning at the outset, decisions during development, and adjustments at maturity. The City of Leavenworth should follow a process that encourages these elements.



The City of Leavenworth should capture the benefits that density offers.

- The development of an appealing, vibrant town center requires a well-designed mix of uses at a density high enough to achieve a critical mass of people on the street. A truly successful town center will be the most densely developed and lively part of the Leavenworth community.

The City of Leavenworth should connect to the community.

- Strong connections to surrounding neighborhoods, commercial areas, and park systems help reinforce the view that the town center is accessible to all users. A sense of ownership and belonging separates and characterizes town centers from traditional and lifestyle-based centers.

The City of Leavenworth should invest for sustainability.

- Sustainability requires having a flexible approach and thinking in the long term. Sustainability is the glue that binds financing, planning, zoning, designing, marketing, and building and creates quality of life and a sense of community.

Preliminary Financial Analysis:

Financing and ownership issues in town centers involve numerous levels of complexity beyond those that occur in most single-use projects. This complexity typically includes one or more of the following aspects:

- Large overall project size with large capital requirements;
- A number of uses that may be financed separately and have distinct financing requirements and market cycles;
- Phasing strategies that may require separate financing for each phase;
- Several owners or equity sources of capital, including unusual ownership structures or multiple ownership structures;
- Management issues that affect ownership, including covenants, maintenance and management agreements, condominium uses, and the like;



- Lenders who evince a lack of understanding or interest;
- Longer predevelopment periods, requiring high levels of upfront, at-risk equity;
- Longer construction and overall development time frame, exposing the project to greater market and financial risk;
- High overall risk, requiring higher returns to compensate;
- Higher development costs per square foot, including higher legal costs, design fees, and constructions, and larger contingencies; and
- Public financing opportunities and challenges.

Municipal bonds and tax increment financing are often used to finance infrastructure improvements, parking garages, city halls or other public facilities, and other elements of a town center. Tax credits and many other public financing sources may be available.

Town Square Area: Projected as a 6.4-acre area with an FAR and urban density of 1.0, with construction with capacity of nearly 280,000 square feet on the 6.4 acres. It is envisioned this area could include a hotel, retail and office development with a projected development cost of over \$55 million and a potential TIF bondable value of over \$8,000,000, allowing funding of land acquisition and public infrastructure, as well as potentially streetscape amenities and other public functions.

Leavenworth Downtown Land Use and Density Analysis										
Description	Land Use (FAR)	Land Use (DUA)	Parcel Size	Parcel Capacity		Development Value		TIF/ Yr Per SF	Total TIF/ Yr	Estimated Bondable Value
				Commercial SF	Residential Units	Per Unit	Total			
Town Square										
Projected Land Acquisition Cost/ SF						\$12	\$3,345,408			
Projected Public Infrastructure Cost/ SF						\$6	\$1,672,704			
Development Program / Commercial	1		6.4	278,784		\$200	\$55,756,800	\$2.50	\$696,960	\$8,363,520

Downtown Town Square General Considerations

Evaluating Markets and Development Potential

- Development Objectives and the Development Entity
- Evaluating Sites and Opportunities for Development
- Site Control and Analysis
- Office Uses
- Residential Uses
- Hotel Uses
- Retail Uses
- Entertainment Uses
- Cultural Uses
- Public and Civic Facilities
- Convention Facilities
- Recreational Uses
- Parking Demand and Shared Parking
- Assessing Market Synergy

Feasibility Analysis and Financing

- The Development Program
- Financial Analysis
- Financing
- Structuring the Financing
- Land Assembly and Purchase

Public Sector's Involvement in Mixed-Use Development

- The Public Sector's Interests in Mixed-Use Development
- Regulatory Process and Tools
- Development Incentives and tools



Planning and Design

- The Design Process and Design Team
- Location and Site
- Urban Design and Place Making
- Positioning and Designing Primary Uses
- Public Spaces and People-Oriented Places
- Parking Design
- Structural and Engineering Issues
- Redevelopment and Historic Preservation
- Redesigning and Renovating Existing Mixed-Use Projects
- The Importance of Design

Marketing and Promotion

- Initial Marketing Strategies
- Marketing Tools and Strategies During Development
- Office Marketing and Leasing
- Residential Marketing, Leasing, and Sales
- Attracting Hotel Operators and Hotel Marketing
- Events and Promotion after Project Completion

Operations, Management, and Maintenance

- Operational Issues and Challenges
- Negotiating Management and Maintenance Agreements
- Key Topics in a Management and Maintenance Agreement
- Approaches to Operations and Management
- Special Issues in Operations and Management
- Asset Management



The following spreadsheet entitled the “Leavenworth Downtown Land Use and Density Analysis” projects land use and density; parcel sizes and capacity; acquisition, infrastructure, and development costs; as well as TIF revenue on a square foot per year and projected bondable value based on the Downtown Plan.

These projections are intended as a quantitative check that confirms the financial framework that underpins the Leavenworth Downtown planning effort in these three target areas.

Leavenworth Downtown Land Use and Density Analysis										
Description	Land Use (FAR)	Land Use (DUA)	Parcel Size	Parcel Capacity		Development Value		TIF/Yr Per SF	Total TIF/ Yr	Estimated Bondable Value
				Commercial SF	Residential Units	Per Unit	Total			
North Gateway Innovation & Business Campus										
Projected Land Acquisition Cost/ SF						\$7	\$2,049,062			
Projected Public Infrastructure Cost/ SF						\$10	\$2,927,232			
Development Program										
Office	0.25		15	163,350		\$200	\$32,670,000	\$2.50	\$408,375	\$4,900,500
Research	0.25		3	32,670		\$300	\$9,801,000	\$3.00	\$98,010	\$1,176,120
Flex Tech	0.3		7.4	96,703		\$150	\$14,505,480	\$2.00	\$193,406	\$2,320,877
Subtotals			25.4	292,723			\$56,976,480		\$699,791	\$8,397,497
North Downtown Neighborhood										
Projected Land Acquisition Cost/ SF						\$5	\$6,577,560			
Projected Public Infrastructure Cost/ SF						\$4	\$5,262,048			
Development Program										
New Single Family			30.2		70	\$175,000	\$12,250,000			
Rehabilitated Existing					80	\$50,000	\$4,000,000			
New Multi-Family					150	\$125,000	\$18,750,000			
Subtotals	9.9		30.2		300		\$35,000,000			
Town Square										
Projected Land Acquisition Cost/ SF						\$12	\$3,345,408			
Projected Public Infrastructure Cost/ SF						\$6	\$1,672,704			
Development Program/ Commercial	1		6.4	278,784		\$200	\$55,756,800	\$2.50	\$696,960	\$8,363,520
Total Land in Acres			55.6							
Total Acquisition							\$11,972,030			
Total Infrastructure							\$9,861,984			
Total Development Value							\$147,733,280			
Total Housing Units					300					
Total Commercial SF				571,507						
Total TIF Revenue / Year								\$1,396,751		
Total Projected Bondable Capacity										\$16,761,017

The development policies within this section are designed to assist in the implementation of coordinated, sustainable, well designed places that enhance the future of the City of Leavenworth. More specifically, these policies are focused on the financial policies and should complement the future land use plan and community character policies as it relates to the three catalyst projects outlined in the report. In establishing development policies for the catalyst projects, the City of Leavenworth will be establishing a framework for realizing an important vision for the future development of the area which will impact the entire community. This document is an important step in laying out the vision for this area.

Development Incentives and Tools

In order to spur the scale and quality of investment sought by the city for the study area, the use of one or more development tools will be required. The primary rationale for the use of these tools include encouragement of the types of developments desired by the City of Leavenworth, establishment of downtown Leavenworth as a “destination,” expansion and diversification of the tax base, and the creation of new businesses and increased employment in the City.

Therefore, the goals in this report include the creation of a different type of overall development that will be unique in the community and provide a larger, significant asset as a whole. The three catalyst projects identified in the study will allow this to occur.

The success of development incentives in the long-term will depend on finding the proper balance between attracting new business entities to the City while ensuring long-term fiscal and social benefits for the community.

Alternative Development Incentive Strategies

The following alternative approaches suggest basic strategies for the City of Leavenworth to encourage high quality, high value development. The approaches are seen as additive – that is the first is basic, the second includes the first, and the last includes all of the preceding. The relative complexity, risk, commitment required by the city and net benefit to the city, are likewise, additive or cumulative.

A. Baseline Strategy

City prepares and adopts land use plan, waits for the private market to respond and reacts with incremental approval of required re-zoning when proposed development is in compliance with plan, and provides infrastructure by means of direct public investments and/or negotiated private investment, hence establish a Public/Private Partnership.



B. Development Policy Bonuses

Building on A, city prepares one or more new or revised zoning categories that provide for higher densities, certain economically desirable and/or mixed uses, and regulatory “bonuses” in return for assembly of sites of specified size or configuration in accordance with the land use plan. This requires that property owners be allowed to build something that makes economic sense without attainment of the bonuses. On the other hand, the bonuses should be sufficiently desirable and compelling as to induce the land owner to do what is necessary to achieve those bonuses. As in A, infrastructure investment and financing would be incremental and subject to on-going negotiations between the city and property owners/developers by means of cooperative agreements.

Roslyn Business District of Arlington County, VA

The redevelopment of the Roslyn business district of Arlington County, VA was a landmark example of the application of a development policy bonus strategy, beginning in about 1960 through 1985. Developments which provided specified amenities were allowed to provide lower parking counts, which created a more compact, walkable, transit-oriented business district near Washington, DC.

C. Combined Development Policy Bonuses and Fiscal Incentives

Building on B, city adopts policies and standards upon which it will base its decisions to grant fiscal incentives in support of development in compliance with the desired development as established by the governing body. This would include overlaying or alternative application of tax increment financing, tax abatement, community improvement district, transportation development district, etc. Most importantly, investment and financing of major public infrastructure would be supported by public fiscal incentives.

Emerson / Decker District of the City of Creve Coeur

Redevelopment of the Emerson/Decker district of the City of Creve Coeur, at the southeast quadrant of Olive Boulevard at I-270 in suburban St. Louis, combined an early TIF district and incentive zoning to induce consolidation of larger tracts and finance a new basic road system.

D. Incentive Zoning

Building on A, city prepares one or more new or revised zoning categories that provide for higher densities, certain economically desirable and/or mixed uses, and regulatory “breaks” (incentives) in return for assembly of sites of specified size or configuration in accordance with the land use plan. This requires that property owners be allowed to build something that makes economic sense without attainment of the zoning incentives. On the other hand, the incentives should be sufficiently desirable and compelling as to induce the land owner to do what is necessary to achieve those incentives. As in A, infrastructure investment and financing would be incremental and subject to on-going negotiations between the city and property owners/developers by means of cooperative agreements or the establishment of a Public/Private Partnership.



Roslyn Business District of Arlington County, VA

The redevelopment of the Roslyn business district of Arlington County, VA was a landmark example of the application of an incentive zoning strategy, beginning in about 1960 through 1985.

E. Combined Zoning and Fiscal Incentives

Building on B, city adopts policies and standards upon which it will base its decisions to grant fiscal incentives in support of development in compliance with the desired development as established by the governing body. This would include overlaying or alternative application of tax increment financing, tax abatement, community improvement district, transportation development district, et al. Most importantly, investment and financing of major public infrastructure would be supported by public fiscal incentives.

Emerson / Decker District of the City of Creve Coeur

Redevelopment of the Emerson/Decker district of the City of Creve Coeur, at the southeast quadrant of Olive Boulevard at I-270 in suburban St. Louis, combined an early TIF district and incentive zoning to induce consolidation of larger tracts and finance a new basic road system.

F. Master Developer and City-Induced Development Agreement

In addition to and in concert with the key elements of strategy C, but not necessarily including incentive zoning, the city would utilize its influence, regulations and incentives to induce participation of a Master Developer. The city would then designate a master developer to manage the overall process of project development, much in the manner that the Unified Government in Wyandotte County, Kansas managed the Village West project. The master developer would be compensated with a portion of the upside gains to the property owners. The value of the property owners' land would in essence become equity in the development of the project or sector in which it is located. The economic return generated by the project that is attributable to the land would be compensation to the land owners, net of site improvement and infrastructure costs and the master developer fee.

Legends at Village West, Kansas City, KS

Village West relative to the master developer role on behalf of a public sector sponsor and its method of compensation based on value creation. This is a recognized approach take by private developers as a means of both engagement and compensation of property owners where direct property acquisition is infeasible.



Existing Development Incentives and Policies

The State of Kansas provides for the use of a number of economic tools by Kansas Municipalities. These tools include:

- Tax increment Financing (TIF)
- Transportation Development District (TDD)
- Industrial Revenue Bonds (IRB)
- Bioscience Development District (BDD)
- Sales Tax and Revenue Bonds (STAR Bonds)
- Property Tax Rebate
- Sales Tax Rebate
- Neighborhood Revitalization Act (NRA tax rebate)
- Downtown Redevelopment Act (DRA tax rebate)

It is likely that some combination of these tools will be appropriate to encourage development of the type and quality desired in the City of Leavenworth. It will be useful for the city to provide a summary of these tools and how they might be considered individually and in combination to prospective developers considering projects in the study area.

In addition to tools that are available at the municipal level, the State of Kansas has a number of economic development incentives and programs that could be utilized by potential developers or businesses. Marketing of the three catalyst projects to potential investors and developers should include information on these programs. Cooperative efforts with the Department of Commerce Business Development Division to promote these tools and incentives can likewise focus the attention of the Department of Commerce on the achievements and capabilities of the City of Leavenworth.

There may also be funding available from the Department of Commerce to help offset marketing costs for specific efforts.



New Economic Development Tools

On April 23, 2009, Governor Kathleen Sebelius signed into law House Bill 2324, known as the Community Improvement District Act. The new CID Act allows for the creation of a community improvement district by either of two methods:

- A petition signed by 100% of the landowners of the new district requesting financing by assessment only, or
- A petition signed by 55% of owners of the land area of the district and by owners of 55% of the assessed valuation of land area. This method requires public notice and hearings, but allows financing by an imposed CID sales tax, issuance of full faith and credit bonds, or both.

The CID act allows for very flexible use of CID funds for land acquisition, planning, construction, marketing, and operation of infrastructure and other projects within the Community Improvement District.

Considerations for the Use of Local Economic Development Tools for the Study Area

Generally speaking, case studies show a very successful strategy for attracting new, high quality development and are intended to reward developers for providing good design and well planned developments.

These types of developments encourage further positive economic growth. Developers who are likely to be capable of large scale, high impact developments are often skilled at providing high quality planning and design, but also need to find locations which allow the proper economic framework for these projects to be viable. Providing a mix of economic incentives which encourage developers to meet specific goals of the community is essential in providing that economic framework.



The following items should be considered for projects within the study area:

- Property and sales tax rebates (City's share only), expedited permitting, or other incentives for MXD zones.
- Property and sales tax rebates (City's share only), expedited permitting, or other incentives for Destination Retail and Entertainment businesses that would significantly increase traffic. STAR Bonds would be a further (though more complex) step in these cases.
- Increased property tax abatement for qualifying projects that would complement the overall mix of uses.
- Providing or sharing cost for required due diligence studies as part of development incentive
- Waiver or reduced fees for certain priority development types
- Utilization of full faith and credit bonds for infrastructure improvements that would help 'jumpstart' the three catalyst projects.

'Bonus' measures should be considered for projects utilizing certain design elements which are consistent with the goals of providing high quality, pedestrian-oriented and mixed use space.

Destination projects that are economic engines for growth should be considered for incentives that exceed the existing city policies for conventional development. Careful consideration is required in defining a "destination" project, and establishing minimum standards that go along with that concept. Destination projects also potentially qualify for STAR bonds which, when coupled with increased local incentives, can drive significant investment in larger projects with a higher economic impact. Significant incentives will be required to attract destination projects because of strong competition from other jurisdictions and the unique requirements of STAR Bonds. As an example, the typical incentive for a specialty sporting goods retailer is \$45 million. The historic character of downtown Leavenworth and the City's unique circumstances make pursuit of a "destination" project entirely sensible.



Federal Incentives Applicable to Development in the City of Leavenworth

There are a number of new federal incentive programs, particularly in the area of renewable energy and other sustainable infrastructure, such as stormwater management facilities, that could be considered and leveraged to induce high quality development in the study area. Some of these programs are part of the American Recovery and Reinvestment Act (ARRA) and are only available for a very short time, while others have a longer time window and could be used by developers in the future. There will also likely be new programs developed and available in the future.

The City of Leavenworth should consider encouraging these types of sustainable infrastructure initiatives and also encourage developers to take advantage of these opportunities to provide a more sustainable, forward-looking development with respect to the three catalyst projects.

Importance of Collaboration of Property Owners

Another important concept that will be required in the successful development in this area is cooperative action by landowners.

Collaboration can occur in a number of ways:

- 1) Property owners can self-organize and collectively seek incentives, plan approvals, and market their property under a common effort.
- 2) An interested party or private developer can assemble property by optioning or buying individual properties and seeking incentives and plan approvals. The developer may choose to create and submit plans for development, or market the collective properties to other investors or developers.
- 3) The City can initiate efforts to create incentive districts, contract for planning studies, create a brand for the area, market the collective properties, and provide a forum for land owners to actively participate, voice opinions, cooperate, and collaborate.
- 4) The City can go a step further and acquire properties to assemble single or multiple parcels which would further enable the City to control and guide future development of the properties.



Scenario 3, would be a feasible way for the City of Leavenworth to take an active role in promoting collaboration and establishing Public/Private Partnerships. The commission of this study is a solid first step in that direction. Further steps to foster cooperation and collaboration may include:

- Funding or contributing to the cost of further conceptual development plans to be used for marketing the area to potential developers
- Funding or contributing to the cost of specific marketing activities aimed at attracting new development to the area
- Funding or contributing to the cost of hiring a master developer to actively organize land owners, develop alternate plans for development, create a brand/identity for the area, and market to and oversee development of individual sites by prospective investors and developers.

The City can take steps to actively encourage collaboration by providing resources and a forum for property owners and interested parties to learn about available tools, envision and document possible plans for the area, and market the area to potential investors and developers.

Whether self-organized or led by a master developer, one of the difficulties that land owners encounter when attempting to collaborate is dealing with the issue that not all properties are of equal value, and many land owners are reluctant to be a part of a plan that assigns a less intensive use to their property. Recognizing that not every property can attract the highest level of investment, yet every property is important to creating a unified plan that is successful, there needs to be a method for fairly compensating all land owners for participating in the collective effort.

One path to this successful collaboration is outlined as follows:

- 1) Create a separate, single entity to act on behalf of the collaborators
- 2) Establish baseline values for all properties within the collaboration by means of a mutually agreed upon procedure
- 3) Create an agreement that specifies that each party directly benefits from the sale of any property within the boundaries of the collaboration, apportioning the proceeds to each property owner in direct relation to the valuation established in (2) above.

This method ensures that all property owners have a vested interest in all properties contributing to a larger development that in total will be more successful and valuable than the sum of the development of individual properties.



Evaluation of Individual Development Projects

It is unlikely that development will occur as a single, large, coordinated project for any of the three catalyst projects, but will likely occur as a series of projects over time. It will be necessary then to establish specific procedures and criteria upon which to judge the suitability of a given project and how it will affect adjacent, future development. Suggested questions that should be answered by this process include:

- Is this project appropriate for its location in the study area?
- How will this project affect the ability to attract future appropriate development on adjacent parcels?
- Will this project complement other planned or desired development?
- Does this project contribute to or allow for coordinated natural feature preservation and enhancement?

While it would be most desirable to attract a large equity developer to plan and develop all or very large portions of the catalyst projects, exclusively pursuing a policy that only allows that model of development may mean that development would not occur for many years. Allowing appropriate, incremental development that fits an overall plan and vision for the area can build momentum and be a catalyst for further development. However, this strategy does not preclude the idea of developing an identity and brand for the area and creating a more specific master plan and marketing the area to the development community.



